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RURAL EDUCATION IN 1926-1928

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in the United States, 1926-1928]



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RURAL EDUCATION

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The goal toward which we appear to be moving in rural education at the close of the biennial period 1927-28 is that of equalization of educational opportunity within each of the several States. The most significant and generally accepted means of achieving it is apparently through increasing emphasis on the promotion of centralizing and coordinating tendencies. These tendencies are affecting education in all of its important phases.

In efforts to secure progressive legislation affecting rural education the several central agencies, State departments of education, State teachers' associations, or both in cooperation, the State institutions of higher learning, have assumed active and aggressive leadership in a number of States. The added prestige accompanying such coordinated leadership, the facilities thereby made available for studies and investigations of educational administrative situations within and without the State, the opportunities thus furnished for wider and more intelligent dissemination of information to the public concerning the programs proposed—all have proved stimulating to public interest and effective in securing results. These centralized and usually cooperative efforts have generally superseded the spasmodic efforts on the part of individuals and small localized groups upon which dependence has been placed in the past.

Centralizing tendencies particularly significant to rural schools are: The assumption of increased responsibility of the State unit for the support of local school-systems; the correlative and often parallel practice of setting up increasingly higher standards which all schools, or those participating in the distribution of State funds, are expected to meet; and the rapidly growing movement to establish or increase State equalizing funds.

Centralizing professional leadership and supervision of school practice in State departments is a logical result of the evolution of

these departments into efficient professional organizations which has been in progress for a number of years. Its influence on the rural schools is of moment because their situation is such that they are and have been far more in need of professional stimulation than urban schools. Rural schools profit, therefore, by the professional direction of all specialized types which is offered by enlarged State education staffs. In the large, however, it is because of the added staff of professional workers especially assigned to rural education that most effective progress is due. At the present time there are 172 rural-school supervisors (sometimes designated by other titles) who are members of the various State department staffs in the United States. Their work among the rural schools of their respective States has been of immeasurable value.

The natural expectation that the centralizing tendencies adopted by State education officials and agencies would work themselves down into and through county and local administrative organizations is fulfilled, as is apparent from recent activities among local school units. Larger units of administration are being considered and different types studied in practically all States in which the district and township units prevail. These activities are manifest in a number of different forms: In legislative programs prepared for presentation to the 1929 sessions of legislatures; in strengthening the established county administrative unit, as in Virginia and Arkansas; in providing by special legislation for county organization of certain counties as in Texas and Minnesota; in the formation of increasingly larger consolidation units even to the extent of consolidating consolidated units previously formed; in the promotion of an increasing number of large rural secondary-school units; and in the established growth of consolidation now moving of its own momentum in many States.

In the field of teacher training centralizing trends are indicated in a number of States by the formation of unified state-wide programs for all State teacher-preparing institutions. This movement is designed to coordinate the work of all agencies concerned with the teaching situation—such as pre-service and in-service training, placement, and certification. These and other important movements of note will be briefly discussed in this chapter under the several appropriate headings.

CENTRALIZATION AND LONG-TERM PROGRAMS OF ACHIEVEMENT

The centralization of responsibilities in education in State departments of education, through legislation and otherwise, the improved stability and prestige of these offices, and the longer tenure of the chief State school officer and his staff have led to the development of long-term programs for attacking difficult problems in rural educa-

tion from many angles. These programs replace sporadic efforts formerly prevalent which, however excellent in themselves, are not sufficiently coordinated adequately to reach the evil of inefficiency. Such efforts have the additional weakness of being subject to constant change with the different points of view resulting from successive administrative changes. Insistent and continuing attacks extending over a period of years on a series of problems rather than one or two isolated ones at a time appear to be the most satisfactory method so far practiced of building up a State school system and keeping pace with the demands of a changing social organization.

Systematic programs, long-term and immediate, for the improvement of rural education in all of its different phases, are now in operation or in process of development in a number of States. Many have been in operation long enough for their effects to be apparent and measurable in a careful survey of the education situation of state-wide scope. As illustrative of such programs an account of three now under way in North Carolina, Louisiana, and New York are appended to this chapter. They were prepared by the State officials concerned in the respective States. Limitations in the scope of the chapter prevent full treatment of any one State program, but it is believed that even the brief abstracts appended will sufficiently elucidate the point at issue.

CENTRALIZING TENDENCIES IN STATE AND COUNTY ADMINISTRATION

Fundamental changes in school administrative organization, State and county, even though the need is widely acknowledged, are not easily attained. Usually they require extensive legislative action and come only as the result of concerted efforts in securing favorable public opinion extending over a period of years. Events of the biennium indicate that sentiment favorable to an administrative organization which makes possible more nearly adequate support and professional administration of schools in small towns and rural communities is growing and that these subjects have received more careful study and aroused wider public interest than ever before.

Relatively few fundamental changes in administrative organization, State, county, or district, through legislation are reported for the biennium. Constitutional amendments permitting reorganization of the State boards of education were authorized in Virginia and Texas. The exact composition of the new boards and definition of functions will be fixed by later legislative sessions. The constitutional amendment advocated in California providing for a change in the selection of the chief State school officer from election at large to

appointment by the State board of education failed to receive approval of the people at the general election.

Certain sweeping changes in administrative practice or in methods of school support are contemplated in legislative programs prepared during the biennium for presentation to the 1929 legislative sessions in Kansas, Missouri, Nebraska, and Georgia. These programs are the result of state-wide studies directed or cooperated in by State education authorities and agencies. In Kansas a school code commission authorized by the legislature of 1927 has been actively at work not alone on the formation of a program but on the creation of public sentiment in favor of the changes proposed. In Missouri a long-time program for securing administrative changes affecting school support, units of administration, secondary education, etc., began some years ago. It will materialize in a request for definite legislative action in 1929.

SCHOOL FINANCING

The most notable progress in State administration and that which has affected the largest number of States has been concerned with financing rural schools, especially in securing more State funds for school support. Alabama and Arkansas have apparently been particularly successful during the past two years in securing legislation and increased appropriations for carrying out the plans involved. Recent legislation provides in Alabama \$900,000 annually to be known as "The State equalization fund for equalizing educational opportunities in public schools." It is the purpose to provide with this fund additional State aid for rural schools, libraries, normal schools, and elementary and secondary education in the State. Six hundred thousand dollars is to be used by the State board of education for establishing a minimum term of seven months.

In Arkansas a State revolving loan fund has been created to aid school districts in repairing, erecting, and equipping school buildings. In addition the permanent school fund was increased, a State equalization fund of approximately a million and a half was created, and the State board of education was authorized to fix a minimum school term and minimum salary schedule for teachers. California authorized State aid for schools for the children of migratory laborers engaged in seasonal industries in the rural districts of the State. In Delaware a \$1,000,000 appropriation was made for each year of the past biennium to assist districts in building schoolhouses. It was also provided in Delaware that four-fifths of license or franchise fees received by the State tax department be paid into the State treasury to be used by the State board of education for the support of public schools.

Among the States which have provided revenue from sources other than property tax during the biennium are Louisiana which has recently established a State tax on malt sirup; Georgia which provided an equalization fund of \$1,000,000 through a tax on gasoline and kerosene; Montana, in which an equalizing fund was created utilizing the proceeds of an oil tax, and metal mines tax; Florida, which reports increased State funds for rural schools through the proceeds of a gas tax, interest on State funds deposited in banks, as well as a fourth of a mill property tax; Oklahoma, which appropriated a million and a half in 1927 to aid weak schools from an equalization fund derived from 25 per cent of the revenue tax on oil, gas, and other minerals; and Wyoming which provided through recent legislative action that 33 $\frac{1}{3}$ per cent of royalties on oil, gas, or minerals be paid into the State treasury and credited to the land income fund for the benefit of schools.

In North Carolina the legislature authorized the issue of State bonds to the amount of two and one-half millions for a special building fund to be lent to county boards of education, and authorized the issue of State bonds for more than two million for permanent improvement of State colleges and normal schools. Vermont reports revised and increased State aid for rural schools. Michigan through a State appropriation provided an equalizing fund of \$1,000,000 to be distributed to districts having excessive tax rates. In Tennessee the legislature authorized State bonds of \$1,000,000 for building and repairing rural schoolhouses. Virginia appropriated in 1927 \$625,000 for each year of the biennium 1927-28 for State aid to rural schools. In Wisconsin a new method of school support became operative in 1927 the main purpose of which is more nearly to equalize educational opportunities. In Massachusetts the basis of distribution of the equalizing fund was changed during the past year from that of property valuation to the proportion of the State tax paid by each town.

Perhaps the most encouraging factor in the whole matter of changes in methods of school support is the fact that the problems involved are approached as a result of careful study of educational needs and financial resources of the State and its school units. An excellent illustration of the "scientific" approach to the solution of financing schools through State participation while preserving local responsibility and initiative is offered in the work of a commission on revision and recodification of the school laws relating to financing education in Connecticut. A brief abstract of the report of the commission is appended to this chapter. It is illustrative of good practice. The principles involved may be applied in other States, and the method suggested for measuring ability to support schools is

unusual and interesting. An account is appended also of the three steps in New York's program of financial aid to rural schools. It explains the systematic progress in State school financing extending over a period of years.

PROGRESS IN STATE SUPERVISION

Legislation is by no means the only method of progress in administrative practice. Significant results in rural education accompany high-grade professional leadership which more and more as the years pass is exercised by chief State school officers and their staffs. Two developments of importance illustrating the prevailing attitude of these officers toward acceptance of responsibility for improving the efficiency of all schools within their respective States occurred during the biennium. A new departure was established by the National Council of State Superintendents and Commissioners of Education in its decision to hold annually separate conferences for concentrated discussion of special problems of moment to chief State school officers and their departments. Topics relating to the present situation in rural schools, their support and improvement, made up in large part the program of the 1928 conference. That increasingly fruitful services to rural education will ultimately result from these conferences seems a foregone conclusion.

The other development noted was brought to light during the biennium as a result of a study recently completed in the Bureau of Education concerning rural-school supervision as conducted by State departments of education. The study concerns the number, salaries, and functions of the State department staff members assigned to this field.

