

DEPARTMENT OF THE INTERIOR  
BUREAU OF EDUCATION

BULLETIN, 1923, No. 10

# THE PUBLIC SCHOOL SYSTEM OF ARKANSAS

REPORT OF A SURVEY MADE UNDER THE DIRECTION OF  
THE UNITED STATES COMMISSIONER OF EDUCATION  
AT THE REQUEST OF THE ARKANSAS STATE  
EDUCATIONAL COMMISSION

PART I.  
DIGEST OF GENERAL REPORT



WASHINGTON  
GOVERNMENT PRINTING OFFICE

1923

LETTER OF COMMISSIONER TIGERT TO THE CHAIRMAN OF  
THE ARKANSAS STATE EDUCATIONAL COMMISSION.

DEPARTMENT OF THE INTERIOR,  
BUREAU OF EDUCATION,  
Washington, D. C., October 6, 1922.

Hon. W. B. MANN,

*Chairman Arkansas State Educational Commission,  
Little Rock, Ark.*

MY DEAR MR. MANN: Pursuant to the agreement entered into with the Arkansas State Educational Commission, I have caused a careful study to be made of public-school conditions in Arkansas, and have received and given due consideration to the reports made to me by the members of the survey staff designated to make the investigation.

Because of the circumstances under which the field investigations were made, it proved impracticable to arrange a final conference at which all members of the staff might be present for the purpose of reaching unanimous conclusions respecting two or three of the more difficult problems. All but one of these questions, however, have been resolved through conferences of subcommittees and through correspondence. This process and the inevitable interruptions of other imperative engagements have delayed the completion of this report beyond the date at which I hoped it would be ready.

I take pleasure in transmitting this report for consideration by your commission, and, in due time, by the people of Arkansas. The facts brought together by the survey appear to me to be irrefutable, the reasoning and conclusions are convincing, and I believe the proposed program for public education in Arkansas will appeal to the imagination as well as to the pride of the citizens of your great State.

Permit me to thank you, and, through you, all those concerned with education in Arkansas who have cooperated most heartily and earnestly in the prosecution of this study. I desire particularly to express my appreciation also of the cooperation of those State and city departments of education, and the educational institutions, which made it possible to bring together a staff of educational experts from seven widely separated States to undertake this investigation under the leadership of the Federal Bureau of Education.

I sincerely trust that the final outcome may be a renaissance of education and a great and glorious future for Arkansas.

Cordially yours,

JNO. J. TIGERT,  
*Commissioner.*



## STATEMENT FROM THE ARKANSAS EDUCATIONAL COMMISSION:

The report of the expert survey staff employed by this commission marks an epoch in Arkansas history. It presents in an amazingly effective way existing conditions and points out for each condition a remedy. The remedies proposed are not purely theoretical, but such as have been found practical in providing other States of the Union with modern school systems far superior to ours. Some of these remedies are not in accord with our basic law as expressed in the constitution of 1874; others are not in accord with our practices and customs for nearly 50 years; still others are matters that are purely legislative and capable of solution without radical changes.

It will be observed that the report assumes that the people of Arkansas want to know the way out, and that this way is pointed out in successive steps that will require 10 years or more for their completion, if settled upon as the State's educational policy. It is for Arkansas to decide what that policy is to be.

The honorary commission has received the report, but has not digested it, drawn its own conclusions, or formulated its recommendations. We submit it to the people for their frank and unbiased consideration and ask that you give us your reactions thereon. The whole will be discussed at the meeting of the citizens' section of the Arkansas Educational Association, Little Rock, November 9, to which the public is invited. After that this commission will meet at some convenient time to formulate our recommendations to the governor. Meanwhile let us do nothing in haste or in prejudice, but remember that Arkansas must choose now her future educational policies, which are to affect the lives of millions in the years to come. We shall do our best for the boys and girls of Arkansas if a way can be found that will be safely and sanely progressive. And when this way is found we shall follow Governor McRae, the legislature, and the State department of education in leading us along that way.

For the commission:

W. B. MANN, *Chairman.*  
J. J. HARRISON, *Secretary.*  
GEO. W. DONAGHEY,  
J. R. HAMLIN,  
*Committee.*

LITTLE ROCK, ARK., October 12, 1922.



## STATEMENT FROM GOV. T. C. M'RAE.

---

The general assembly of 1921 appointed a commission for the survey of educational conditions at the University of Arkansas, and made an appropriation therefor. The report of that survey was of intense interest, but lacked much in practical effectiveness, because there was not at the same time a comprehensive statement of conditions in the whole public school system of the State, of which the university is the head. I, therefore, appointed an honorary commission to make such a survey of the entire public educational system of Arkansas.

The commission appointed was composed of representative citizens, who whole-heartedly undertook the task assigned them, although lacking public funds for the purpose. Funds were provided by public subscription through the Forward Education Movement and the Arkansas Educational Association. The United States Commissioner of Education gave his services in arranging for some of his own experts and others to make this survey. Throughout I have had no preconceived ideas to prove and no ax to grind, except to find out what was best for the education of the boys and girls of Arkansas.

Now that the experts employed by this commission have submitted their report to the educational commission and a digest of this report has been released, I take this occasion to urge the people to give it due consideration and reflection.

This report contains two essential features: The facts relative to the conditions of the schools of Arkansas and the recommendations of these experts based upon the facts and the most modern practices of school finance and administration as generally accepted by the leaders in educational thought. We shall probably be compelled to accept the facts, but the recommendations will serve only as a basis of a policy to be formulated by the educational commission, with the help of all citizens interested in the promotion of our respective educational institutions. That this policy may approach the desire of the citizens of this State regarding their public schools, I urge that all citizens study these findings, reflect upon the recommendations, and give to the educational commission the benefit of such reflection.

The complete report of this survey staff will be published as early as possible and will be available for all persons desiring to



study it in its entirety. The educational commission will meet some time before the convening of the next general assembly, and prepare a program of educational legislation to be submitted to me. Upon receipt of the commission's recommendations I will formulate and announce the educational policy of my administration. Until that has been done, I shall be open-minded, but still committed to the idea, namely, that I earnestly desire to do something in a permanently constructive way that will give the children of Arkansas the advantages which they need and to which they are justly entitled.

T. C. McRAE, *Governor of Arkansas.*

LITTLE ROCK, ARK, Oct. 12, 1922.



## REPORT OF THE ARKANSAS EDUCATIONAL COMMISSION,

*Transmitting Survey Report of the United States Bureau of Education.*

Gov. T. C. McRAE,

*State Capitol, Little Rock, Ark.*

DEAR SIR: The honorary educational commission appointed by you late, in 1921, with instructions to ascertain the true state of educational effort and attainment in Arkansas and to make such recommendations as it might see fit, begs leave to submit its report.

The commission felt that it was necessary to secure impartial experts if its work was to be successful. To that end it requested Hon. J. J. Tigert, United States Commissioner of Education, to conduct a survey of educational conditions in Arkansas and to submit recommendations. This he consented to do, and a staff consisting of some of the leading educators of the country conducted the survey.

Your commission herewith transmits in full the findings and recommendations of the staff, together with its own report, after a careful study of the findings had been made. In submitting the report of the survey staff, your commission desires to express its great confidence in and appreciation of the work of this staff. They rendered their service as experts should. They were influenced by neither political nor partisan motives. They have presented their recommendations, substantiated by facts, in a straightforward way. They have performed for the people of Arkansas an outstanding work worthy of the appreciation of all good citizens.

The report of the staff marks an epoch in Arkansas history. It presents in an amazingly effective manner existing conditions as seen by the experts and points out for each condition a proposed remedy. The remedies proposed are not purely theoretical, but are such as have been found practical in providing other States of the Union with modern school systems far superior to ours.

It will be observed that the report assumes that the people of Arkansas want to know the way out, and that this way is pointed out in successive steps that will require 10 years or more for their completion, if settled upon as the State's educational policy. It is for Arkansas to decide what that policy is to be.

The commission received the report of the Commissioner of Education on October 12, 1922, and ordered 20,000 copies of a digest printed and distributed, inviting the widest possible publicity and discussion.



After six weeks of study the commission reassembled on November 28 and formulated a set of recommendations which are submitted herewith.

#### PRELIMINARY STATEMENT.

We have reached certain simple but fundamental conclusions:

(1) The increase of the material wealth of Arkansas depends primarily upon a greatly improved public-school system.

(2) The public-school system of Arkansas is approaching a fiscal breakdown, and it will require an aroused public sentiment to maintain even present standards.

(3) There is sufficient wealth in Arkansas now to provide for greatly increased facilities without serious burden to our citizens.

(4) There is a constantly growing sentiment in Arkansas for the improvement of our public-school system, and the people will follow the sane leadership of the governor, the State superintendent, and the legislature.

#### DISAPPROVE CERTAIN RECOMMENDATIONS.

While we have the profoundest respect for the ability and disinterestedness of the survey staff, we do not find ourselves in complete agreement with them in all their recommendations.

We specifically disapprove the recommendations of the staff in a number of instances, the most important being:

(a) Abolition of school districts.

(b) The empowering of counties to issue school bonds.

(c) The conversion of three of the district agricultural schools into normal schools and the transfer of the administration and maintenance of the school at Russellville to Pope County.

#### SUMMARY OF RECOMMENDATIONS.

The commission believes that the primary needs of the public-school system are three in number:

(a) Increased revenue.

(b) Increased and improved teacher-training facilities.

(c) Strong educational leadership.

#### RESPONSIBILITIES OF THE STATE.

Place upon the State the responsibility for equalizing educational facilities and opportunities and school-tax burdens throughout the State.

Adopt immediately a 10 years' program for public education in Arkansas providing for the attainment as minimum standards of



educational achievement the average educational achievement of the United States as a whole.

Provide for the formulation of a 10 years' building program for all State educational institutions.

Establish 8 months (160 days) as the minimum school year.

Enforce compulsory attendance law.

Recodify and simplify present school laws.

#### REVENUE.

Provide for the extension of existing special State taxes on corporations and on inheritances, and the creation of a State severance tax and a State income tax, for the purpose of furnishing additional revenue for the support of public education.

Abolish the present unfair method of apportioning State school funds on the school census basis and adopt instead a modernized, scientific method.

Provide that taxation for educational purposes shall be fixed biennially on the basis of the amount of money required to provide adequate funds for all educational projects subsidized by the State.