The present conception of supervision of rural schools as a function of State departments of education is of comparatively recent development. State rural-school supervision began as an inspectorial function connected with the distribution of State aid or with the State's responsibility for compliance by local units with certain legislative requirements, such as those concerned with sanitation, school building standards, and the like. While inspection continues, it is no longer the major function of State supervision. At the present time the improvement of school practice, administrative, supervisory, and instructional, is generally considered the main objective of State rural-school supervisors. The study to which reference has been made, tracing the development of State rural-school supervision from 1916 to 1928, points out that there were in 1916, 46 State rural-school supervisors, inspectors, or agents in 26 States; in 1922, the numbers had increased, respectively, to 118 such officers in 33 States; at the present time there are 172 State department staff

members assigned to rural education in 38 States. Since 1916 there has been a steady increase in the number of States employing such officials and in the number of persons so employed in each State, with two exceptions—Colorado and South Dakota. Each of these States lost its rural supervisor in 1926, due to local exigencies for which the educational forces apparently were not responsible.

Coincident with the increase in the number of States and of staff members having assignments to rural education and of equal importance is the increase in the salaries paid. The number of rural supervisors receiving salaries in the higher ranges of salaries paid by State departments is constantly growing and substantial increases have been attained in maximum salaries. The total expenditures for rural-school supervision in State departments of education practically doubled in the 6-year period from 1922 to 1928, while the number of States employing such supervisors during the same period increased from 33 to 38.

The study states also that comparisons among the membership of the staffs of State departments indicate that supervisors assigned to rural schools are as well paid and as well qualified professionally as other members of the staff. This, of course, is to be expected. Only the fact that similar conditions have not always characterized rural-school positions in the past accounts for special mention here of this particular form of equalization of educational opportunity. Apparently it may now be considered as an established policy in State departments of education. The work of the officials assigned to rural education, it is pointed out in the study, is concerned chiefly with promoting State policies in rural education, supervision of administrative practice, supervision of instruction, general advisory and research service, and inspection. The tendency is decidedly to emphasize the professional leadership and instructional supervisory phases of the work of the rural-school officers. Less and less emphasis is placed on inspection, more and more on systematic supervision. There is increasingly concerted effort toward carrying out definite State programs and less toward a cursory type of visitation. More and more members of State departments of education assigned to rural education are professional leaders.

CHANGES AFFECTING LOCAL ADMINISTRATION

A number of States, including several in the Central group and in the Middle West in which the district is the unit of administration, are advocating changes in the district form of local administrative unit, affecting school support or control, or kind and quality of supervision rendered. A larger unit, either some form of the county or a community type, is generally advocated. State teachers' associa-

tions and State departments of education have been active in informing the public of the weaknesses of the small district system and of the system of selecting county superintendents through popular vote which prevails in most of the district-unit States. Careful studies have been made of conditions due to many small district systems, the results of which have been widely disseminated, in California, Kansas, Missouri, Nebraska, and other States.

In Pennsylvania, New York, Oklahoma, and Michigan reports from the State departments of education state that the present types of organization offer an outstanding problem in rural education. In Michigan a definite change is being considered affecting the selection and salary of county superintendents.

During the past two years in California there has been put into operation a law, state-wide in effect, which provides that school supplies for rural elementary-school districts be purchased through the office of the county superintendent. An appreciable saving is reported from some counties through the operation of this law. The State department of Georgia reports that through county-wide consolidations and the surrender on the part of many small districts of their independence it has been possible to strengthen and centralize several county systems. In Virginia recent legislation has strengthened the division boards of education and has centralized functions in school administration. Among the functions which the new law assigns to the boards of education is that of the appointment of the superintendent.

Surveys of educational conditions have been made during the biennium in a few counties in which extensive rural populations center around one large city. The reports of these studies have pointed out the advantages of the adoption of an administrative organization combining the city and county schools under unified control, offering the same quality of education facilities to both urban and rural children. Such surveys and recommendations were made in Jacksonville and Duval County, Fla., and Chattanooga and Hamilton Counties, Tenn. Montgomery County and Montgomery City, Ala., have recently combined under the control of one board of education the schools which formerly constituted two systems, city and county.

In Texas special legislation recently enacted applicable to three counties permits organization on the county-unit plan.

In Minnesota the Session Laws of 1927 provide an optional plan by which counties may under certain conditions organize as one district with a county board of education in charge. Under provisions of this law Lake County has so organized, electing a county board of education of six members which will have the powers usually assigned to "independent consolidated districts" in Minnesota, in-

cluding the authority to appoint a superintendent of schools. This is a new departure for Minnesota, though several large rural-school systems are now in operation.

During the year a study of county superintendents' salaries showing increases since 1922 was made in the Bureau of Education. Comparisons were made also with salaries paid city superintendents on a population basis. This study shows that median salaries paid county superintendents in the United States as a whole have increased approximately \$500 since 1922; that fewer States and fewer counties are now classified among those paying particularly low salaries—less than \$500 and between \$500 and \$1,000, and that maximum salaries have been increased by amounts ranging from \$500 to \$5,000 in 29 States.

Commendable as is this improvement in salaries paid county superintendents when comparisons are made within the group, comparisons made in the study between salaries of county and city superintendents reveal significant disparities. Median salaries in each of the groups studied—i. e., counties and cities having a population of from 2,500 to 5,000, 5,000 to 10,000, 10,000 to 30,000, and 30,000 to 100,000—are decidedly in favor of cities. Still more striking is the difference in the number of superintendents receiving the higher salaries in each of the groups studied. Only one of 116 superintendents in counties of 2,500 to 5,000 population receives a salary as high as the median salary paid the 482 superintendents in cities of like population; of the second group, counties and cities ranging in population from 5,000 to 10,000, only 3 county superintendents out of 266 reach or exceed the median salary paid city superintendents in the same population group; in the third group, 10,000 to 30,000 population, over half the city superintendents as compared to less than 2 per cent of the county superintendents receive more than \$4,600, and in the fourth group, counties and cities having a population of from 30,000 to 100,000, only 4 county superintendents out of 97 receive as much as \$6,000, while 73 per cent of the city superintendents receive \$6,000 or more.

CENTRALIZATION OF SMALL SCHOOLS AND DISTRICTS

Voluntary centralization or consolidation of schools and school units as an effective and economical means of overcoming the deficiencies of small isolated schools continues to be favored by rural people and by education officials generally. In a number of States the consolidation movement has for years been promoted as a State policy and may be said now to have gained such momentum that relatively little additional stimulation or promotion is necessary.

The following statement from the report of the State Department of Education of Ohio is representative of activities of this kind in several States in which the greatest progress has been reported during recent years: "Consolidation has been the major project for the past 10 years. During that period 1-room schools in this State have been reduced 4,000, or one a day on average."

Among other States which have reported an increase in the number of consolidated or centralized schools during the biennium are Alabama, Delaware, Louisiana, New Jersey, New York, North Carolina, Tennessee, and Texas. Few or no additional centralized schools are reported, or the movement is more or less at a standstill, according to reports received, in Illinois, Iowa, North Dakota, South Dakota, Vermont, and Wisconsin. The reasons given for lack of progress are usually either that the topography of the country is unfavorable, as in Vermont; that there is a lack of sentiment for consolidation, as in Wisconsin and Illinois; or that economic conditions are unfavorable, as in North Dakota and Iowa.

In a number of well-organized counties in the United States consolidation on a county-wide plan has been achieved. This usually means that the topography, population, roads, etc., are carefully studied and a county-wide plan is drawn up, locating schools at strategic points. This is the practice which has long been followed in city systems. The result in counties which have followed the plan is that few small 1-teacher schools remain, sometimes none, and that high-school facilities of standard quality in addition to those of the elementary grades are within walking or transporting distance—usually by public vehicle—of the homes of all children of school age. At least six States—Alabama, Indiana, Tennessee, Louisiana, New Jersey, and Ohio—report one or more counties within their respective borders in which no 1-teacher schools are conducted. Many other counties in these and other States have reduced the number to the extent that the problems of the 1-teacher school are now a negligible factor in the educational system.

Whether through the larger administrative unit (as in the several county-unit States), through laws providing that systematic and approved county-wide plans be worked out before small consolidations are effected, as in North Carolina and Texas, or through supervision or encouragement on the part of State departments of education for the promotion of larger units and more intelligent and forward-looking plans, the tendency is increasing toward larger consolidation units. These larger units generally afford better school opportunities, both elementary and secondary, and are especially advantageous in promoting enriched curricula in rural high schools. The following statement from the State department of Alabama is typical of many contained in recent reports: "The size of con-

solidated schools in this State is increasing rapidly; in fact, the State department is encouraging larger consolidated units and is meeting with a hearty response from county boards of education and local communities."

Transportation continues to be a necessary and growing factor in school centralization. Improvement in roads and in efficiency and comfort of motor vehicles have brought large benefits to rural children. There has been considerable advance in recent years in the cost-accounting systems used by districts furnishing transportation, especially those furnishing it on a large scale. Pupil transportation is being reduced to a systematic business basis. Approximately one-third of the States now grant aid specifically for pupil transportation. They are Connecticut, Delaware, Indiana, Kansas, Maine, Massachusetts, Michigan, New Hampshire, New Jersey, New York, Oregon, Pennsylvania, Texas, Vermont, Wisconsin, and Wyoming. The amount of State aid has been materially increased during the biennium in Delaware, Louisiana, New Jersey, and Pennsylvania.

As a measure of the increased service characteristic of the biennium and as typical of reports from many States the following comparisons are given: Alabama reported 30,000 pupils transported in 1925-26 at a cost of \$560,000 as compared to 50,000 pupils in 1927-28 at a cost of \$750,000. In Delaware, the number of pupils transported increased 835 during the biennium, the expenditure, \$22,485. Increase in expenditure for transportation in Florida during the biennium is reported as \$115,229; in Missouri, \$19,796; and in New Jersey, \$225,275. At the close of the biennium estimates made on incomplete returns indicate that there are approximately 17,000 consolidated schools at the present time, including similar schools called by other names, and that the annual expenditure for transportation has reached the sum of \$40,000,000.