Provide from sources other than property tax a State equalization fund to be apportioned among those districts which levy the maximum educational tax but are unable thereby to produce sufficient funds to meet the minimum educational requirements as fixed by State legislation.

Create a State interim educational budget commission, consisting of three persons designated by the State legislature, one appointed by the governor, and the governor ex officio, who shall serve as chairman. The duties of this commission shall be to prepare and recommend to the next legislature an educational budget covering all expenditures for public education as herein provided.

#### TEACHERS.

Even if school buildings, grounds, and equipment are all that can be desired, it is impossible to have good schools without capable teachers.

School-teachers in Arkansas are drawn from the best homes and from groups in which it may be assumed that the importance of education is recognized. The teaching staff is composed in large part of persons of maturity and experience; five-eighths of the teachers reporting have taught three years or more. However, most of this experience has been obtained in Arkansas, and more than 60 per cent of the teachers had been in their present positions less than one year at the time of reporting.



The teachers' own reports reveal one of the fundamental reasons for backward conditions in the public schools of Arkansas—lack of general education and professional preparation on the part of the teaching staff. Only very small proportions of those occupying teaching, supervisory, and administrative positions in the public schools of Arkansas have had even the minimum amounts of general education and professional training which are now required by law in several States.

The chief responsibility for these conditions belongs not to the teachers but to the boards of education and the people, their employers. The school system does not adequately recognize and reward professional training and fitness.

#### HIGHER STANDARDS.

Empower and require the State board of education to establish and modify from time to time, as conditions warrant, a scale of educational and professional requirements for all positions in the public schools and a corresponding salary scale in which salaries paid shall vary according to the professional preparations, educational experience, and class of certificates of the incumbents.

#### THE STATE NORMAL COLLEGE.

The equipment of the State Normal College is totally inadequate for superior work. The faculty should be strengthened and the teaching load somewhat reduced.

The contribution which the normal college is making to the supply of trained teachers for the State is wholly inadequate, and so far as the rural schools are concerned, scarcely sufficient to exert an appreciable influence. Many students who receive their training in Arkansas find better opportunities for service and much better remuneration in other States.

A plan should be adopted looking toward raising the standards and improving the machinery for certification of teachers.

#### ADDITIONAL FACILITIES.

If provision is made for the professional preparation of teachers in Arkansas on a scale which is clearly needed, it will be impossible for the institution at Conway to meet more than a fraction of the demand. It seems clear that the establishment of additional normal schools is imperative in addition to the substantial expansion of the present school at Conway.

In view of the inadequacy of teacher-training facilities in the State and of the immediate need for more and better trained teach-



ers. we recommend the organization of strong normal departments in the four district agricultural schools for the training of rural teachers. Moreover, we recommend the development and extension of the plan to conduct summer normal classes at these schools during vacation months.

#### EDUCATIONAL LEADERSHIP.

A State board of education, to be charged with the responsibility of the secondary and elementary schools of the State.

The State board should consist of nonprofessional representatives of the people.

The State board of education should also appoint the commissioner of education.

In order to promote coordination of the activities of all parts of the educational system, the State superintendent of public instruction should be the secretary *ex officio*, without vote, of both the State board of education and the board of trustees of the university.

Provide an enlarged State department of education. This will enable it to dispense entirely with aid from private sources.

#### STATE DEPARTMENT OF EDUCATION.

The reorganized State department of education should be clothed with authority and influence, charged with the responsibility of setting in motion and directing a 10-year program of public education in Arkansas along lines suggested in this report.

The State system of education should provide specifically for—

- (a) Unification of general control.
- (b) Determination of the objectives of the State system and program of education.
- (c) Definition of functions and responsibilities of the component parts of the State system of education.
- (d) Coordination of the activities of the various parts of the system.
- (e) Determination of the minimum standards which shall prevail from time to time.
- (f) Adequate financial support.
- (g) Preparation of an annual budget.
- (h) Selection, training, and certification of personnel.
- (i) Progressive development of education in the State.
- (j) Continuous study and advocacy of needed educational legislation.
- (k) Publicity for the purpose of keeping the people informed as to the achievements, objectives, and needs of the schools.



The state superintendent of public instruction should be surrounded with a staff of experts and assistants commensurate with the duties and responsibilities to be discharged.

#### RURAL SCHOOLS.

While the whole problem of public education deeply engages the mind of the commission, we believe the first concern of the State should be its rural children. If no other motive were present, self-interest would dictate this position. The population of Arkansas is 83 per cent rural, according to Government statistics. Approximately 72 per cent of the population actually live on farms.

In any consideration of the facilities of the State those furnished the children in rural communities are of special importance. In the hands of these children rest the future of the State in wealth and importance, in citizenship and culture.

Since agriculture is and will long remain the occupation and source of wealth of a large part of the people of Arkansas, the schools should assume the responsibility of educating young men and women who will intelligently develop its agricultural resources and build up a progressive farm population.

As the provision of a Commonwealth for the training of its future citizens, the rural schools of Arkansas constitute a veritable tragedy.

The commission believes that, in addition to the general remedies already proposed, relief lies in the direction of a program of rural consolidation far exceeding anything heretofore attempted and in the establishment of rural high schools at strategic points. Such a program should be under the direction of the State board of education and financed in part by the State.

#### SECONDARY EDUCATION.

Arkansas sends less than one-half as many of her youth to high school as the average for the United States.

More than 500 high schools are maintained, but many of these are accomplishing very little; more than 340 schools average fewer than 16 pupils per school, with inadequate teaching staffs and meager equipment.

General inequalities of opportunity exist in various parts of the State. One county sends to high school less than one-twentieth as many of her youth of high-school age as another county. Only 14 per cent of the youth of high-school age in Arkansas are enrolled in high school, and only one-half of the counties send as many as 11 per cent.



To reach average conditions, Arkansas must add more than 22,000 pupils to her high schools. The survey outlines a 10 years' program to accomplish this, providing for at least 60 high schools offering special courses in agriculture and home making, six new schools to be established each year for 10 years, and a parallel development of existing high schools.

In establishing these schools, it should be the guiding principle of the State board of education to place them in reach of the largest possible number of rural boys and girls.

#### OTHER RECOMMENDATIONS.

The commission approves, with only minor reservations, the recommendations of the staff as set forth in chapter 8, "Urban and Village Schools," chapter 10, "Public Schools for Negroes," and Appendix A, "An Alternative Plan for the Future of the District Agricultural Schools."

#### CONCLUSION.

The members of the commission, as representatives of the citizenship of the State, desire to express to you their appreciation for the signal contribution you have made and are making to promote better schools for all the children of the Commonwealth, and to open doors of educational opportunity to the poorest boy and girl in the remotest rural district of Arkansas. Your program is constructive, your policies frank, and your attitude unbiased. It has been a pleasure to serve as a commission when such an opportunity for constructive work has been presented.

W. B. MANN, *Chairman,*

J. J. HARRISON, *Secretary,*

G. W. DONAGHEY,

JNO. G. ROSSMAN,

Mrs. MINNIE U. RUTHERFORD-FULLER,

*Committee on Drafting.*

LITTLE ROCK, ARK., *November 28, 1922.*



### MEMBERS OF THE SURVEY STAFF.

The members of the staff appointed by the Commissioner of Education to make the survey of the public schools of the State of Arkansas and to report to him their findings and recommendations are as follows:

#### FROM THE BUREAU OF EDUCATION.

Dr. William T. Bawden, Assistant to Commissioner, Director of the Survey.  
Dr. George F. Zook, Specialist in Higher Education.  
Mrs. Katherine M. Cook, Chief of Division of Rural Education.

#### FROM OUTSIDE THE BUREAU OF EDUCATION.

Dr. Fletcher Harper Swift, Professor of Education, College of Education, University of Minnesota, Minneapolis, Minn.

Dr. Shelton Phelps, Professor of School Administration, Peabody College for Teachers, Nashville, Tenn.

Dr. Andrew M. Soule, Professor of State College of Agriculture and Mechanic Arts, University of Georgia, Athens, Ga.

Dr. Norman Frost, Professor of Rural Education, Peabody College for Teachers, Nashville, Tenn.

J. W. Gowans, Superintendent of Public Schools, Winfield, Kans.

H. M. Ivy, State High School Inspector, State Department of Public Instruction, Jackson, Miss.

John J. Dicoct, Professor of Secondary Education, Peabody College for Teachers, Nashville, Tenn.

Walter B. Hill, State Supervisor of Negro Education, State Department of Public Instruction, Atlanta, Ga.

Leo M. Favrot, Supervisor of Rural Education, State Department of Public Instruction, Baton Rouge, La.

R. H. Southerland, County Superintendent of Public Schools, Escambia County, Ala.

C. H. Allen, Principal Public High School, Mount Olive, Miss.

J. N. Mallory, Professor of Mathematics, Union University, Jackson, Tenn.

# THE PUBLIC-SCHOOL SYSTEM OF ARKANSAS.

## PART I. DIGEST OF THE GENERAL REPORT.

### Chapter I.

#### INTRODUCTION.

At the request of the State department of education the Bureau of Education made a study of conditions in higher educational institutions in Arkansas during the winter of 1920-21 for the purpose of assisting in the formulation of standards, particularly in relation to the preparation of teachers. Subsequently, the bureau made a study of the State university and the Branch Normal and Industrial School.

Shortly after the reports of these surveys were presented, Gov. Thomas C. McRae determined to bring about if possible a comprehensive survey of the public schools of the State, and appointed the following Honorary Educational Commission in September, 1921:

W. B. Mann, Chairman, Marianna.  
W. V. Tompkins, Prescott.  
G. W. Donaghey, Little Rock.  
John D. Eldridge, Gregory.  
Hamp Williams, Hot Springs.  
Dr. J. R. Dale, Texarkana.  
J. R. Hamlen, Little Rock.  
W. E. Green, Pine Bluff.  
John G. Rossman, Fort Smith.  
S. C. Alexander, Pine Bluff.  
Mark Valentine, Scotts.  
Ray McLester, Heber Springs.  
Mrs. Minnie U. Rutherford-Fuller,  
Magazine.