Legislation reported has been of minor importance. Laws relating to transportation were revised in several States. Illinois, Nebraska, and West Virginia are examples. Their purpose is to extend the benefits of transportation at public expense over a wider territory and to children living at greater distances from a central school. Georgia in 1927 passed a law extending transportation possibilities to teachers as well as pupils. Larger State grants for pupil transportation were made in Delaware, Louisiana, New Jersey, and Pennsylvania and for the erection of school buildings in Alabama, Delaware, Georgia, and New York. Procedure for establishing consolidations was revised in Alabama and Michigan. Consent of a majority of local trustees must be obtained in Alabama before county boards of education can consolidate two or more schools in the same district. Previously this regulation applied only to schools located in different districts. In Michigan signers of petitions for

proposed consolidations must own at least 50 per cent of the territory involved in counties having a valuation of \$50,000,000 or more.

In three States, New York, Washington, and Utah, state-wide studies of transportation facilities and costs have been made under the direction of the State departments of education.

RURAL SECONDARY EDUCATION

Opportunities for obtaining a high-school education in rural communities have increased in number during the biennium and improved in quality. Recent statistics show that enrollments in rural high schools have increased 26.5 per cent over a 2-year period. This percentage increase approaches equality with that in high-school enrollment for cities. In view of the continued migration to the cities and of large numbers of rural children transported to and enumerated in the city high schools, the increase is encouraging. It may be safely estimated that at the present time 1,150,000 boys and girls are enrolled in high schools in population centers of fewer than 2,500, about 25 per cent of the rural youth 15 to 18 years of age. More than 70 per cent of similar age groups in urban areas are enrolled in high schools. Statistics of the type cited indicate that the future development of high-school education, particularly that concerned with universalizing secondary-school opportunities should take place chiefly in the country.

The major problems in rural secondary education center round accessibility and support. Those States in which the population is sparse and the administrative organization unfavorable (the district plan, for example) find that magnificent distances and poor roads add to and intensify the difficulties growing out of inadequate school support. In States in which the population is more concentrated and in which a larger unit of school control prevails the problem is in major part financial. Modern education facilities cost money. State equalizing funds, larger State maintenance funds, and special State aid are helping to solve the financial difficulties in a growing number of States.

From the local point of view the solution of financial problems is dependent upon ability to centralize taxable wealth and school population. The movement for consolidation has reached a point in many States that two or more consolidated units are being centralized into one larger unit for secondary-school facilities. Enriched curricula and better qualified teachers, prohibitive in small units, are thereby becoming more and more available. Among States reporting notable progress in centralization for secondary schools Alabama, California, Colorado, Illinois, Louisiana, Michigan, Min-

nesota, Nebraska, Nevada, New Jersey, New York, North Carolina, Texas, Virginia, and Wisconsin are especially worthy of mention.

During the biennium legislation was enacted providing payment of tuition of pupils living in a district not maintaining a high school, at State expense in Minnesota, at county expense in Tennessee, at local district expense in North Dakota, South Dakota, Vermont, and Wisconsin (township). The New England States have for a number of years provided for the payment of tuition at public expense, either State or local, for attendants at high schools located in towns and cities.

Payment of cost of transportation or board of pupils living in isolated sections from State funds and supplying dormitories for high-school pupils are other means of extending secondary education to children living in isolated communities. Among the States which report progress in furnishing free transportation to rural children are Delaware, Illinois, Louisiana, Minnesota, and New Jersey. Montana, which has long used the dormitory system, reports it as a successful and growing method for providing high-school advantages to children in that State. Additional State aid for boarding as well as lodging expenses of pupils from rural communities has recently been provided. Michigan provides for board at State expense as a means of making high schools available to rural children. Other States showing interest in special aid for boarding expenses or in the provision of dormitories for high-school pupils during the biennium are Alabama, California, Georgia, Mississippi, Nebraska, Nevada, New York, North Carolina, Tennessee, Utah, West Virginia, and Wyoming. An extensive study of dormitories in connection with public high schools for rural children in Montana, issued in February, 1927, as Bulletin 201 of the Agricultural Experiment Station of the University of Montana, is of interest in this connection.

A few experiments with the extension of high-school instruction to rural children at their homes through correspondence courses, by itinerant teachers for small groups of children, and by a modified plan of individualized instruction are reported. These may hold promise for the future not now apparent.

The effort to establish high schools within reasonable distance of farm children has inevitably led to a disproportionate number of small high schools with attendant large per capita expense and impoverished offerings. At the end of the present biennium approximately 34 per cent of the high schools in communities of 2,500 and fewer report 50 pupils or fewer enrolled; about three-fifths, 75 or fewer. A large number of these small high schools employ few teachers—43 per cent three or fewer; only 35 per cent employ more

than four teachers. This situation suggests the pertinent problems with which rural secondary education has grappled during the biennium; improved organization and enriched curriculum offerings are the paramount considerations.

Serious problems incident upon the small high-school organization have been pointed out recently by Prof. Joseph Roemer.⁷ Professor Roemer says:

(1) With respect to teaching force the small high school means (a) excessive teaching load, (b) lower standards of teacher qualification and preparation, (c) poor distribution of teacher assignment. (2) In the matter of curriculum, it means (a) limited, (b) poorly arranged and unbalanced curricula with practically no vocational offerings, and (c) unjustifiable requirements of pupils. (3) In building and equipment, (a) practically no working library; (b) very poor science equipment, if any; (c) little or no playground equipment, inadequate or no gymnasium or auditorium facilities, are possible. (4) In instruction the small high school means (a) poor quality because teachers can not specialize or are overloaded, and (b) little or no supervision. (5) Limited possibilities with respect to student and extracurricular activities because of insufficient numbers are inevitable.

Among the most successful means reported for improving the quality of rural secondary education are the following: Standardization, chiefly by State departments of education; reorganization on some of the several so-called junior high school plans in vogue; and further centralization. Among the States reporting progress during the biennium in standardization are Nebraska, North Carolina, and Pennsylvania. Manuals containing suggestions on improved organization and administration or new curricula and program schedules particularly adapted to small high schools recently issued in Alabama, Kentucky, Indiana, Maryland, Missouri, and West Virginia, have been received in or reported to the Bureau of Education during the biennium.

Establishment of junior high schools as a means of improving secondary education in rural areas is growing in favor. According to a recent check, 26 States have passed laws relating specifically to the junior high school and 32 State departments of public instruction encourage this type of organization within their respective States. Recent statistics show that 12 per cent of the high schools in population centers of 2,500 or fewer are organized under the junior high school system enrolling 21.6 per cent of the pupils attending high school in such centers. Most of these schools are organized as junior-senior high schools under the 2-4 or the 3-3 plan. The junior high school as an independent unit or associated with the elementary school only is comparatively infrequent in rural areas, but is showing growth in favorable sentiment. In a growing

⁷ Peabody Journal of Education, July, 1928.

number of rural communities some type of junior high school organization is formed as an intermediate step in a well-rounded scheme of high school or full elementary and secondary centralization.

Outstanding studies which have appeared during the biennium in the field of junior high school education for rural communities are "The Small High School," by Prof. Francis T. Spaulding (Harvard Studies in Education No. 9) and "The Rural Junior High School," by Prof. Emery N. Ferriss (United States Bureau of Education, bulletin, 1928, No. 28).

Data recently collected in the Bureau of Education throw some light on the importance of consolidation in rural secondary education. According to a recent study 2,177, or 22 per cent, of the 9,876 high schools operating in small population centers, are in villages ranging in population from 700 to 2,500; 1,047, or 11 per cent, of them are organized and controlled as county high schools; 3,284, or 33 per cent, are reported as organized under one of the various forms of high-school consolidation; and 3,366, or 34 per cent, operate as rural or agricultural high schools and are located in the very small towns or in the open country. The study from which the above data were taken shows that nearly one-third of the high schools enrolling rural children are the result of consolidations and that consolidated schools are nation-wide in distribution. When the States are compared on the basis of the number of high-school consolidations, 20 stand out prominently. They are California, Colorado, Georgia, Illinois, Indiana, Iowa, Maine, Minnesota, Mississippi, Missouri, New York, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Texas, Washington, and Wisconsin. The county high school is in most cases a way of centralizing rural high-school activities. County high schools are most common in the Southern States in which the county is the administrative unit.

Comparisons in size of consolidated high schools and district high schools located in the open country or in the very small towns (the two types of high schools most frequently found in purely rural environments) illustrate the effect of consolidation as a means of improving rural secondary-school conditions; average enrollment of 68-pupils is found in the former and 40 pupils in the latter. The centralized high schools employ an average of four teachers per school, have 841 volumes per school library, \$74,200 invested in buildings and grounds, and \$7,667 in furniture and equipment. Independent district-school systems in rural areas employ an average of three teachers, own 594 volumes per school, and show \$46,481 invested in buildings, and \$4,585 in furniture and equipment.

LOCAL SUPERVISION OF INSTRUCTION

The value of professional supervision of rural schools has received constantly growing recognition during the biennium. This is evidenced (1) by the increase in the number of States in which such supervision has been initiated; (2) by the extension of supervision to additional counties in several States in which it had an established place; (3) by the added emphasis placed on the strictly supervisory function of county superintendents in States in which there are no supervisory assistants; and (4) by the improvement in the quality of supervisory service rendered. An important development of this improvement is apparent in the inclusion in supervisory programs of more and better service adapted to the special needs of exceptional children in rural areas.

At the close of the biennial period 1925-26 a decrease in the number of local rural supervisors and in the number of States and counties employing such officers was reported and the causes discussed. It was suggested at that time that the decrease was apparently temporary and not assignable either to lack of confidence in or failure of supervision. Developments during the biennium apparently justify this conclusion. Supervision has been established for the first time in Mississippi and Texas. In Mississippi a recent law provides for the expenditure of public funds and for State aid to employ primary supervisors in rural communities. "Primary" is apparently interpreted as elementary in this connection. So far, five counties in Mississippi have availed themselves of the provisions of the new law. Prospects are encouraging for extension within the next few years. In Texas funds recently made available are used for supervision in several counties. It seems probable that arrangements will be made at an early date for extension of supervision among the counties of this State.

From Alabama, Arkansas, California, Florida, Georgia, Louisiana, Maryland, Michigan, New Jersey, North Carolina, Oklahoma, Pennsylvania, South Carolina, Texas, Virginia, and West Virginia, increases are reported in the number of supervisors employed or in the counties brought under supervision during the biennium. In Alabama, Virginia, and West Virginia, the increase in numbers has been marked. In Alabama an "equalization of educational opportunity plan" recently adopted provides funds to finance a project which contemplates one supervisor for each group of 75 teachers. Nineteen supervisors are reported as added to the force during the biennium. West Virginia added 17, and in Virginia the number of rural-school supervisors has almost doubled during the 2-year period. In Oklahoma and Arkansas interest in supervision has reached such a point that legislative sanction and State funds for

its support appear to be imminent. In Louisiana the newly acquired equalization fund of \$1,500,000 is expected to extend supervision to parishes which, while favorable to the plan in the past, have been financially unable to support it. The total number of local rural-school supervisors reported at the close of 1928 is 818. This number does not include administrative officials, many of whom do much supervising, nor does it include supervisors who spend less than half time in the supervision of instruction.

Despite considerable growth in the number of supervisors, the county superintendent is still the sole supervisory officer in the majority of counties in the United States. The improvement of supervision in these counties offers difficult problems which many State departments of education and State higher institutions of learning are making systematic efforts to solve. Among the States from which reports of such efforts have been recently received are Arkansas, Florida, Minnesota, Mississippi, Missouri, North Dakota, Ohio, Oklahoma, and Texas.

During the biennium an assistant in rural education has been added to the staff of the bureau of rural education of the State Department of Education in New York, whose time is devoted in large part to supervisory problems of the district superintendents. In Idaho two supervisors responsible to State normal schools and the State department of education have been added to those previously employed—a total of four assigned to the rural schools of the State.

In North Dakota a plan somewhat resembling the Minnesota, Idaho, and Missouri plans was established during the biennium. Local rural-school supervisors have not been employed in that State. In 1926-27 deputy superintendents having both administrative and supervisory duties were employed in 12 of the 53 counties. At the beginning of the school year 1927 supervision under State direction was effected through the introduction of 11 State "demonstrators." They spent one week at a school of instruction conducted at the State Teachers' College at Mayville and seven succeeding weeks in the several counties of the State working with the rural schools. Three or four days were given to visiting schools with the county superintendents, followed by conferences of teachers, county-wide or in groups, usually of one day duration, devoted to demonstration teaching, planning opening exercises, and other teaching problems. Generally each county was divided into two districts for the purpose, though occasionally size or topography necessitated a larger number. The attendance of elementary teachers was compulsory. At the end of the period favorable reports were sent to the State superintendent from a large majority of the county superintendents and teachers interested. As one result of the plan it seems reasonable to expect that county superintendents will have a new realization of the need

of more intensive supervision than they are able to give, including the possibility of "follow-up" visitation, which only local supervisors can achieve. It may thus become a factor in bringing about the employment of full-time county-school supervisors in this State.

States in which professional supervision is established report for the biennium a wider use of the results of research studies and an increasing number of such studies in which supervisors participate; that renewed and more effective efforts are being made through in-service training of teachers by supervisors and through courses offered in higher institutions to improve the supervisory services of elementary-school principals; and that teachers' meetings are becoming an increasingly effective means of supervision through improvements in the programs offered and the preparation made for them. North Carolina and New Jersey particularly report success in promoting supervision by principals.

Reports from some States indicate that considerable attention is given to the improvement of teaching in the one and two teacher schools. In Connecticut primary supervisors (usually acting as assistants to other supervisors in the same district) report progress in promoting creative work, ability among children to work in informal groups, activity projects, and in other modern teaching methods. In California an individualized instruction plan adapted to small rural schools is being carried out. In other States, of which North Carolina is an example, supervisors apparently center their attention on improving instruction in the consolidated schools.

A study of the results of supervision was recently made in North Carolina under the direction of the State department of education in which supervisors and teachers participated. Some of the results pointed out in a report of this study follow:

Scientific test results from seven supervised counties covering a period of three years for which well-trained rural supervisors had been employed in these counties show the average reading ability of the pupils was over a grade nearer standard and their work in arithmetic was nearly one grade higher than it was when these supervisors began their work. This means, for example, that at the end of this 3-year period of efficient supervision of classroom instruction the fourth-grade pupils in these counties were reading and working arithmetic better than were the fifth-grade pupils at the beginning of this period of close supervision. In a word, it means that within this 3-year period of constant and expert supervision the pupils in these counties gained approximately one whole year in their mastery of the subjects of reading and arithmetic.

The monetary value to the taxpayer of this efficient supervision * * * has been proved by the fact that the seven counties for the total expenditure of \$43,160 for supervision over a period of three years, purchased the equivalent of an extra year of instruction for the pupils which, at the current cost of instruction in these schools, would have necessitated the expenditure of \$351,239.56. In other words, for every dollar that was expended for supervision in

those seven counties for those three years \$8.14 worth of additional instruction was purchased for the pupils.

A cooperative study of teachers' meetings was undertaken as one of the results of the second regional supervisory conference called by the United States commissioner of education in Raleigh, N. C., in 1926. Seventy-seven county superintendents and supervisors in 12 States cooperated with the Bureau of Education. Among the improvements which the results of this study indicate are necessary in the conduct of teachers' meetings are: (1) Better organization with special attention to the needs judged by size and topography of the county, number, location, and size of buildings, etc.; (2) improvement of demonstration teaching; (3) the stimulation of better and more discussion; (4) increased amount of committee work; (5) careful selection of the persons who deliver addresses in order that they be scientific as well as practical in nature; (6) that careful time allotment studies be made in order that the time devoted to teachers' meetings be spent to the best possible advantage and activities so selected as to insure substantial educational returns for the time, effort, and money spent by teachers in attending meetings.

In at least two States, Massachusetts and California, the special needs of non-English-speaking children entering the first grade have been studied and efforts for their welfare undertaken. In Massachusetts an experiment recently carried on with approximately 2,000 children, the objective of which was to find a means for eliminating the additional year commonly devoted to completion of the elementary grade, indicates that with appropriate types of teaching non-English-speaking children can progress through the elementary grades in the normal period of eight years.

During the biennium conferences on rural-school supervision were called by the United States commissioner of education in New York for the Northeastern States and in New Orleans for the Southern States. Among the studies reported on at these conferences and topics discussed which indicate significant problems in the field of supervision the following aroused special interest: The special needs of mentally deficient children and of crippled children in rural areas; a study of the kind of supervision which superior teachers need; the responsibility of educational agencies in State departments of education, higher institutions of learning, and the like, in promoting supervision; the development of characteristics of efficiency in teaching; the integration of preservice and inservice training of teachers; and research in supervision.

THE TEACHING STAFF

Two developments of the biennium in the general teacher-training field are significant to rural education in their promise favorably to

affect the outlook for eventually securing prepared teachers for the different types of rural schools: First, a number of studies have been made of the teacher situation. These are of two general types—those, state-wide in scope, aimed to determine the number and types of teaching positions within the State; the number of annual replacements occurring in each of the several types; the facilities available to prepare teachers for each type; and the probable steps necessary to avoid either a shortage or a surplus in each so far as possible, and related studies analyzing teaching activities in the different types of positions, including rural teaching positions. Second, the movement toward coordinating and unifying the functions and activities of the several agencies concerned with the preparation, certification, placement, and inservice training of teachers has been furthered in a few States through official action or voluntary cooperation.

The state-wide studies have thrown much light on the rural-teacher situation. More and better courses in teacher-preparing institutions for prospective teachers in rural schools, both elementary and secondary, should result. In addition they have shown the need of State programs for coordinating the functions of certifying and training agencies and for collecting annually information concerning the probable teacher supply and demand. When such programs follow, it seems reasonable to expect that rural schools will share according to their needs in measures adopted for the improvement of the teaching staff.

In States in which the several functions concerned with the certification and preparation of the teaching staff are centralized coordination may be readily effected. When they are decentralized, voluntary coordination of effort is essential in order that a unified program may be evolved. A plan for voluntary unification and coordination for Ohio was recently promulgated by the State director of education. It seems probable that the program outlined was suggested or stimulated by the fact that extensive state-wide studies of the teacher situation in that State were made recently. A brief description of the plan follows:

With the appointment of John L. Clifton as State director of education a move was made to eliminate those schools which were unprepared for this work and to unify the program for teacher training in those schools which retain the privilege. A conference was called of representatives at Columbus to consider a program for teacher training. Representatives from most of the colleges came—a total of 200. After considering the difficulties and needs in the present situation the conference adopted the following tentative objectives: (1) To provide for continuous coordination among the several teacher-training agencies through a system of cooperative administration; (2) to promote a program of selection and guidance which will insure a high type of candidates for the teaching profession; (3) to promote teacher training only in institutions of high standing in which preparation for the teaching profession is a major function; (4) to secure ultimately a recognition of the principle of

equal training and compensation for elementary and secondary school-teachers; and (5) to provide for the unification and interrelation of the component parts of the professional curricula.

The first objective is to be attained through a committee representing the teacher-training institutions, the department of education, and the State teachers' association; the second by a careful selection of students for teacher training through intelligence tests, personality and health examinations, school standings, etc., before the student enters college. Under the third the board of education will limit the training of teachers to those colleges which can meet membership standards in such associations as the North Central, the American Association of Teachers' Colleges, the Ohio College Association, and the American Association of Universities, and then only to such colleges as make teacher training a major interest.—*The teacher-training program of the Ohio State department of education. H. B. Albery. Educational Research Bulletin, Ohio State University, May 16, 1928. pp. 199-206.*

During the biennium two conferences were called by the Bureau of Education to consider problems concerned with the preparation of teachers for rural schools, one in Boston, Mass., and one in Los Angeles, Calif. The following topics selected from the programs will illustrate the trend of the discussions and the problems which have been engaging the attention of persons interested in preparing teachers for rural schools during the biennium:

Activity analysis as a basis for constructing rural curricula.

The extent and criteria of curriculum differentiation for the preparation of rural elementary school-teachers.

The adjustment of the supply of and demand for qualified teachers—The State's problem.

State legislation and regulations to guarantee an adequate professional staff for rural-school positions.

The application of standard two, three, and four-year courses to the specialized needs of rural school-teachers.

The responsibility of teacher-preparing institutions toward specialization and an adequate teaching staff.

Preservice and inservice training of rural teachers—How shall we have an integrated program?

Certification, training, and placement of teachers—a coordinated program for teacher-training institutions and State and local educational authorities.