Mrs. J. R. Wilson, Warren.  
Mrs. Max Layne, Helena.  
Mrs. H. Ed Olive, Little Rock.  
Stephen Brundridge, Searcy.  
Clay Sloan, Black Rock.  
E. W. Gates, Crossett.  
Herbert Pryor, Rector.  
H. C. McKinney, El Dorado.  
J. Q. Wolf, Batesville.  
Alfred Kahn, Little Rock.  
Mrs. C. L. Moore, Jr., Osceola.  
Mrs. Frank Peel, Bentonville.  
C. A. Darland, Fort Smith.  
Dr. G. L. Sands, Charleston.

James J. Harrison, Executive Secretary, Little Rock.

The commission was directed to cause to be made a careful study of public education in Arkansas, and to "report to me as soon as practicable how the present organization, administration, supervision, equipment, and revenues can be improved and developed so as to meet the needs of the future." On October 11, Secretary Harrison transmitted the formal invitation of the commission to the United States Bureau of Education to make the survey, the commission agreeing to raise a minimum of \$10,000 for expenses.



On October 17 the Commissioner of Education accepted the invitation, and on October 26 and 27 the director of the survey conferred in Little Rock with Governor McRae, the members of the commission, and representatives of the State department of education and county and city superintendents of schools and of the institutions to be studied. On November 1 the personnel of the survey staff was announced, and the field work began on November 15.

Approximately 275 days were devoted to field work by the 16 members of the survey staff, most of the visiting being done during November and December, 1921. Schools were visited in 50 of the 75 counties of the State, as follows:

Number of counties.	Number of members of staff visiting.
2	8
1	7
4	4
5	3
10	2
28	1

Total numbers of counties visited, 50; aggregate number of visits, at least 102.

#### THE SURVEY BUDGET.

The principal items of expenditure in connection with the survey to date—October 6, 1922—may be summarized as follows:

Transportation and subsistence of 16 members of staff	\$3,089.05
Honoraria of 9 members of the staff not connected with U. S. Bureau of Education	4,264.00
Printing and supplies	270.01
Clerical assistance	1,156.97
Total	8,787.03

## Chapter II.

### ARKANSAS—TOPOGRAPHY, CLIMATIC CONDITIONS; HISTORY, AND RESOURCES.

Arkansas, one of the South Central States of the United States, is situated in the heart of the Mississippi Valley, midway between the Great Lakes and the Gulf, the Rockies, and the Alleghenies. The total land area is 52,525 square miles. Arkansas is particularly distinguished for its 3,000 miles of navigable streams.

The State is divisible topographically into uplands and lowlands. A line drawn from the northeast to the southwest separates the uplands north and west from the lowlands south and east. Altitudes range from 150 feet in the southeast to 2,823 feet in the northwest.

*Climate*—The climate of Arkansas, owing to the influence of the Gulf of Mexico, is equable and salubrious. Mild winters and balmy



summers are the rule. The average annual temperature for the State is 60.8 degrees.

*History.*—De Soto, the Spanish explorer, discovered the region of the present State of Arkansas in 1541. He crossed the Mississippi River near the site of Helena. It was next visited by the famous missionary Father Marquette in 1673. The first settlement, however, was made by the French, under the Chevalier de Tonti, in 1686, near the mouth of the Arkansas River, at a place afterwards called Arkansas Post.

By acts of Congress of March 2, 1819, and April 2, 1820, Arkansas was erected successively into a Territory of the first and second class. Its first Territorial legislature convened at Arkansas Post in 1820. Little Rock was subsequently made the capital.

On June 15, 1836, the Territory was admitted into the Union as a State, and its era of prosperity was inaugurated.

*Population.*—According to the Fourteenth Census (January 1, 1920), the population of Arkansas was 1,752,204, which represents an increase of 177,755, or 11.3 per cent, over the 1910 figure. The average number of inhabitants to the square mile in 1920 was 33.4, as against 30 in 1910 and 25 in 1900. The number of people living in rural districts is 1,461,707; the total urban population, 290,497. The white population numbers 1,131,906; the black, 449,089. The foreign-born are given as 17,046.

*Agriculture.*—The soil and climatic conditions of Arkansas are particularly favorable to agriculture. Corn, cotton, hay, rice, and wheat are the State's leading crops.

*Minerals.*—The mineral resources of Arkansas are extensive and varied. Arkansas produces 70 per cent of the world supply of bauxite, the ore from which aluminum is made, and has the largest deposits of whetstone.

*Manufactures.*—Arkansas factories number 5,000 and give employment to 50,000 persons. The amount of capital invested in industrial enterprises is \$77,162,484, with an annual expenditure of \$24,914,702 in salaries and wages and \$44,906,808 for raw materials.

---

### Chapter III.

#### DEVELOPMENT OF EDUCATIONAL LEGISLATION OF ARKANSAS.

The history of educational legislation in Arkansas prior to 1861 is primarily a history of the public lands which were granted by the Federal Government to the State for educational purposes—namely, the seminary, saline, and sixteenth-section lands.



By act of June 23, 1836, Congress gave the general assembly entire control over the seminary lands.

At the request of the assembly, Congress, in 1846, gave its consent to the application of the seminary fund to the use of the common schools.

The assembly, by act of January 5, 1849, desiring to change the plan of investment, provided for semiannual distributions to the counties on the basis of the school census.

In 1866 the auditor reported that the principal of notes due for seminary lands in 1861 was about \$35,000. By act of March 1, 1867, interest on these notes was remitted for the period between January 1, 1862, and January 1, 1866.

#### SALINE FUND.

The saline fund was created out of the sales of saline lands. The number of acres thus granted was 46,080, of which 41,879.51 had been located up to 1858.

By act of January 12, 1853, it was provided that the accruing principal of the saline fund should be distributed to the counties in accordance with the school census.

In the auditor's report for 1884, and in subsequent reports, the saline fund is included as a part of the permanent school fund.

#### THE SIXTEENTH-SECTION FUND.

On March 3, 1803, Congress extended the privileges of the ordinance of 1787 to States in the Mississippi Territory and thence it passed to those west of the river.

By formal act of January 6, 1829, the Territorial authorities were empowered to make and carry into effect "such laws and needful regulations as they shall deem most expedient to protect from injury and waste the sixteenth section in all townships of lands in said Territory. \* \* \* which sections are reserved for the support of schools in each township," etc.

The present permanent school fund has absorbed these earlier funds.

#### THE CONSTITUTION OF 1836.

The constitution of 1836, under which Arkansas was admitted to the Union, contained provisions for education and the encouragement of scientific and agricultural improvement.

By the act of February 3, 1843, the legislature created the Board of Education for the State of Arkansas, which consisted of the governor, the president of the senate, the speaker of the house, the supreme judges, and 10 members of the general assembly.

It does not appear that any serious efforts were instituted to carry out the act of 1843.



**THE ACT OF 1849.**

On January 5, 1849, the legislature passed another school law, which provided, among other measures, for the disposition of the seminary and saline lands, the control of which had been placed in their hands by Congress. The political township was made the unit of local school organization.

**THE ACT OF 1851.**

Further legislation, enacted in the year 1851, provided for a township organization with county supervision, but concerned itself principally with the administration of the sixteenth section.

**THE ACT OF 1853.**

The act of 1853 made the secretary of state, in addition to his other duties, ex officio commissioner of schools, and required him to collect data concerning the schools and the school fund and to report annually to the governor on their condition.

There was, as yet, no taxation for schools.

Subsequent to the legislation of 1853, there was no general school law passed until 1866-67.

**FIRST SCHOOL TAXES.**

On March 18, 1867, the members of the general assembly, fully cognizant of the fact that public education without public taxation is impossible of realization, enacted a law which has since become in many respects "the organic basis of public education in Arkansas."

**THE RECONSTRUCTION RÉGIME, 1868-1874.**

Congress on March 2, 1867, passed what is generally known as the reconstruction act. A convention assembled in Little Rock, in January, 1868, in accordance with the terms of this act, and adopted a new constitution, in which were embodied the following educational features: (1) The education of all, white and black; (2) a permanent school fund; (3) a general State tax for education; (4) a poll tax of \$1 for public schools; (5) the principle of local taxation to supplement general funds.

One of the fundamental acts of the reconstruction régime was the establishment of the office of superintendent of public instruction as a separate State officer. Reconstruction in Arkansas practically ended on May 14, 1874. A constitution was adopted on October 30, 1874, and has since remained the organic law of the State.



The following measures were fixed in the organic act: (1) A mandate to educate all the children of the State, and (2) the inviolability of the school funds.

#### LEGISLATION UNDER THE NEW CONSTITUTION.

An act of December 7, 1875, repealed and to a great extent re-enacted the legislation of April 23, 1873.

The office of the State superintendent was retained under this law; the county superintendent was superseded by a county examiner and the district trustee by three district directors. Revenue was provided for (1) by a general tax of 2 mills on the property of the State, to be distributed by the State superintendent to school districts according to the total number of children between the ages of 6 and 21; (2) by a poll tax of \$1 on each male citizen over 21 years of age, to be distributed by the county judge to the school districts in proportion to the number of polls in each; (3) by a local district tax not exceeding 5 mills on the dollar, to be determined as to amount by the electors of each district each year.

#### THE PRESENT ERA.

In the year 1899 a permissive law was passed providing for county uniformity in textbooks. A State course of study was inaugurated by the legislature of 1903, and the law for examining and licensing teachers was improved. The assembly on March 2, 1905, submitted a constitutional amendment to the people on the question of modifying the limitation on the voting of school taxes. The vote, taken in September, 1906, favored the amendment. In accordance with the provisions of the amendment, an act of April 17, 1907, raised the limit of taxation for the State from 2 to 3 mills and for the districts from 5 to 7 mills.

The legislature on May 14, 1907, made an initial appropriation of \$15,000 for a normal school, to be located at Conway, in Faulkner County.

The general assembly of 1911 passed a number of constructive educational laws, embracing compulsory attendance, and the formation of high schools, a State board of education, and consolidation of schools.

In the same year (1911) a State board of education was created, composed of the State superintendent of public instruction and one member from each congressional district to be appointed by the governor. The powers and duties of this board embraced the management and investment of the permanent school fund, the recovery by process of law of all moneys due the fund; the chartering and regulation of all educational institutions, and, if need be, the revocation of such charters; the granting of State licenses to teach; and general



supervision of the common schools of the State—elementary, graded, and high. But the board was not given control of textbooks.

An important act of 1911 was that which made especial provision for high schools. A State high-school board was provided, composed of the superintendent of public instruction, the president of the University of Arkansas, and a city-school superintendent or high-school principal, to be chosen by the governor.