Careful consideration through conferences and in other ways of problems of the character indicated by the titles quoted is especially promising for rural education. In the general chaos in the teacher-training field large numbers of prospective teachers are trained without due consideration to the number and types of vacancies to be filled when the graduates seek positions. Specialized curricula designed to prepare teachers for different types of positions have been offered, but there has been little guidance given or available to assist teachers in selecting the work for which they are best fitted and in which there is the greatest probability of positions. While this situation has characterized the whole field of teacher training it is especially acute in that of rural teacher training. Specialized cur-

ricula in this field are less widely offered and are not so apt to be based on careful studies of its particular needs. Placement is not so systematically managed as in urban systems and consequently a larger number proportionally of untrained teachers and teachers trained for other types of school work enter the rural schools. Studies have revealed also that when certification requirements are not coordinated with training and placement facilities, and when they are below the standard required by teacher-training schools, prepared teachers are apt to be displaced by those not so well qualified.

Recent studies in two States have shown that a surplus of teachers were trained for high-school work, while a shortage existed of teachers equally well trained for elementary schools, with the result that large numbers of teachers trained for high-school work accepted positions in elementary schools. Another result of nonadjustment of teacher-training and placement facilities is concerned with the kind of training given prospective teachers for rural secondary schools. In the majority of teacher-preparing institutions teachers major in one subject which they expect to teach in high school. A large percentage of them accept positions in small high schools where they must teach three, four, or even more subjects, for some of which they have not had adequate preparation. Training teachers especially and specifically for small high schools is of growing interest. Certain subject combinations may be established in connection with such training. It appears that there is as much need for establishing specialized courses adapted to the particular needs of teachers in small high schools as for courses to prepare teachers for one, two, and three teacher elementary schools.

The number of institutions offering courses in the training of teachers for rural schools is increasing and the quality of courses offered, judged by the time covered, has improved. Data collected for 1927-28 and compiled in Rural School Circular No. 25, issued by the Bureau of Education, show that 151 of the 185 State normal schools and teachers colleges in the United States offer differentiated courses or curricula for prospective rural elementary school-teachers. Seventy-five institutions offer one or more curricula specifically designed for the preparation of such teachers. The curricula offered, measured by duration, and the number of institutions offering them are as follows:

<i>Rural curricula offered</i>	<i>Number of institutions</i>	<i>Rural curricula offered</i>	<i>Number of institutions</i>
One year only	5	Two and four year	9
Two year only	36	One, two, and three year	1
Four year only	5	One, two, and four year	4
One and two year	10	One year, one year and six weeks, and four year	2
*One year, one year and six weeks, and two year	1	One, two, three, four year	1
One and four year	1		

Seventy-six institutions which do not offer rural curricula offer one or more differentiated rural education courses. In a few of these the number of such courses exceeds that in some of the institutions which offer regular rural curricula.

Uniform state-wide laws and regulations governing certification, especially through setting up minimum standards in academic and professional training, are of special importance in the improvement of the rural teaching situation. A mistaken form of economy prompts low salaries in many districts. Only teachers with the lowest-grade certificate will accept. Under such circumstances reasonable minimum standards set up and enforced by the State are a protection for the children concerned.

Regulations designed to improve the teaching staff by raising certification requirements are reported for the biennium from a number of States, including Alabama, California, Montana, New Hampshire, North Carolina, Vermont, West Virginia, and Wyoming. In New Hampshire a minimum prerequisite of two years above high school was established in 1928. In California the requirement for State certificates was raised to two and one-half years above high-school graduation. California still retains the county-examination system, however, as a possible means of entrance to the teaching profession.

A review of the teacher-certification situation at the close of the biennium is encouraging. A study of State laws and regulations governing certification of teachers recently made in the Bureau of Education⁸ shows that there has been notable progress in the 5-year period ended in 1927 in establishing prerequisites for the lowest grade of certificate in terms of academic and professional credits from approved higher institutions. This has been accompanied by centralization of certification in State departments of education and higher institutions. Summaries in the study show that there were at the beginning of the school year 1927-28 four States, to which New Hampshire may now be added, making in all five, in which the established prerequisite for the lowest grade of certificate is graduation from high school plus two years of professional preparation, or the equivalent of standard normal-school graduation. Nine additional States require high-school graduation and one year of professional training of higher grade; 14, high-school graduation and some professional training, less than one year; 6, four years of secondary school (may or may not include professional courses); while in 15 no definite scholarship qualifications other than those manifested in examinations given under State or county authority are required. The qualifications indicated, it should be remem-

⁸U. S. Bureau of Education, Bulletin, 1927, No. 19, "State Laws and Regulations Governing Teachers' Certificates."

bered, concern the lowest grade of certificate. All States, including the 15 in which entrance to the profession through examination is possible, issue a number of certificates requiring normal-school or college graduation.

The movement toward centralization of certificating authority in State education agencies, generally State departments of education, has been well under way for a number of years. At the present time there is complete centralization in 36 States; with a large degree of control in four additional States. Centralization of the certificating function in State education agencies may be considered as practically accomplished in 40 States. Local control still prevails in Massachusetts while county authorities issue and exercise control over some kinds of certificates in California and Wisconsin. Relatively few county certificates are issued, however, and minimum scholarship prerequisites are set up by regulations of the respective State departments of education. The Wisconsin scholarship prerequisite may be met by completion of courses in county rural normal schools. These schools are under county direction and State supervision. In California high-school graduation is required of persons desiring to take the county examinations. On the whole State standardization of certificates is a well-established policy in the United States.

Establishment of minimum scholarship prerequisites is but one of several means of restricting the number of teachers entering the profession with training below the acceptable standard. A number of States are limiting more and more and thereby diminishing year by year the number and percentage of certificates issued on examination. Correspondingly the number and percentage issued on credentials increase. The following are illustrations: In Alabama in 1927, 10,290 certificates were issued on credentials and 1,004 on examination, a percentage comparison of 91.1 and 8.9. Corresponding percentages for the preceding year were 88.4 and 11.6. Missouri issued in 1928 one-half as many certificates on examination as in 1925. In Virginia the practice of issuing certificates on examination was discontinued during the biennium. Delaware reports a large falling off in the number of second and third grade certificates issued in 1928 indicating "that better trained teachers are entering the profession."

In-service training for teachers through extension courses continues to grow in extent and improve in quality. In Massachusetts the State department has arranged recently for extension courses leading to the B. S. degree in education available to all teachers who have completed two or more years in any of the State normal schools of the State. Reports from Alabama state that the percentage of

teachers enrolled in extension courses has increased 32 per cent during the 5-year period ended 1927.

The State educational association offices of about three-fourths of the States have entered into a cooperative arrangement for the maintenance of a bureau of service located in Chicago. One of the activities of this new bureau is to assist the journals or organs of these associations to obtain first-rate materials for publication. During the present school year a series of six articles dealing with phases of the elementary-school curriculum, written by nationally known specialists, is appearing in all the magazines in this group. For the September magazines Prof. Ernest Horn wrote on the teaching of spelling. In October Prof. William S. Gray, of the University of Chicago, followed with a similar condensed treatment of the teaching of reading. As rural-school teachers probably read their own State journals rather than others more national in scope and clientele, this departure offers them an added professional stimulation.

In Connecticut a director of teacher training was added to the staff of the State department of education during the biennium.

The situation in regard to teacher supply and salaries has apparently changed little during the biennium, if at all. Of 26 States reporting, only one reports a shortage of "adequately trained teachers." Twelve report an oversupply, six a slight shortage, seven neither surplus nor shortage. Missouri and Kansas are among the States reporting a large oversupply. In neither of these States are the minimum qualifications for teaching certificates as high as in the majority of States. From Missouri it is reported, "There is a great oversupply of teachers. Hundreds of capable teachers have been unable to secure positions, while others equally well trained have been compelled to teach for smaller salaries because of the abnormally large supply."

Salaries of rural school-teachers, according to reports from 22 States, have increased in 9, decreased in 5, and are unchanged in 8. Two of the States in which efforts are being made to increase salaries plan to propose State salary schedules to the next legislative sessions. A few States report that improved standards in certification requirements have been made possible through State aid for teachers' salaries. One new State normal school is reported, that at Billings, Mont. The State superintendent reports that the supply of trained teachers for rural schools will be increased and improved through the establishment of this new normal school.

CURRICULUM CONSTRUCTION AND REVISION

In nearly all States rural school-teachers depend upon State courses of study for curriculum content and for guidance in classroom

organization and instructional practice. California is an outstanding exception. County as well as city school systems prepare the courses for their schools. In many other States some well-organized counties prepare special courses or adaptations of the State course for local use, but in general the State course of study is the basis for curriculum practice in rural schools. Improvement in curriculum construction as it affects them may, therefore, be measured largely in terms of changes made in State courses of study.

Within the biennium just ended State courses have been formulated or revised in whole or in part in 19 States. Certain progressive trends in content or in method of preparation of these courses seem to be of special importance: (1) The assignment by the chief State school officer of responsibility for curriculum construction or revision to some member or members of the staff of the State department of education; (2) a broader point of view in the selection of personnel and in the practice followed in curriculum construction; (3) improved content through wider use of problems, projects, and activities to supplement the bare outlines characteristic of older courses of study; through inclusion of recommendations for the intelligent use of practice and achievement tests and of remedial measures, and through utilization of results of recent studies and investigations in education.

States which reported the assignment of responsibility for curriculum revision to one or more members of the State department staff during 1927 and 1928 are Florida, Indiana, Kentucky, Michigan, Missouri, Nebraska, New Jersey, New York, Pennsylvania, Virginia, and Wyoming. This procedure recognizes curriculum construction as a continuous process rather than an intermittent task, and presupposes trained leadership from the State department of education as essential in promoting modern practice in curriculum revision for rural schools.

In six States from which reports are available curriculum revision was conducted through state-wide committee organization providing for extensive participation by the different education interests. In Iowa, North Dakota, and West Virginia, in each of which the course of study for elementary schools was recently revised, all of the educational institutions and agencies within the respective States were represented on the several committees; the personnel including specialists in education and in subject matter, city and county administrative officers, and teachers. A difference in point of view among these three States concerning the type of representation which should predominate is apparent in the constitution of the committees. In forming the Iowa course responsibility was placed in large part upon specialists in subject-matter and in education theory. Participation by classroom teachers was apparently limited to three mem-

bers of a committee of more than 100, the three representing the elementary school of the State university. In West Virginia, on the other hand, curriculum committees were made up largely of classroom teachers, an apparent recognition that the teacher is the determining factor measured in terms of actual practice. In North Dakota the course followed in the selection of the personnel was between these extremes. A balance was retained among subject-matter specialists, administrators, and teachers.

In Minnesota the policy followed by the State department of education is one of "continued effort in the curriculum field." Minnesota has several continuing curriculum committees, membership on all committees numbering 33. Twelve members are from the State department of education, 10 are representative of the State teachers colleges, 6 are superintendents of schools, and the remaining 5 are special and general elementary supervising officers.

In Louisiana and New Mexico volunteers were sought. Any teacher who so desired could participate in curriculum construction in both of these States. In Louisiana two units of the complete course in process of making have been completed within the past biennium, one in arithmetic and one in language. The work was done by volunteer teachers, principals, and supervisors from 19 administrative units, 14 of which were parish (county) school systems. The process was one of "integration" under the general supervision of the division of elementary schools of the State department of education. Results were reviewed and checked, and in some cases revised in education classes of the State university.

In New Mexico the preparation of the course of study was initiated in summer sessions of the several higher institutions of learning in courses given in curriculum revision. In the course offered at the University of New Mexico in the summer of 1927 the class made a study of the literature of the philosophy of education, of modern methods of teaching, of scientific determination of subject matter, and methods of formulating courses of study. Committees were organized and assigned the task of reading, evaluating, and integrating the literature in the subjects taught in the elementary schools.

In the following summer session of 1928, the class centered its efforts on the preparation of a course of study in language. Contributions from the teachers of the State were received and integrated with the work of the members of the class. When the results were ready reports were presented for discussion by officers of the New Mexico Education Association, of the State department of education, of representatives from higher educational institutions, and by city and county superintendents. The revised course was the result of the combined efforts of the groups and officials indicated.

Other minor measures reported are: Curricula to meet the special needs of mentally retarded and mentally handicapped children have been prepared and published in two States, Massachusetts and Wisconsin. The State department of North Carolina has recently issued a course of study for the preschool child including suggestions for mothers and information for primary teachers. This would indicate that the preschool child living in rural areas is not to be entirely neglected in the progress of the present movement in this field of education. The course of study completed during the biennium for Wyoming aims to make special provision for individualized instruction, alternation, and combination of classes and subjects.

The outlook for the development of a course of study which shall more nearly meet the needs of children in small one and two teacher schools is reasonably encouraging. There is need for more experimentation in the development of units of organization of content other than those based on the traditional 8-grade plan as developed for large schools in which there is one teacher for each grade. That the difficulties involved are recognized by those recently engaged in curriculum revision is indicated by such statements as the following:

Any curriculum construction must take into account the various organizations of the State with their individual differences as to administration and supervision.—*H. V. Holloway, State superintendent of public instruction, Delaware. (From reply to questionnaire sent from the Bureau of Education in 1928.)*

The difficulty of making a course of study to serve both rural and graded schools arises not so much out of differences in the subject matter which should be taught in these two types of schools as out of the differences in administrative problems involved in teaching in the two types of schools. All committees have been constantly alert to make special adaptations to the interests of teachers of rural schools. It is the belief of the executive committee that those responsible for making the course of study which succeeds this one should consider seriously the plan of issuing a separate course of study for rural-school teachers and one for teachers in graded schools.—*Dr. Ernest Horn in Introduction to the Course of Study of Iowa. (1928.)*

The outstanding problem is to make a course of study and a daily program so that the 1-room rural teacher can make good use of her time and the pupils' time in a school where she has all or nearly all of the grades.—*Bertha R. Palmer, superintendent of public instruction, North Dakota. (From reply to questionnaire sent from the Bureau of Education in 1928.)*

LIBRARY SERVICE TO RURAL SCHOOLS

Library service to rural schools and communities has been enlarged and improved during the biennium, though still woefully inadequate. Improvement is due in large part to new and better legislation, State supervision of school libraries, extension of traveling library service, establishment of county libraries, and the extension of cooperative effort between schools and public libraries.

Progress in securing legislation or State appropriations affecting rural-school libraries is reported from Alabama, Arkansas, California, Iowa, and North Carolina. At the close of the present biennium there are reported one or more full-time State library supervisors devoting considerable time to rural communities, especially to rural high-school libraries in six States—Indiana, Michigan, Minnesota, New York, Tennessee, and Wisconsin.

County libraries have been established during the biennium in Arkansas, Indiana, Kentucky, Mississippi, New Jersey, New York, New Mexico, North Carolina, Oregon, Pennsylvania, Texas, and West Virginia. For the United States as a whole there are 37 more county libraries reported in 1928 than in 1927, a total at the close of the biennial period of 260 counties with county library service. The Louisiana Library Commission established during the biennium two parish (county) libraries for demonstration purposes. Reports indicate that the cooperative activities worked out between schools and libraries in the parishes were effective in promoting more and better reading among school children.

In the New England States public libraries are cooperating with rural schools extensively and systematically. In Massachusetts, public librarians meet with teachers' institutes in rural communities as a means of furthering coordination between schools and libraries.

SPECIAL PLANS AFFECTING PROGRESS IN RURAL EDUCATION IN REPRESENTATIVE STATES

STATE PROGRAM OF PUBLIC EDUCATION IN NORTH CAROLINA¹

The development of public education in North Carolina for the past 10 years has been along lines which seem to promise great improvement, especially in rural education—the most baffling question in State school administration. Ten years ago North Carolina began to cope with this question seriously. The lines of development have been as follows:

(1) The consolidation of rural schools into larger units in order that teachers in the elementary-school system would have fewer grades to teach; and in order that all of the children might have an opportunity to attend high school. This development has gone on until there are more than 1,000 consolidated schools in North Carolina in which are enrolled 56,000 boys and girls in the high schools alone. More than half of the rural white children are enrolled in consolidated schools which have a teacher or more to the grade.

¹ Prepared by A. T. Allen, State superintendent of public instruction, North Carolina.

The most difficult question in the consolidation program was to secure money with which to erect large rural schools of a permanent type of construction. This was made possible by the State itself, which has provided \$19,000,000 to be lent to the counties at a low rate of interest for the purpose of constructing these school buildings. Within 10 years North Carolina has put into rural-school building more than \$35,000,000. The program is practically two-thirds complete. The desire of the State is that this plan of consolidation be carried forward until every rural child in the State is provided, as nearly as possible, with an opportunity to attend a school of this type.

In North Carolina we have a constitutional requirement that sets up a 6-month school term. All school terms in addition to six months are dependent upon a vote of the people authorizing the levying of a tax to extend the term. Along with the construction of these buildings the people of the State have been voting special taxes until about seven-eighths of the rural property is now under special tax and three-fourths of the white country children are in schools with terms of eight months or more. About 30,000 additional children each year are provided with an 8-month school term. It is the purpose of the State to continue this until the minimum school term in the State shall be at least eight months.

This building program and extended term has made necessary a great deal of transportation. At present North Carolina is hauling more than 150,000 children a day. When the consolidation program is completed it is estimated that it will be necessary to transport daily approximately 200,000 children.

(2) Financing the 6-month term: At the beginning of our school system in 1876 the feeling was that the county as a unit should support the 4-month school term as the constitution then required. At first this was not very difficult, but as schools began to be set up and their expenses began to increase, it was found that a great many counties were unable to operate their schools for the full term of four months. In 1907 the supreme court of the State interpreted the constitution to mean that each county was under obligations to levy whatever tax might be necessary to keep the schools open for four months. Later—that is, in 1918—the people of the State changed the constitution from four months to six months. About the same time the salary schedule for teachers was greatly increased. A great many children who had not been in school began to go to school, so the cost that rested upon the counties became very burdensome, and the tax rates for the support of the 6-month school came to be very different among the counties, extending all the way from 30 cents in one county to \$1.35 in another county for the same purpose.

In 1901 the State began to provide a small equalization fund to equalize the burden of taxes among the counties. This fund has been increased almost every biennium until in 1925 it was \$1,250,000. The general assembly of 1925 increased this fund to \$1,500,000, and the general assembly of 1927 increased this amount to \$3,250,000. It is hoped that the general assembly of 1929 will increase the equalization fund to approximately \$7,500,000 and that it will distribute this money on the basis of an eight months' term rather than on the basis of a six months' term. If it is possible to secure this increase, North Carolina will then have a minimum school term of eight months. The program, then, of the State department of education is to increase the minimum school term in the State to eight months through the increase of the State equalization fund.

(3) *Teachers.*—In 1917 the State began the certification of teachers. Through these efforts the training of the teachers in North Carolina has gone up very rapidly. Out of the 24,000 teachers at work in the State now, there are approximately 6,000 college graduates. Ten years ago one-half of the teachers in the State were not high-school graduates. Now, the average training in the State for white teachers is more than two years of college work.

We have been successful in building up the teaching profession rapidly on account of a "single-salary schedule." The single-salary schedule provides for the same pay for high-school and for elementary teachers, and there is an increase in pay for additional training; that is, if a teacher who has two years of college work should stop and go to school and graduate, her salary would be increased by \$28.33¹/₃ per month for as long as she might teach thereafter. This has built up a teaching profession in North Carolina in which there is very limited turnover. In many places this turnover is less than 5 per cent. A few years ago it was 30 per cent practically over the whole State. The salary schedule and the training of teachers has stabilized the profession. It is hoped that the general assembly will not interfere in any way with this arrangement.

STATE SUPERVISORY PROGRAM OF LOUISIANA ²

Supervision of instruction was made a major project of the State department of education in 1919. A systematic State program revised year after year according to needs has been in operation since. Each year a program for the year is worked out in cooperation with the parish superintendents and issued from the State department of education. The general objective throughout has been the improvement of classroom instruction and of classroom conditions.

¹Abstract of a report by A. M. Hopper, State supervisor of elementary schools.