The board created by this act, which was approved May 30, 1911, was displaced by the State board of education created by the act approved two days later.

#### EXISTING ADMINISTRATIVE ORGANIZATION.

The composition, organization, and functions of the State board of education remain substantially as fixed by act of June 1, 1911, under which the board was created, though its functions have been somewhat enlarged by subsequent legislatures.

Some important functions which have not been vested in the State board are the administration of the institutions for the blind and the deaf and similar State schools, the adoption of a uniform system of textbooks, and the direction of the work of eliminating illiteracy. Each of these functions is entrusted to a separate board or commission.

By act of March 11, 1919, Arkansas adopted some features of the "county unit" system of local school administration.

But probably the most important change made by this act was that in relation to the choice of the county superintendent of schools. It was provided that after January 1, 1921, this officer should be chosen by the county board.

The same act of 1921 provides that the State shall pay a part of the salary of the county superintendent, but not to exceed \$1,500 to any one person in any year.

In this connection it should be noted that Arkansas levies no county tax for the support of the common schools. In this respect, with an exception in the case of Texas, Arkansas stands alone among the so-called "county unit States."

An initiative measure proposing an amendment to section 3, Article XIV, of the constitution, was ratified by vote of the people on November 6, 1916. It empowered the legislature to authorize the levy of a district-school tax up to 12 mills on the dollar, and the legislature, by act of February 27, 1917, gave this authority. The principal school revenues are therefore (1) the income of the permanent school fund, (2) a constitutional State tax which the legislature may fix as high as 3 mills, (3) a poll tax of \$1, and (4) a district tax which the voters may fix at any number of mills up to 12.



The plan of certification of teachers has not been substantially changed since the creation of the State board of education in 1911.

In 1917 Arkansas dispensed with its older plan of county uniformity of textbooks and adopted State-wide uniformity.

Compulsory school attendance made its appearance in the State in 1909; that year saw the passage of the State's initial law on the subject. Changes in this law were made from time to time, and in 1917 the legislature made the law State wide in application, and required all children between 7 and 15 years of age, with the exception of certain exempted classes, to attend school for three-fourths of the term each year. The law was again revised by an act of 1921, the principal feature of this act being a strengthening of the means of enforcement.

## Chapter IV.

### SCHOOL REVENUES AND FINANCE.

The report of the survey on this subject is published elsewhere in full.<sup>1</sup> In the following paragraphs are presented the recommendations only, without the accompanying discussion.

#### SUMMARY OF RECOMMENDATIONS.

1. Abolish school districts.
2. Establish the county as the local school unit.
3. Adopt immediately a 10 years' program for public education in Arkansas providing for the attainment, as minimum standards of educational achievements, the average educational provisions and achievements of the United States as a whole:
4. Provide funds necessary to carry out this (the third) recommendation.
5. Remove all constitutional limitations on State and local taxation.
6. Repeal laws fixing definite rates of taxation to be levied for support of education.
7. Provide that State tax rates for educational purposes shall be fixed biennially on the basis of the amount of money required to provide adequate funds for all educational projects subsidized by the State.
8. Establish 8 months (160 days) as the minimum school year.
9. Empower and require the State board of education to establish and modify from time to time, as conditions warrant, a scale of edu-

<sup>1</sup> See "Public School Finance in Arkansas," by Fletcher Harper Swift, Ph. D., U. S. Bu. of Educ. Bull., 1923, No. 11. Government Printing Office, Washington, D. C.



educational and professional requirements for all positions in the public schools, and a corresponding salary scale in which salaries paid shall vary according to the professional preparation, educational experience, and class of certificate of the incumbents.

10. Provide for the levying of a county compulsory school tax of not less than 12 mills for the support of public education.

11. Empower county boards of education to levy a tax for the support of public education in addition to the minimum compulsory school tax provided by law for the purpose of providing educational facilities beyond the minimum requirements fixed by the State board of education and by State legislation.

12. Place upon the State the responsibility for equalizing educational facilities and opportunities and school-tax burdens throughout the State.

13. Empower the State board of education to fix a maximum county educational tax rate, the levying of which shall entitle a county to participate in the State equalization fund, if necessary, to enable the county to meet the minimum requirements as fixed by the State board of education and by State legislation.

14. Provide a State equalization fund to be apportioned among those counties which levy the maximum educational tax fixed by the State board of education but are unable thereby to produce sufficient funds to meet the minimum educational requirements as fixed by the State board of education and by State legislation.

15. Provide a special State distributable fund, to be administered by the State board of education, for the purpose of granting aid to county boards of education to encourage consolidation, transportation of pupils, employment of supervisors, and other educational purposes involving expenditures beyond the minimum requirements fixed by the State board of education and by State legislation.

16. Create a State interim educational budget commission, consisting of five members of the State board of education designated by that body, three persons designated by the State legislature, and the governor, ex officio, who shall serve as chairman. The duties of this commission shall be to prepare and recommend to the next legislature an educational budget covering all expenditures for public education as herein provided.

17. Provide that the State legislature shall at each biennial session provide for such general State educational tax as shall yield sufficient revenue to cover all expenditures included in the budget recommended by the State educational budget commission.

18. Empower counties to issue school bonds for building and kindred purposes.

19. Require that at the time any school bonds are issued, either State or county, provisions be made by the levying of a special bond



tax sufficient to pay interest on such bonds and to retire them within a reasonable period which shall, in no case, exceed 20 years, such tax to be in addition to taxes provided for in other sections of these recommendations.

20. The Arkansas Educational Commission should consider the advisability of recommending to the State legislature the extension of existing State taxes on corporations and on inheritances, and the creation of a State severance tax and a State income tax, for the purpose of furnishing additional revenue for the support of public education.

21. Abolish present system of paying tax collectors commissions on proceeds of taxes and pay such collectors fixed annual salaries.

22. Provide for the formulation of a 10 years' building program for all State educational institutions.

23. Provide for the issuance of State bonds necessary to carry out this program.

24. The State legislature should provide adequate funds for the support of an enlarged State department of education. This will enable it to dispense entirely with aid from private sources.

25. Repeal those portions of sections 7641 and 7642, Digest of Laws, relating to schools in the State of Arkansas, 1920, which permit a parent or guardian to transfer his school tax to another county or district and provide instead that where a child, with the approval of the county superintendent, is transferred from the county in which he resides to another, his own residential county shall pay to the school in which he has been transferred such sum as may be agreed upon for his tuition, provided that the tuition paid shall not be greater than the average net cost for educating pupils in the school to which he has been transferred.

26. Abolish the present antiquated, unfair method of apportioning State school funds on the school census basis, and adopt instead a modernized, scientific method by which State moneys will be apportioned by the State directly to the individual positions which the State subsidizes. This will prevent the moneys which the State designs to pay the salary for a definite teaching position in one school being used for another teaching position in the same or in another school.

The method to be used in apportioning State aid will depend to a large extent upon what proportion of the total school costs the State pays. If the State of Arkansas does not adopt the recommendations of this report and continues its present policy of providing only a small per cent of total costs, then it should introduce a method which will provide a minimum teachers' salary quota for every teaching position in every school, the actual quotas to be determined by the financial ability of the community, the effort



the community is making as indicated by the rate of school tax levied in proportion to its wealth, the length of school term, and the salaries and qualifications of the teachers employed.

If such method is adopted the State must offer effective inducements for consolidation, otherwise the per teacher quota system of State aid hinders consolidation.

#### THE PERMANENT SCHOOL FUND.

A brief section of the report discusses plans for dealing with the permanent school fund, and offers constructive suggestions for future policies. For the sake of brevity this section is omitted from this digest.

### Chapter V.

#### ORGANIZATION AND ADMINISTRATION.

Problems of organization and administration of rural schools and of urban and village schools are discussed in the two chapters dealing with these schools. In this chapter will be found a brief discussion of the provisions needed in order that there may be State leadership and direction in public education.

There are two major causes of the backward condition of public education in Arkansas: (1) Lack of financial support, the remedies for which are discussed elsewhere, and (2) lack of vital and effective leadership, the remedy for which is an enlarged and strengthened State department of education.

Let us consider first what are the functions which should be discharged by the agency which is charged with State leadership in education, and what are the essential features of the administrative machinery which will make this leadership effective.

#### ADMINISTRATIVE FEATURES OF A STATE SYSTEM OF PUBLIC EDUCATION.

The history of education in the United States shows very clearly the acceptance of the theory of responsibility of the several States for public education within their borders and the development of the State as the administrative unit in education. The plans which have been adopted in the States are not uniform, however, nor is there the same degree of centralization.

The various State systems of education have been modified from time to time in the light of experience, so that existing plans may be said to be the result of a process of evolution. "The development of State oversight and control has come gradually, and may be



traced in the State constitutions, the laws, and the decisions of the courts."<sup>2</sup>

Arkansas is now in the position of considering what changes, if any, to make in the State system of public education for the next few years, and has the opportunity to profit by her own experience and that of other States. The following analysis of the administrative features of a State system of education suggests the more important points which should be considered:

1. *Unification of general control.*—A decision should be reached as to the extent or degree of centralization of control to be adopted as a State policy. This report recommends that whatever changes are made in existing arrangements should be in the direction of further centralization of general control and unification of the entire system of education.

2. *Determination of objectives.*—One of the most important functions of the agency which may be charged with the responsibility of general oversight is to bring about some acceptable determination of the objectives of public education.

3. *Definition of functions and responsibilities.*—Having determined the objectives of the various parts of the system, it will be possible to make a corresponding assignment of functions and division of responsibilities.

4. *Coordination.*—Coordination of the activities of the several parts of the system is essential if consistent progress is to be made toward realization of the objectives set up. Such coordination should be specifically provided for, and some officer or board should be charged with the duty of securing it.

5. *Determination of standards.*—Since the immediate management of the schools is in the hands of local boards, the State must exercise its function of general control through legislative enactments and regulatory promulgations. These take the form, in part, of prescriptions of minimum standards which are to be maintained. These standards relate to compulsory school attendance, courses of instruction, qualifications and compensation of teachers, and the like. Upon the State also rests the duty of equalizing educational opportunities for all.

6. *Adequate financial support.*—Participation by the State in the financial support of public education is a necessary corollary of the principle of State control and the principle of minimum standards set by the State.