General plan.—The first step in carrying on the program was that of training the personnel. In the beginning trained supervisors were not available. Successful teachers and principals were, therefore, selected as supervisors. They worked under the direction of members of the State department. The teacher-training institutions immediately established courses for training supervisors. They were attended by the superintendents and supervisors in service as well as by those who desired to prepare for supervisory positions opening up in the future. The long-term State supervisory program was formulated to emphasize one or two subjects each year. A reading course for teachers was prepared in the particular subject designated for the year as an important part of the in-service training.

An activity provided for in the program was the systematic use of standard and other objective tests. During the early years the testing programs were supervised by the staff of the State department of education, and teachers were trained under their direction in the administration and various uses of tests. Courses were later introduced into the teacher-training institutions, and this particular type of supervision on the part of staff members from the State department was no longer necessary.

Demonstration teaching was also a part of the long-term program. During the first few years this was done by the State superintendent and members of his staff. As local superintendents and supervisors developed skill in this direction, part of this work has been taken over by the local officials, particularly skilled teachers selected by parish superintendents and principals. Lesson planning is another major objective of the continuing State program. Bulletins have been prepared from time to time and sent out by the State department of education outlining plans and enumerating and interpreting principles of lesson planning. Group conferences rather than parish-wide conferences have predominated. These conferences are usually 1-day meetings, the forenoon devoted to observation and demonstration and the afternoon to discussion of the lessons observed. The groups selected may depend on the geographical section, but usually grouping is according to the type of work performed. Demonstration teaching is now usually done by the classroom teachers.

Other activities which have been carried on throughout the existence of the long-term program are annual State conferences of superintendents and supervisors, directed reading for teachers, the establishment of professional libraries in the different parishes, and the promotion of school consolidation. The number of 1-room schools was reduced from 729 in 1922 to 494 in 1928.

In 1926 the preparation of the State course of study was made a major objective of the State supervisory program. Responsibility

for its general direction centers in the elementary division of the State department of education. Courses in three subjects have so far been prepared. As an example, the procedure followed in the preparation of the language course is outlined briefly. Superintendents, supervisors, and teachers throughout the State were invited to cooperate in the preparation of the course. Participants were accepted from 17 parishes, 1 city-school system, and 1 city school; in all, 19 units. Teachers participating were furnished with copies of three books selected for the purpose of guidance in the preparation of the course, *Language Training*, by Bryce; *Speaking and Writing English*, by Sheridan; *Language Outcomes*, by Graves; and the *Fourth Yearbook of the Department of Superintendence*.

The participants worked through grade committees. Three or more teachers for each grade were appointed in each participating unit. Coordinating this work in each unit was a parish or school committee consisting of the chairman of each grade committee and the parish superintendent, supervisor, or principal. The latter committee reviewed the work of the grade committees and prepared a report. These reports were sent to the State department from which they were sent to the Louisiana State University where they were reviewed in education classes, and a tentative State course arranged as a result. The tentative course was then printed and sent to the participating units for experimentation and further suggestion. The results were again reviewed in the university classes and prepared in the present form.

An immediate objective of the State supervisory program at the present time is the standardization of elementary schools. The bases of standardization are the use of the State course of study, length of term, qualifications of teachers, teaching load, and type of buildings, grounds, and equipment.

STATE SUPERVISORY PROGRAM FOR THE RURAL SCHOOLS OF NEW YORK¹

General aims.—(1) Survey of conditions to discover needs and to modify tentative programs in the light of findings. (2) Improve instructional supervision as practiced and extend the provisions of the State program in local supervisory districts. (3) Improve the rural-school curriculum, school plant, the organization and equipment of the school in order to make possible improved classroom procedure. (4) Inaugurate such experimentation and research as the needs seem to justify. (5) Develop selected schools as model schools for observation and demonstration. (6) Demonstrate the value of rural-school supervision under favorable conditions. (7) The uni-

¹Abstract of a report by Helen Hay Heyl, assistant in rural education, rural education bureau, State Department of Education, New York.

fication of educational programs, State, supervisory territory, local community. (8) Familiarize all concerned with the program, its objectives, and procedures. (9) Maintain and improve an esprit de corps among district superintendents. (10) Further the administrative policies of the bureau of rural education in the State department of education.

Immediate program.—(1) The improvement of instruction. Assist the district superintendents in planning well-balanced long-term and immediate programs based on a study of the needs of the district. Emphasis in such programs for the present year on the following: District-wide conferences of superintendents, principals, and teachers; homogeneous grouping of teachers; series of school visitations planned with a definite aim for each; group meetings; individual conferences; testing program in line with the year's objectives; series of circular letters; teachers' visiting days; budgeting of superintendents' time. (2) The improvement of supervisory technique. In-service training of superintendents in: Observation and evaluation of instruction; how and when to conduct demonstration teaching; conferences and follow-up work; raising standards; adaptation of curriculum to local needs; classroom management and organization. (3) In general. Answer special calls for help and opportunities for special types of services; spend winter months, in particular, on revision of curriculum.

Future plans (the following year).—(1) Complete the work on curriculum construction and experimental tryout. (2) Study and evaluate supervisory practices in four selected supervisory districts. (Postponed temporarily.) (3) Continue work with superintendents in the selected major projects being carried on under State direction. (4) Further development of model schools. (5) Continue general supervisory practice as indicated under general aims.

Curriculum revision for 1-teacher schools.—One of the objectives of the long-term supervisory program of the rural education bureau under the direct supervision of the assistant in rural education is the preparation of a curriculum to provide for the peculiar needs and organization of the 1-room school. There was selected in 1924 a cooperating committee made up of representatives of the State normal schools, the district superintendents, the teacher-training classes, and the rural teachers to assist in the formulation of courses of study under the general supervision of the State department of education. In 1927 this became an executive committee and with the help of selected individuals and groups throughout the State initiated the preparation and revision of materials during the first year, drawing these as far as possible from rural classrooms. The work planned for the second year included the preparation of the

results of the work of the preceding year in experimental form and the beginning of testing out the material by rural teachers. The third year it was planned to issue the course with the results of the revision indicated but still in experimental form. Subcommittees as follows were appointed to work out content material. A committee was appointed in charge of each subject: Mathematics, health, natural science, social science, English literature, and arts. The duties of the committees were defined somewhat broadly. Those of three committees are quoted as illustrative of the practice:

Chairman of mathematics committee, member of present executive committee. Needs are to enlist many teachers to collect activities and problems based on the local environment for primary pupils and for grammar-grade pupils; to arrange the work already submitted in groups; to provide for individual differences; to offer some plan for individual instruction and practice materials; and to set up for each group-level, aims, work to carry out these aims, and list of outcomes.

Chairman of social committee will need the help of different individuals who will take the present materials and while still offering separate outlines in geography, history, civics, citizenship, character education, etc., will organize these more closely than at present, suggesting possible correlations, arranging the materials in more uniform groups, and basing materials a little closer on recent State syllabi.

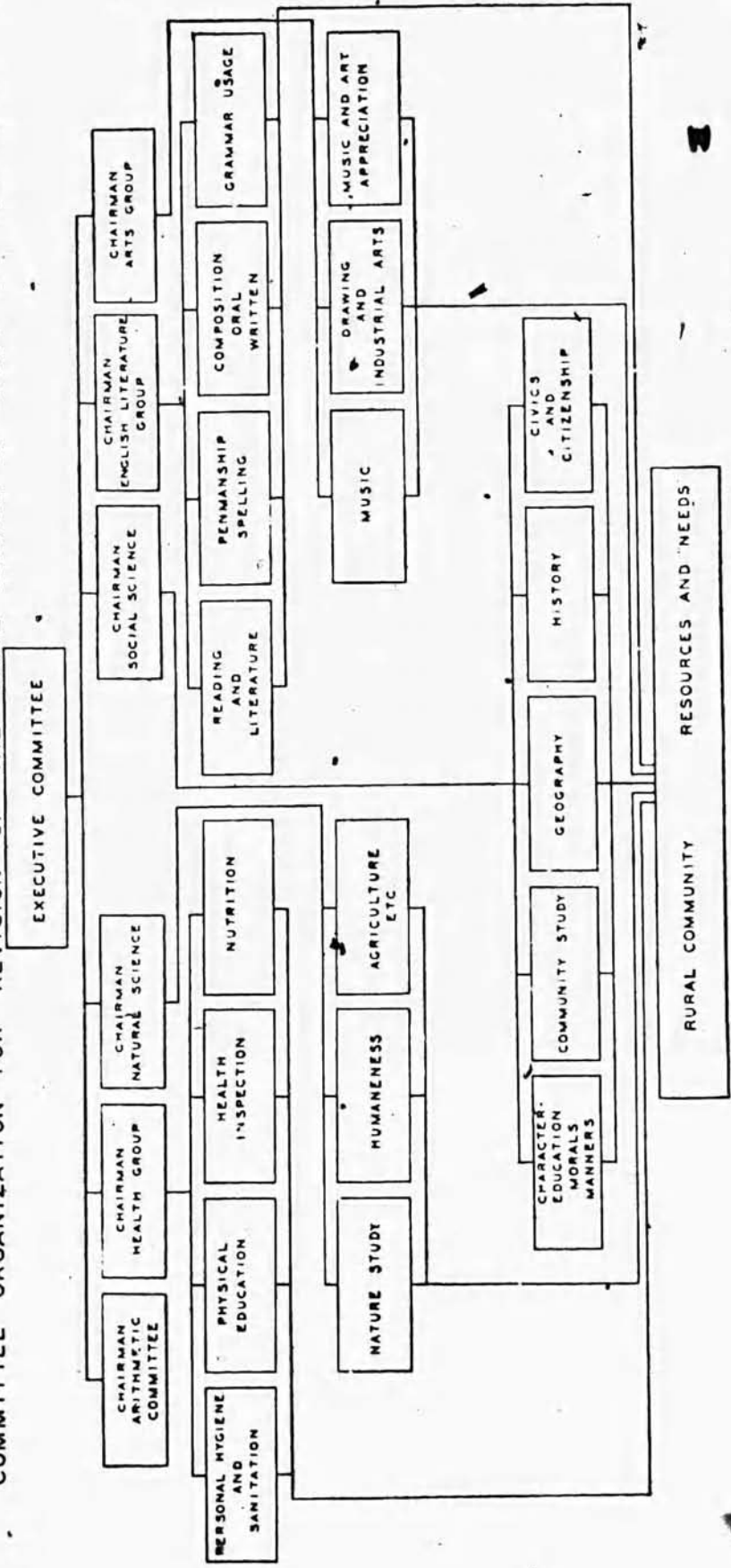
Arts group will closely correlate art and music appreciation with other courses, and with music, industrial arts, and drawing. Suggestions are needed for working out "opening exercises," etc., along these lines.