7. *Preparation of the budget.*—The importance of having and living up to a budget is no less in educational affairs than in the conduct of other public and private business. Furthermore, the prepa-

<sup>2</sup> Cubberly-Elliott; *State and County School Administration*, p. 148.



ration of a budget furnishes an additional reason for a unified State system of education.

8. *Selection, training, and certification of personnel.*—One of the most important functions of the State system of education is discharged in its dealing with the problem of the supply of adequately prepared teachers.

9. *Progressive development.*—It is not sufficient to establish an educational system for to-day; definite provision should be made for future growth and development. The plan of organization should look toward progressive improvement and increasing efficiency. To this end effective and aggressive leadership at the various levels should be definitely provided for.

10. *Legislation.*—Continuous expert study of the legislative basis of the State educational system is essential, as well as of the plans and policies adopted in other States.

11. *Publicity.*—The schools belong to the people, and provision should be made for keeping them informed as to the goals toward which the schools are working, the progress they are making, and in general what returns they show on the investment which the people have made in them.

**THESE ENDS CAN NOT POSSIBLY BE REALIZED UNDER EXISTING CONDITIONS IN ARKANSAS.**

The first serious defect in the State administrative plan for education is found in the large number of unrelated boards.

(1) The State board of education, so called, which in reality exercises no supervision whatever over the other boards; it is charged with very little authority or jurisdiction over the affairs of county or local district schools; it is not even responsible for the selection of the State superintendent of public instruction, the nominal head of the school system of the State.

(2) The board of trustees for the State university.

(3) The board of trustees of the State normal college.

(4) (5) (6) (7). Four separate boards of trustees, one for each of the district agricultural schools.

(8) The State textbook commission, apparently a purely super-numerary agency, the sole responsibility of which is to choose the textbooks to be used in the schools of the State. This should be one of the functions of the reorganized State department of education.

In addition to these State boards are to be found county boards of education and urban boards of education, with no adequate provision for coordination and with indefinite relationships as to mutual responsibilities.



## COMPOSITION OF BOARDS FAULTY.

Even if it were possible to conduct a system of education through a multiplicity of boards such as this, the work would be done most inefficiently because of the way in which certain of the boards are constituted. Sound principles of administration demand a clear division of responsibility between the board of trustees and the expert executives and subordinates employed by it.

The board of trustees should consist of representatives of the people, the patrons who are to be served by the schools, and should confine its activities to the consideration and formulation of policies, the selection of experts to execute these policies, and the periodical inspection of the work of its executive in order to see that policies are carried out and the desired results secured.

## A GIGANTIC TASK AHEAD.

Consider the comprehensiveness of the improvements which must be made. In order to bring school conditions in Arkansas up to the average of the 48 States, the enrollment in high schools should be multiplied by two immediately. If the value of school property for each child enrolled is to be brought up to the average of the 48 States, the present investment in Arkansas must be multiplied more than threefold. If the average annual cost of education for current expenses in Arkansas per pupil enrolled is to be brought up to the average of the 48 States, it must be increased threefold at once; if the average annual cost for new buildings, sites, etc., in Arkansas per pupil enrolled is to be brought up to the average for the country, it must be increased more than one hundredfold at once.

In order to cope with these extraordinary needs, it is essential to provide a State agency for the promotion of education which shall be clothed with much more real influence and power than the State department of education has enjoyed in the past.

It has been impossible for the State university or the State normal school to prosper, since there has been an entirely inadequate supply of high-school graduates to draw from; the elementary and secondary schools have suffered from the lack of a supply of adequately prepared teachers; every part of the educational system has languished for lack of adequate financial support, and also because it has been nobody's business to consider the educational system as a whole and to promote the interests of all parts of the system in relation to the whole.

In the report of a survey of the University of Arkansas made by the Bureau of Education, dated August 31, 1921, it is recommended that the board of trustees of the university be continued. This question need not be reopened by the present survey.



This report, however, recommends that steps be taken toward the unification of the system of education in Arkansas by the elimination of certain boards and their reduction to two, as follows:

(a) The State board of education to be charged with responsibility for the secondary and elementary schools of the State, the State Normal schools, and the four district agricultural schools. The State board of education should also appoint the State superintendent of public instruction.

(b) The board of trustees of the State university. In order to promote the coordination of the activities of all parts of the educational system, the State superintendent of public instruction should be the secretary ex officio, without vote, of both the State board of education and of the board of trustees of the university.

The following paragraphs outline definite proposals for the reorganized State department of education:

#### STAFF OF THE STATE DEPARTMENT OF EDUCATION.

The salary paid to the State superintendent of public instruction, or State commissioner of education, should be considered by the citizens of the State as an index of the importance of his responsibilities. The influence of these considerations is reflected in a definite tendency toward higher salaries, but a number of States are still practicing a false and costly economy in this matter.

A study of the State departments of education<sup>1</sup> shows that in only six cases in 1920 were State superintendents paid less than \$3,000; 13 received \$3,000 to \$3,600; 11 received \$4,000 to \$4,600; 9 received \$5,000; 2 received \$6,000; 2 received \$7,500; 1 received \$8,000; 1 received \$9,000; 2 received \$10,000; 1 received \$12,000. The lowest salary paid was \$2,000, Nebraska; the highest, \$12,000, Pennsylvania; the average salary was \$4,647.91.

The total pay roll for the staff of the State department of education was less than \$25,000 in 9 States; in 20 States the amount was over \$25,000 and less than \$50,000; in 8 States, \$50,000 to \$75,000; in 5 States, \$75,000 to \$100,000; in 3 States, \$100,000 to \$200,000; in 3 States, over \$200,000. The lowest total pay roll was \$17,750, Nevada; the highest, \$822,900, New York; the average \$72,681.16.

To be consistent with the general program outlined by this report, the survey should recommend that the salary of the State superintendent be raised from \$2,500, as in 1920, to \$4,000 or \$5,000, and the total pay roll for the department from \$36,180 to \$72,000. However, Arkansas has lagged far behind in the development of her schools, in part at least because of the very inadequate provision for the State department of education. Arkansas needs a much better equipped de-

<sup>1</sup> Organization of State departments of education. U. S. Bu. of Educ., Bul., 1920, No. 46.



partment of education even for the maintenance and direction of the present school system. If the State is to embark on a 10 years' educational program such as is outlined in this report, and to carry it out intelligently, effectively, and economically, the need for a far more aggressive and potent agency for leadership is imperative.

The survey is justified, therefore, in recommending the provision of facilities for the State department of education which are somewhat above average conditions among the States.

Expansion of the salary budget of the Arkansas State department of education to equal the average of the States involves an increase from \$36,180 to \$72,680, or approximately 100 per cent. The survey recommends \$102,000 as the goal to be reached by 1925.

#### PERSONNEL OF THE STAFF.

In the appointment of the commissioner of education the State board of education should canvass the entire United States and endeavor to select a man of successful experience in large enterprises and of broad vision in educational affairs, who is capable of assuming a position of leadership which will carry the citizens and the teachers of the State unitedly to the consummation of the great task ahead.

For assistant commissioner in charge of teacher training should be chosen some one of outstanding achievements in this field, whose special assignment will be to improve the qualifications of the teachers now in service and to assist in the development of the State's plans for the preparation of teachers. It should be the function of this office to educate the citizens of Arkansas to an appreciation of the significance of the service rendered by professionally qualified and devoted teachers, as well as to inspire and lead the teachers themselves.

It should be the duty of the assistant commissioner in charge of school administration to work primarily with county and city superintendents, principals of schools, and others having administrative responsibilities. By means of conferences for the discussion of special problems, bulletins, and correspondence, administrative officers can be given the results of the best modern developments, and suggestions will lead to economy of time and effort and the organization of more effective administrative machinery.

The addition of one assistant in rural education to the present staff of three is justified both by the importance of rural education in Arkansas and by the demands of the proposed program. There should be a supervisor of elementary education, as well as a supervisor of secondary education, in order to insure continuous study of these special problems and to provide authoritative sources of inspiration and guidance in these important phases of education.

The division of vocational education should be reorganized by providing for a State director of vocational education, with a staff con-



4 .  
sisting of supervisors of agricultural education, trades and industries, manual arts, and home economics, respectively. With increases in salary, and change of one title, three positions are recommended for 1923, the other two to be added in 1925.

The director of educational measurements and research should undertake the reorganization of the educational statistics of the department, including data on school costs, revenues, enrollment, attendance, and the like. As rapidly as the necessary assistants can be provided, this division should also include a study of educational legislation, and should prepare to assume State leadership in the field of educational and psychological tests and measurements. The director of educational research should be responsible for coordinating the work of the director of physical education and the specialist in school buildings and grounds with the work of his own division.

The director of physical education should have charge of all activities relating to the promotion of physical education, school hygiene and sanitation, and health education.

The specialist in school buildings and grounds should have had successful experience in designing and planning school buildings and should have thorough knowledge of construction and of the various kinds of school equipment. The division should prepare and distribute plans of buildings and grounds for the use of local school boards on request, and should be prepared to offer suggestions concerning equipment and maintenance.

The importance of the problem of education for negroes in Arkansas should be recognized by the appointment of a director who, by reason of his special training, experience, and qualifications for this work, will command the confidence and support of the people of both races. The white people of Arkansas have, in fact, at least as much at stake as the negroes in any decision as to what educational opportunities shall be provided for the latter.

In common with many other offices, the department of education is inadequately provided with clerical assistance. The additions suggested will increase the effectiveness of the work and make possible more complete utilization of the expert knowledge and abilities represented by the staff.

---

## Chapter VI.

### THE TEACHERS.

Even if school buildings, grounds, and equipment are all that can be desired, it is impossible to have good schools without capable teachers. The demands of the modern school call for teachers who



are physically qualified to stand the strain of exacting classroom work, who come from homes of refinement and culture in which the needs as well as the ideals of public education are fully appreciated, and who have the requisite maturity, general education, and professional preparation to cope with the intricate problems of child development, school organization and management, and courses of study.

That the school-teachers of Arkansas, as a body, meet some of these requirements is clear to any observer and is demonstrated by the data presented.

The teaching staff is composed of persons of maturity and experience. Five-eighths of the teachers reporting, 62.8 per cent, have taught school three years or more. However, most of this experience has been obtained in Arkansas, and more than 60 per cent of the teachers had been in their present positions less than one year at the time of reporting to the survey.

An examination of the data on education and training of teachers discloses at once one of the fundamental reasons why public education in Arkansas has lagged so far behind conditions in other States.

Standards of professional preparation which are coming to be more or less definitely recognized provide that elementary-school teachers should have not less than two years of normal-school training, based on graduation from a four-year high school; high-school teachers should have not less than four years of normal-school, college, or university training, which should include professional courses in secondary education, based on graduation from a four-year high school; superintendents, principals, and supervisors should have not less than the training expected of the teachers under them and from one to three years of additional study, including special study of problems of organization, administration, and supervision.

In Arkansas only about one-half of those occupying supervisory positions have had four years of high school; 60 per cent have had no normal-school training, and 50 per cent have no college or university training, except in summer sessions; less than one-third have had the minimum amount of preparation expected of high-school teachers—graduation from college.

The teachers as a group are lacking in both general education and professional preparation for their work. Less than one-fourth of the teachers in places under 200 population have had four years of high school, and less than one-half of those in the larger communities. Eighty per cent of the former group and 70 per cent of the latter had no normal-school training of any kind, not even in summer sessions, before beginning their careers as teachers.



Some encouragement is to be found in the substantial numbers in all of these groups who have sought further education and professional training since they began teaching, but obviously the task remains of stirring up the ambitions of many others in this regard.

#### DIVIDED RESPONSIBILITY FOR BACKWARD CONDITIONS.

It is to be noted that, while a certain amount of criticism properly attaches to many individuals who have been content to remain in teaching positions while making so little effort to prepare themselves for their exacting duties, the responsibility for existing conditions belongs chiefly to boards of education, school patrons, and the public generally, and in part to the lack of aggressive leadership. The citizens of Arkansas have not provided in their public-school system conditions which stimulate teachers to more adequate professional preparation, and which adequately reward those who will invest the necessary time and money to secure such preparation.

#### TEACHER-TRAINING FACILITIES.

##### THE NORMAL SCHOOL.

In the spring of 1908 the State legislature passed a law providing for the establishment of a State normal school. After receiving bids from several communities, the school was located at Conway, about 40 miles northwest of Little Rock. The school is therefore fairly accessible from all parts of the State which possess railway facilities.

##### THE BOARD OF TRUSTEES.

The board of trustees is composed of the State superintendent of public instruction, the State auditor, the State treasurer, and four other persons appointed by the governor for terms of four years each. The State superintendent is ex officio chairman of the board. The board has the usual powers for the conduct of the school.

It must be apparent at first sight that neither the State auditor nor the State treasurer is by virtue of his office interested in anything but the routine financial administration of the school.

Since there are also separate boards for each of the four district agricultural schools, it must be apparent that the educational institutions have a surplus of boards which are practically useless from an educational point of view and which serve chiefly to rally friends in and out of the legislature for appropriations for their respective institutions. In such an arrangement there is no opportunity for coordination of effort, elimination of unnecessary and useless duplication, or the formation of State educational policy. The present



normal-school board should be abolished and its functions added to the State board of education, with some arrangement for annual conferences between representatives of the State board of education and the university board, in order to eliminate useless duplication of effort and to promote harmonious action between the university and the normal school.

#### THE EQUIPMENT.

The equipment of the normal school is totally inadequate for superior work.

#### THE FACULTY.

There are 23 members of the faculty giving all or practically all of their time to instruction in the secondary or collegiate work done by the school. Of this number 16 have graduated from higher institutions of good rank or have secured a master's degree from reputable graduate schools.

The teaching experience of practically all the members of the faculty is quite adequate. Only four have had 3 years or less of teaching experience. The average is about 12 years and the median about 10 years.

The teaching loads are in general excessive.

The average number of hours of teaching is 18. Twelve of the 23 members of the faculty teach 18 or more periods.

The size of the classes is not excessive. Ninety-four of the 106 contain 30 or fewer students.

#### SALARIES.

Up to this time the school has undoubtedly suffered from the fact that the best prepared teachers and supervisors have ordinarily preferred to accept positions in other States where opportunities and teaching facilities were better. It seems clear, therefore, that the standard of the salaries at the normal school should be raised from 10 to 15 per cent and that considerable care should be exercised in securing better prepared and more efficient members of the faculty.

#### STUDENTS.

The free-scholarship provision of the State law, linked as it is with the requirement of students to teach in the State after graduation, is a dead letter. There is no present danger that the normal school will be overrun with students. Indeed, the only present concern should be whether the school is turning out one-tenth as many graduates as are needed in the Arkansas schools.



The requirement of graduates to teach two years in the schools of Arkansas deserves but little more consideration. Not a dollar has been collected from persons failing to comply with the plain provision of the law.

It is clear that as a means of drawing graduates into the teaching professions of the State it has so far exerted a negligible influence. Indeed, no provision of this kind can compare in drawing power to the payment of such teachers' salaries as are adequate to induce graduates to enter that profession. For this reason the commission recommends the abolition of the entire scholarship system, including the pledge to teach in the schools of the State.

The evaluation of entrance records is extremely unsatisfactory. In fact there is practically no attempt at doing this work at the time students enter the normal school.

Such a lax, unbusinesslike way of admitting students deserves the severest condemnation. There can be no adequate guaranty of the quality of work done by students unless the official record of their previous training is known by officials and faculty.

#### NEED FOR MORE TEACHER-TRAINING FACILITIES.

Of all the States in the Union which maintain separate teacher-training institutions, Arkansas ranks next to last in normal-school students per unit of population and at the very foot of the list in the proportion of students who are trained in the State in which they reside.

Arkansas has scarcely made a beginning at inducing her residents to train for the teaching profession, and more than three-fourths of those who are taking training above high-school grade resort to institutions in neighboring States for their training.

#### RURAL-SCHOOL NEEDS NEGLECTED.

No trustworthy comparisons for the two years can be made without complete figures for the current year, but certain conclusions are perfectly evident. In the first place, the normal school is training a negligible number of students for the rural schools.

Perhaps so long as rural and village school teaching in Arkansas is no more attractive than it is at present those persons who have sufficient initiative to want four years of teacher-training work above high school will naturally seek positions in the secondary schools. Nevertheless, with the university preparing students for the secondary schools in teacher training which in every way is superior to that which for some years can be attempted at the normal school, and with a number of privately supported colleges in the State sending their graduates into the secondary schools, there



seems every reason for the normal school to confine its teacher-training efforts to the elementary schools. Evidently it was this field that the school was intended to serve in the beginning, and it is doubtful if the leading educational officials of the State at present realize that the school is veering strongly to the training of high-school teachers.

#### THE TRAINING SCHOOL.

The training school occupies three classrooms in what is known as the training-school building and two or three rooms in the science building.

The weaknesses of the training school are more apparent than those of any other part of the normal school. The quarters are wholly inadequate, both in number of rooms available and in their construction. Taken in conjunction with the fact that there is almost no opportunity to see teaching properly demonstrated by the critic teachers, it becomes altogether too apparent that the training school is as yet a very weak agency for the discharge of this important function.

#### OTHER TEACHER-TRAINING FACILITIES.

According to regulations adopted by the State board of education about 10 years ago, certain high schools in the State have established teacher-training departments under the supervision of that board. Seventeen units are required for graduation, three of which must be of professional character. For this work the high schools receive from the State board a subsidy not exceeding \$600 per annum.

The work in these teacher-training courses, with perhaps the exception of that in Little Rock, is far from satisfactory. There is practically no opportunity to do practice teaching. The observation work is perfunctory. The professional courses are in every instance taught by local school principals or administrators who are very busy with other duties. The classes are usually small and lacking in vitality. On the whole, their influence has so far been negligible, and it is doubtful whether they offer any possibility of a satisfactory solution for adequately training teachers for the elementary schools, either city or rural.

The need for additional teacher-training facilities has been so apparent that in 1921 the State superintendent of public instruction made arrangements with each of the four district agricultural schools to offer in the late spring and early summer a six weeks' teacher-training course.

Although there was a little difficulty in selecting instructors properly equipped to conduct the work at all the schools, the results



secured during the six weeks seemed ample to justify the continuation of these short courses during succeeding years.

#### ADDITIONAL FACILITIES FOR TEACHER TRAINING NECESSARY.

That additional facilities for the proper training of teachers for the schools of Arkansas are urgently needed there can not be the slightest doubt. It should be realized, however, that provision for extending the teacher-training facilities of the State is predicated on two things: (1) The adoption and enforcement of regulations requiring a reasonable but definite standard of subject matter and professional preparation for teaching in the elementary grades, and (2) the raising of teachers' salaries to such a point as will induce persons so prepared to accept teaching positions.

In view of the low requirements in subject matter and professional preparation now in effect for teachers in Arkansas, it is obvious that high standards can not be adopted immediately. Moreover, it will obviously be necessary to make a distinction between white and colored schools, respectively. A definite beginning should be made by requiring of teachers in white schools two years' preparation beyond graduation from elementary school. Thereafter the requirement should be raised periodically until it reaches to one or two years beyond high-school graduation or the equivalent. The following scale of teacher preparation in white schools for the several years is recommended:

- September, 1923, two years of high-school work or equivalent.
- September, 1925, three years of high-school work or equivalent.
- September, 1927, four years of high-school work or equivalent.
- September, 1929, one year above high-school graduation or equivalent.
- September, 1932, two years above high-school graduation or equivalent.

In all cases definite and appropriate amounts of professional subjects should be included in the curricula.

In order that a beginning may be made toward meeting this demand, it is recommended that plans be made immediately to double the capacity of the present normal school. This increase in facilities will require the following financial outlay for buildings:

One training-school building with 12 classrooms and small assembly room	\$100,000
One auditorium with capacity of 1,200, with gymnasium in basement	100,000
One dormitory for men, capacity of 100	100,000
Two dormitories for women, capacity of 100 each	200,000
Total for new buildings	500,000

The total annual charge for maintenance would probably be increased from the present allowance to \$150,000. In order to raise



this sum it will be necessary to increase the mill tax from 20/100 of 1 mill to 25/100 of 1 mill. It would also be necessary to levy an additional mill tax of 20/100 of 1 mill each year for four years to carry out the building program.

Another plan which offers great possibility in the preparation of rural-school teachers particularly is the use of three of the four district agricultural schools as teacher-training centers, as discussed elsewhere in this report.