All the materials are scored by individual members of the executive committee and later in joint conference. The result of the work of the executive committee is passed upon by subject-matter specialists in each subject and by rural teachers when questions of organization are concerned. The materials finally accepted by State department officials will be mimeographed and distributed for experimentation under differing conditions prevalent in the State, as, by trained teacher under close supervision, same with little supervision, by untrained teacher under both conditions.⁴

The committees were furnished with sample units of a course designed to illustrate good practice, with illustrative "planks in the curriculum platform," such as statements concerning immediate and ultimate objectives of curriculum content, suggestions concerning the selection of material approximating life situations, material designed to provide for individual differences and increased participation in social life, and the like. Definite criteria for the evaluation of the work performed by each committee were also worked out to assist in improving the committee's work before its transmittal to the executive committee.

⁴Approximately 400 rural teachers are now experimenting with the first issue of these materials.

COMMITTEE ORGANIZATION FOR REVISION OF THE STATE COURSE OF STUDY OF NEW YORK.



REPORT OF A COMMISSION ON REVISION AND RECODIFICATION OF THE
SCHOOL LAWS RELATING TO THE FINANCING OF EDUCATION IN CON-
NECTICUT

Preliminary findings of the commission on revision of laws relating to the financing of education in Connecticut which point toward the need of measures for equity of educational opportunity and an equalizing fund were as follows: (1) Whereas in 1854, 61 per cent of the cost of public education was borne by the towns and 39 per cent by State grants, in 1927, 94 per cent came from the towns and 6 per cent from the State with the probability that in 1928 the local burden would reach 95 per cent. (2) The wealth of the towns within the State varies from \$1,400 to \$80,000 per child, measured by the grand list. It is obviously impossible to furnish the same quality of education to children in towns having such varied resources. (3) The Federal income tax for 1927 was \$29,000,000, or \$7,000,000 more than the cost of the elementary and secondary school program, indicating that resources are available to the State which are denied to the town. (4) There is considerable migration of pupils from town to town. (5) Compulsory education laws require that all children of stated ages must attend school during the period designated compulsory annually.

In Connecticut 12 distinct State grants are available. The outstanding grant is that based on enumeration. A second important grant is one designed to aid towns of low tax valuation. It is distributed in inverse ratio to the grand list. These grants have not equalized tax burdens and school opportunities.

Concerning the educational needs of children and a State plan for financing schools, the commission laid down the following principles: (1) It is essential to provide equitable educational opportunities for all children. (2) A satisfactory financial plan necessitates finding measures of educational need and of ability of the towns to meet this need.

It was decided that a satisfactory measure of ability could be determined by the percentage of the average tax income devoted to education over a period of three years. As a result of a factual study it was determined that 34 per cent of the average tax income should be the demand on the towns made by the State if State aid was to be received. The educational task was measured in terms of the equated pupil, with \$70 for each equated pupil tentatively established as a satisfactory minimum. This was derived from a study of costs of education in the State under present practice. The expense of transportation was not considered in arriving at this

¹Abstracted from an address given by Dr. E. T. Meredith, Commissioner of Education, Dec. 12, 1928, Washington, D. C.

measure. The equated pupil is a measure of the educational task which considers, in addition to average daily attendance, relative costs in large and in small schools; and in high and in elementary schools, when equally efficient standards are maintained.

The State participation recommended in the report is as follows:

(a) The present enumeration grant is retained (reasons chiefly traditional) to the extent of assuring all towns at least the equivalent of this grant.

(b) For participation in the "equalization grant" any town will be required to raise from local taxation sources the equivalent of 34 per cent of the sum of the average tax income plus the income from local permanent school funds, and to devote this amount to current elementary and high-school support exclusive of the kindergarten and of transportation service.

(c) If the sum thus made available, together with the income from the "town deposit" fund and the enumeration grant, be found insufficient to assure \$70 per equated pupil the balance up to this amount will be paid as a reimbursement by the State, provided that no State contribution shall be made to assure a total in excess of the actual expenditure for current school support, as stated under (b).

(d) Over and above this grant the State will assist towns in the support of elementary and high school transportation by reimbursing such part of the expenditures on this account as the State board of education may in its discretion and after detailed investigation find to constitute an equitable aid in this respect.

The following concrete instance, based upon 1927 data, will make the foregoing summary clearer as to its practical application:

Under (a) The enumeration grant in town X.....	\$576.00
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Under (b) Average tax income.....	24,079.89
Permanent local school-fund income.....	900.00
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Total (b).....	24,979.89
34 per cent of total (b).....	8,493.16
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Under (c) 34 per cent, raised by local taxation.....	8,493.16
Town deposit fund income.....	282.54
Enumeration grant.....	576.00
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Total (c).....	9,351.70
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Total cost of \$70 program (245 equated pupils times \$70).....	18,410.00
Subtract total (c).....	9,351.70
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To be paid by State in addition to enumeration grant.....	9,058.30
Enumeration grant.....	576.00
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Total by State as refund to assure \$70 program.....	9,634.30

Under (d) Town X's claim for transportation aid to be added after the need has been determined by investigation.

In case, however, this town chooses to offer less than a \$70 program per equated pupil, the State will reimburse only for the difference between total (c) (\$9,351.70) and the cost of the actual program offered. In case the town wishes to go beyond a \$70 program it may do so at will, but the State's reimbursement would be no larger than the above illustration.

Under the distribution covered in (a), (b), and (c), approximately \$3,600,000 would be assured from the State to towns and cities upon the basis of 1927 data. In addition, as covered under (d), the report calls for \$550,000, approximately three-fourths of 1925 expenditures for elementary and high-school transportation, to assure towns an equitable aid for the element of transportation, a very vital factor in the equalization of educational opportunity, especially in the small towns. The total assured from the State under this complete plan, on the basis of 1925 data and provided all eligible towns qualify for the full grant, is approximately \$4,150,000.

The proposal as set forth in the report represents a coordination of fiscal and educational conditions, based upon fact and scientific procedure with the aim of developing a simple and comprehensive plan for the support of public education. It starts and ends with the assumption that the State must look with equal favor upon all children within its borders. It represents the concern of the State in the matter of school support to be the assurance of a reasonably satisfactory educational opportunity to all children regardless of residence. The fundamental motive of the report is educational equity.

FINANCIAL AID TO RURAL SCHOOLS AS PROVIDED IN NEW YORK'S STATE PROGRAM⁶

The first step taken in New York State for the equalization of educational opportunity by equalization of taxation was taken by the legislature at the 1925 session. The 1919 and the 1920 sessions of the legislature had increased the State apportionments to public education by more than \$20,000,000, but the distribution of this additional fund was made on the old plan of teacher quotas, each district receiving additional amounts in proportion to number of teachers employed without regard to ability to support schools. The 1925 session of the legislature added approximately \$9,000,000 to the apportionments and provided that about \$4,000,000 of this amount should be distributed by what is known as the equalization quota plan. The remaining \$6,000,000 was distributed on the district and

⁶ Prepared by Ray P. Snyder, chief, rural education bureau, New York State department of education.

teacher quota basis, a large portion of the amount going to the small schools, since at that time it was believed that a graduated quota distribution to such schools was more equitable and satisfactory than the equalization quota.

The purpose of the 1925 legislature was to increase largely the apportionments to the rural sections which include all schools in all units having a population of fewer than 4,500. This purpose was very generally carried out although distribution of the equalization quota went only to schools employing five or more teachers.

The distribution of funds by the equalization quota plan worked so satisfactorily that the *second step* was taken in 1927 when the legislature provided additional apportionments to be distributed to all schools, the larger portion to be distributed by the equalization quota plan to those school tax units within which were employed five or more teachers. By this plan approximately \$18,000,000 was added to the State apportionments the first year with provision for an additional \$6,000,000 to be added each year for three succeeding years and to continue at the maximum amount thereafter.

There are two fundamental factors in determining the equalization quota that a district shall receive: (a) Full valuation of district, and (b) average daily attendance of pupils in the district.

The amount of the equalization quota increases as the pupil attendance increases and the valuation decreases. The details of the apportionment are rather complicated and can not be well explained, but the general principle of recognition of school burden and tax ability is easily understood. For the actual working out of the formula a teacher factor is used, 27 grade pupils (average daily attendance) being a teacher factor.

Although generous apportionments had been made by the acts of 1925 and 1927 to the districts in which were employed fewer than five teachers, the *third step* in the equalization of educational opportunity through tax equalization will be taken by the 1929 legislature.

Under the proposed plan all 2, 3, and 4 teacher districts will receive an equalization quota if their valuation and average daily attendance will give them such a quota. No such district will receive a smaller apportionment than is now paid under the old plan.

Each 1-teacher district will receive in State aid the difference between a 4-mill tax on full valuation and the amount expended for support and maintenance of the school in the district up to \$1,300 for the first year, \$1,400 for the second year, and \$1,500 for the third year and thereafter. Each 1-teacher district will receive not less than it is now receiving under the old plan of apportionment. This is an entirely new proposal for small districts and it is believed

that it is more equitable than the equalization quota plan for such districts, since in many of them the average daily attendance is small. It is estimated that this new legislation will add about four or five million dollars more in State apportionments to schools.

CENTRAL RURAL SCHOOLS

The 1925 session of the legislature amended what is known as the central school act to add liberally to apportionments for central districts. By the central district law an optional plan is provided for the establishment of larger tax and administration units. Encouragement was thus given to the establishment of these units by the 1925 legislature and as a result more than 50 such districts have been established since the spring of that year.

The central district law as amended provides that a central district, when formed, shall be entitled to all the aid to which the separate districts are entitled, and in addition thereto to a building quota equal to 25 per cent of the cost of any new buildings or remodeling old buildings and to a transportation quota equal to one-half the cost of transportation carried on within the district.

When all plans are in full operation the total State apportionments to education in New York State will approximate \$100,000,000.

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