#### CERTIFICATION OF TEACHERS.

*Salary and length of term.*—The State should adopt a program providing for a gradually increasing minimum requirement for all certificates as to academic and professional preparation, extending over a period of years, the ultimate goal contemplating graduation from a standard normal school as the minimum prerequisite for the lowest grade of certificate—this goal to be attained in 1932. The plan should include a salary scale setting a reasonable minimum by statute and leaving the actual fixing of minimum requirements for each grade of certificate to the State board of education. Probably the law should provide that such action should be one of the annual duties of the board.

*To be accomplished in 1923.*—The legislative assembly of 1923 should enact into law a bill providing for a division of certification in the State department, in which all certificating powers should be centralized. Cities or other independent districts may demand additional qualifications, but should not reduce the minimum requirements. An appropriation should be made for the support of this division, which shall include at least a director and one clerk.

The law should prescribe as a minimum requirement the completion of the tenth grade, and in addition 12 weeks of professional preparation, to be effective after a definite date, probably September, 1924. It should also provide that the State board of education shall make regulations concerning the number and classes of teaching certificates, and shall fix regulations for the same, in addition to the minimum prerequisites fixed by law; that the board shall provide for at least seven classes of certificates, with at least two grades of each, namely: Standard and provisional, depending on qualifications demanded. The classes of certificates should be at least the following:

1. Certificates in school administration, to be exacted of State and county superintendents.
  - (a) Standard.
  - (b) Provisional.
2. Certificates in supervision. Exacted of supervisors, (a) and (b).



## 3. Principal's certificate.

(1) Elementary schools, (a) and (b).

(2) High schools, (a) and (b).

4. High-school teachers' certificates. Prescribing the subjects to be taught, (a) and (b).

## 5. Elementary teachers' certificates.

(1) Primary, (a) and (b).

(2) Intermediate, (a) and (b).

(3) Grammar grade, (a) and (b).

6. Special subject certificates in kindergarten, music, manual training, etc., (a) and (b) for each.

## 7. Special rural-school certificates, (a) and (b).

High-school certificates should be valid in high schools and in grammar grades of elementary schools; elementary-school certificates and rural-school certificates should be valid in elementary schools—rural or city; special-subject certificates should be valid for teaching the subject for which issued only. Requirements for elementary teachers of the different kinds and special rural-school certificates should be equivalent and certificates interchangeable; they are intended to represent special preparation along the particular line indicated.

*To be accomplished in 1925.*—The statutes should provide that the minimum prerequisite be raised during the legislative session of 1925, effective September, 1926, to represent completion of the eleventh grade and 18 weeks of professional preparation.

*To be accomplished in 1927.*—Prerequisite raised to high-school graduation plus 24 weeks of professional preparation, effective September, 1928.

*To be accomplished in 1929.*—Prerequisite high-school graduation plus one and one-third ( $1\frac{1}{3}$ ) years of professional preparation of higher grade, effective 1930.

*To be accomplished in 1931.*—High-school graduation plus two years of professional preparation in higher grade, effective 1932.

*Salary.*—The certification law should be accompanied by a provision fixing the minimum salary for those fulfilling the minimum requirements, and should provide that the State board of education should prescribe the minimum salary for teachers holding each grade of certificate set forth in its regulations, which salary shall increase as requirements increase. There should be no discrimination made as among rural, elementary, and high school teachers except as based on qualifications including successful experience, but not on the type of work pursued; in fixing the salaries the board shall use its best judgment and consider conditions at the time as to cost of living, teacher supply, etc., provided that the increase prescribed shall be at least \$50 per year for each additional step in the certifica-



tion scale as fixed by the board. The following minima are suggested for consideration:

	Per year.
1925—6 months' term.....	\$420
1927—7 months' term.....	560
1929—9 months' term.....	810
1931—9 months' term.....	1,000

## Chapter VII.

### THE RURAL SCHOOLS.

*Arkansas an agricultural State.*—Arkansas is preeminently in people and resources a rural State. If we except Mississippi and North and South Dakota, she has a larger percentage of rural people than any other State. There are no large cities and relatively few small ones. Eighty-three per cent of the people live in communities whose population is 2,500 or less. If we deduct from the total those also who live in the 301 towns and villages with less than 2,500 people, we have remaining 72 per cent—probably a close approximation to the proportion actually living on farms.

In any consideration of the facilities of the State, those furnished the children in rural communities are of special importance. In the hands of these children rests the future of the State in wealth and importance, in citizenship and culture.

#### THE COURSE OF STUDY AND THE RURAL SCHOOLS.

A system of education to be effective must take hold on the life of the people. It must afford an equal opportunity to all for the kind and degree of education that will develop the native ability and the highest spiritual welfare of each. It must prepare for life, for making a living, and for the responsibilities of being a good citizen. These principles are alike for all. Their application may differ according to local environment and special needs. In Arkansas their application would involve certain differences in the course of study and school organization in rural schools to provide for those special needs which are of paramount importance in the development of the State and the welfare of the people.

#### EDUCATION FOR THE EFFICIENT PURSUIT OF AGRICULTURE AND FOR RURAL LIFE.

Since agriculture is and will long remain the occupation and source of wealth of a large part of the people of Arkansas, the schools should assume the responsibility of educating young men and women who will intelligently develop its agricultural resources and build up a progressive farm population.



**EDUCATION FOR HEALTH AND PHYSICAL WELFARE.**

The importance of health is apparently not fully understood in Arkansas. The warm climate, the need for drainage of its sluggish streams and swamps, the prevalence of mosquitoes and other insects which abound under these conditions give rise to diseases not prevalent in other localities. There is a high percentage of adult illiteracy in the population and still more of the nearly illiterate, all of whom have no training in proper food selection, who raise little garden truck and live stock to furnish variety of food in the way of vegetables, milk and butter, and the like. The whole situation is such that careful consideration of food values and health habits is essential.

Cities may by public ordinance, or by other action of relatively few individuals, make proper provision for the health of their people. On the farms, however, sanitation is a matter of individual responsibility to a great extent. Therefore the schools should make adequate provision for instruction of the kind needed. The condition of the school buildings and grounds should be such as is conducive to health and physical development.

**OTHER PHASES OF THE COURSE OF STUDY.**

Arkansas needs a new course of study which will meet these and other needs of rural schools. At present the majority of the teachers in these schools are following the sequence of topics given in the textbooks. There is neither intelligent initiative in their use nor unity of procedure among schools in the subject matter used except as different teachers happen to be following the same text in the same desultory way. The course of study should be organized in relation to and from the viewpoint of the experiences and environment of the children for whom it is prepared. It should recognize modern phases of education now apparently almost or wholly ignored. In the elementary schools, for example, music and literature, the fine and industrial arts, should be included, with emphasis on appreciation. Nature study, elementary agriculture, sanitation and hygiene, industrial work of the kind appropriate to the immediate environment, dramatization, story-telling, should have generous provision in the course. It should aim especially to be helpful to teachers in the organization of subject matter and methods of teaching.

**THE RURAL TEACHERS: PREPARATION, SALARY, AND TENURE.**

In considering the needs of the State as to a teaching staff the committee decided to base its judgments and recommendations on observation and study of two major considerations—teaching personnel and the quality of instruction given.



No State can have a satisfactory school system until it makes ample and satisfactory provision for preparing and keeping a staff of well-trained teachers. Arkansas suffers seriously in respect to the kind of teachers employed in rural communities. This is due in large part to the following reasons: (1) Salaries are too low to attract young men and women of ability and adequate preparation for teaching; (2) the law by which teachers are certificated makes it possible for candidates to teach with no academic or professional preparation beyond that received in the elementary grades; it does not encourage initial preparation nor the continuance of training in service; (3) the facilities for preparing teachers for rural schools are entirely insufficient.

Of the rural teachers reporting to the survey, 22 per cent have common-school education only; 24 per cent (less than one-fourth of the total number) had finished high school; 18 per cent had some normal training (from one to four years) but not in all cases the equivalent of graduation or two years above high school; and 13 per cent had some college work.

Relatively few teachers continue their training after coming into the service. This is to be expected when requirements for entering the profession are low. It appears from the data given by teachers themselves that 7 per cent have completed one year, and 5 per cent from two to four years of normal-school work during their teaching experience; 42 per cent report attending summer school four weeks or longer.


It may seem paradoxical, but experience in other State indicates that the best way to secure an adequate teaching supply is to demand of candidates for certification gradually increasing academic and professional qualifications. The teacher of the future should be expected to enter the service from the teacher-training institutions only. Graduation from a standard normal school, giving two years of work above high-school graduation or equivalent preparation and offering specialized training for definite grades and classes of work, should be the ultimate minimum requirement for elementary teachers.

There are 13 counties in the State in which no teachers employed in the rural schools have training of standard normal or college grade; in 26 other counties, only 7 per cent; and in 36 of the best counties only 22 per cent have such training.

#### TEACHERS' SALARIES.

Very little need be said about the salaries of rural teachers. No mathematical genius is required to discover why so few of them spend time and money on professional preparation.





Effective remedies are recommended elsewhere in the report. The people of Arkansas who have children to educate should suffer no delay in applying them. This is the very crux of the situation.

#### LENGTH OF TENURE OF RURAL TEACHERS.

How long are the teaching lives of Arkansas teachers, and how long do they remain in the same school? This is another consideration of importance. Even superior teachers can not accomplish good results in a few months.

Nearly 90 per cent of the teachers report one year or less than one year of service in the schools in which they are teaching. The other 10 per cent report two years or more in the same school.

This unfortunate tendency of rural teachers to wander from one school to another at the end of each short term is in itself an almost insurmountable obstacle to effective school work. A good teacher is worth more the second term than the first. His value continues to increase with service, at least for a reasonable period. No teacher can in one term familiarize himself with the individual needs of a group of children or study the conditions of the community in such a way as to organize the school work to meet its needs. Regardless of all considerations of qualifications and ability, constant change of teachers results in a distinct loss to the progress of the children.

#### PREPARATION OF TEACHERS FOR RURAL SCHOOLS.

Arkansas has no adequate facilities for preparing teachers for rural schools. If children in the city schools should be taught by teachers of ability and education, children in the country should be for the same reasons.

Rural teachers are isolated, unable to benefit by the advice of and discussion with others engaged in the same kind of work. They must teach six to eight grades, while city teachers may specialize in either grades or subjects and have the assistance of principals and supervisors. The adverse conditions with which the rural teacher must contend make demands on her ability more rather than less insistent in the rural than in city schools. Teacher-preparing facilities should be adequate and especially fitted to supply this greater demand.

#### INSTRUCTION IN RURAL SCHOOLS.

The most important thing in any educational system is the kind of instruction provided for the pupils. All other considerations are secondary; this is primary. Unless good teaching is furnished, a system of schools must be considered poor.



## A RATING OF TEACHERS OBSERVED.

Members of the survey staff observed and rated 258 teachers at work in the rural schools of 17 counties.

The average or typical teacher has good health, is reasonably good in her use of English, fairly enthusiastic and attractive to the children, but is not making much effort to interest the community in the work of the school. She keeps a dirty schoolroom, badly ventilated, and does not adjust window shades properly, even if she has them. Her pupils are allowed to slouch badly. She fails to apply the things taught to the lives of the pupils or to introduce topics or materials from the lives of the children. Most of her work is "textbook" work, and her pupils are not much interested in school work. There is very little demand that the pupils think for themselves. The teacher does not know exactly what she is trying to do, nor does she thoroughly understand her subject matter. She fails to use illustrative material, even when such material is readily available. Her pupils are reasonably polite and industrious, but a good deal of time is wasted in passing back and forth from classes or playground.

The teachers are a fine group of people, but they are not prepared to do well the work they are attempting.

## MEASUREMENT OF RESULTS OF INSTRUCTION.

The best measure of a school is the work that it accomplishes. The ability of children to do things they have been taught to do is the real test of the efficiency of a school system.

To test each child in the rural schools of Arkansas in all the subjects taught in school would require a great deal of both time and money.

The arithmetic test was given to children in grades 3 to 8, inclusive.

In all, 3,824 pupils were tested, of whom 1,403 were in one-teacher schools and 2,421 in rural schools having two or more teachers.

Two very interesting things are brought out by this test:

First, children in the same grade differ greatly in their ability to work arithmetic examples. For instance, some children in the third grade can not work any of the examples, while some can work 21 or 22 examples. The same kind of difference exists in each grade. This means that children of very different abilities in arithmetic are put into the same class. This makes it impossible for the teacher to plan the work of the grade so that it is difficult enough to be worth while for the better students, and at the same time easy enough so that the pupils of less ability can do the work.

Second, there is a great deal of overlapping of grades in ability to work arithmetic examples. Many of the seventh-grade children



can do better than most of the eighth grade, and even some of the third grade can do better than the poorer ones in the eighth grade. This means that many of the children are incorrectly graded for their work in arithmetic.

The results in the one-teacher schools in Arkansas are poorer than the results in the larger rural schools; the larger rural schools show poorer results than the city schools; the city schools are below the results in southern school systems in general; and the South, as a whole, is below the standards for the entire United States.

It may be helpful to state the deficiencies in terms of years of school work. The seventh grade of the one-teacher schools of Arkansas is below the sixth grade of the city schools in arithmetical ability; it is about halfway between fifth and sixth grade achievement of southern schools in general, and about halfway between fourth and fifth grade standards for the country as a whole. Using the achievement in southern school systems as the basis of measurement, the fifth grade of the one-teacher schools in Arkansas is 0.7 of a school year behind, the sixth grade is practically a year behind, the seventh grade is a year and a half behind, and the eighth grade is 1.6 years behind.

#### SPELLING.

To find the spelling ability of Arkansas rural-school children, lists of words were selected for each of the elementary-school grades except the first, and a separate list for the high school. The words in these lists were so chosen that each grade should make an average score of 73 per cent; that is, 73 per cent of the words should be spelled correctly by each grade to equal the standard. The list for the high school was so chosen that the ninth grade should spell correctly 73 per cent of the words.

The results of these tests are given for 12,888 children in 278 white schools located in 53 counties. In no grade does the average score equal the standard. The sixth grade, which made the highest score, lacks 13 per cent of being standard, and the second grade, which made the lowest score, lacks 26 per cent of being standard.

#### SUMMARY.

Each of the three lines of investigation bearing on the instruction given in the rural schools of Arkansas indicates that the situation in this respect is very bad. The teachers are poorly prepared for their work. They lack fundamental school training in academic subjects, and quite commonly are absolutely without special training for teaching.



The lack of preparation of these teachers is evident in their work. Personally these teachers form an admirable group, but their work does not show a knowledge of how to care for the physical welfare of the pupils in their charge, of how to teach, or of how to manage a school.

The measurement of the results of instruction indicates that the country school children of Arkansas are not able to do so good work as children in corresponding grades in city schools or in other sections of the country. These children are handicapped for life because Arkansas does not furnish them instruction of proper quality or in proper quantity.

The problem of improving the instruction in country schools is one that concerns the preparation of teachers for their work, the supervision of teachers in their work, the lengthening of the school term, and the proper payment of teachers.

#### THE SCHOOL TERM IN RURAL SCHOOLS.

Data concerning the school term are not kept separately for rural and city schools in the official reports, therefore exact data on the rural school term and exact comparisons between length of terms in city and rural schools can not be given. However, since practically all cities and towns in the State maintain 9 months' schools, certain facts concerning the term in rural schools are evident from the data obtainable.

Data for rural schools only indicate that at least half of them would be found to have school terms of 5 months or less. Of the 320 schools reporting a term of 9 months during the current year, between 85 and 90 per cent are urban;<sup>4</sup> while all of these reporting terms 6 months or less are rural schools.<sup>4</sup>

Reports examined from the few counties from which detailed figures were available show that the length of term varies greatly among schools within the county, as well as among counties. In one county the average term was 138 days (1920 report of the State superintendent). It is one of the 32 counties in the State which have an average term of more than 130 days, or 6½ months. The county is, therefore, not a typical one but reflects conditions in rural schools in a county which, taken as a whole, is above the average. The table shows that more than half the schools have a term 5 months or less in length, and that 28 schools, or 43 per cent of the total number, have school only 4 months or less during the year.

The standard term in the United States is 180 days, or 9 months. There is a general tendency to increase rather than to decrease it

<sup>4</sup> Estimate by officials of the State department of education.



in length. Courses of study in Arkansas as well as in other States are planned with the idea of a term 9 months in length. Children in the cities and towns and in some rural districts in this and other States have the advantage of this much schooling each year.

The people of Arkansas must know that rural children can not accomplish in 3 or 4 months at school per year the standard work of a grade planned to be done in 9 months. If children in Arkansas who attend school 9 months per year require 8 years to complete the elementary grades, then children of the same ability will need 24 years if the school term is 3 months in length to complete the same amount of work. If these latter children enter at the age of 6, and go to school regularly, they may be expected to complete the elementary course at the age of 30, while the children of the same ability who attend school 9 months each year finish the same course at the age of 14 years.

Arkansas is still suffering from an old practice, fortunately outgrown in most States, of dividing the term into two sessions; and from the still more disastrous practice of employing different teachers for each session. Even without legislation requiring it, the rural people of the State should put an end to this situation and maintain only continuous school terms.

#### SCHOOL ATTENDANCE.

Attendance data for schools are difficult to secure in Arkansas. This is due in part to the general failure to keep accurate and complete records, and in part to the fact that teachers' registers are turned over to local trustees at the close of the year rather than to the county superintendents. Consequently, it was impossible for the survey to secure definite information on this important topic. A number of county superintendents were appealed to for detailed information, but without success.

The adoption of a systematic plan for the collection of data and keeping of records on all kinds of school activities is an important function of school officials and a recognized necessity of every well-organized system.

Arkansas is below the average for the United States in nearly all items. The schools fail especially to enroll in any adequate numbers the children of the ages usually included in compulsory attendance laws—that is, from 7 to 15.

While complete data on attendance for the State could not be obtained, the survey was able to secure a complete account of the attendance in the schools of one county for the school year 1920-21.

Of the 32 schools in the county, 22 have a term of 60 days or less. If all children enrolled in these schools attend regularly, they will



get about one-third as much schooling per year as they should, judged by the standard term length for the United States. However, the figures show that it is very common experience in this county for children to miss from 15 to 30 per cent of the short term offered. In 22 of the schools the average child attends school from 29 to 59 days only; in the remaining 10, from 59 to 147 days. Only by accident or the possession of superior intelligence or some other unusual circumstance is it possible for children to receive an education under such conditions.

Observation and data both indicate that the comparative indifference of the country people to the need of educating the children and laxness in the enforcement of the compulsory attendance law are resulting in the continuance of rather than in the eradication of illiteracy among rural people.

### THE CHILDREN IN THE RURAL SCHOOLS.

One method of judging of the efficiency of a school system is to examine its plan of child accounting, and to determine the degree of success with which the pupils are classified and graded. Are the children properly sorted out and arranged in classes according to ages and general scholastic attainments?

To answer this question it is necessary, first, to secure information concerning the ages of children and the grades to which they are assigned. A table showing these facts concerning a school or a school system is called an "age-grade distribution." At the time of the survey no person or office in Arkansas was in possession of these facts for the State. From reports submitted by individual teachers information is available for 42,584 white pupils, in 1,080 schools, located in places of 200 population or less.

It is apparent that the reason for the plan of classifying children in grades is that they can work together most profitably and economically in groups of about the same age, ability, and accomplishment. Children of the same or nearly the same age are usually alike in tastes, interests, inclinations, and general development and may be



lined to be accomplished in the fourth grade and the methods of instruction to be employed are properly adapted to the requirements of children of about 9 or 10 years of age who have already had three years of schooling, then the work can not be of any real interest to youth of, say, 14 years and over, nor can the assignment of such youth to work with the younger children be associated with substantial benefits to either group.

Such excessively wide variations in the ages of children in various grades indicate that the schools are operating under great disadvantages, and hence ineffectively and uneconomically.

It is assumed that the normal child will enter school at 6 or 7 years of age and complete the work of one grade each year. It follows that, under normal conditions, children 6 or 7 years of age will be found enrolled in the first grade; those 7 or 8 years of age in the second, and so on. In studies of this sort made in different sections of the country children have been designated as of normal age, when the above conditions are fulfilled, as under age or below normal age if they are younger than these ages, and as over age or above normal age for the grade if older than indicated.

More than half of the 42,584 rural children, 54.4 per cent, are above the normal ages for the grades in which they are enrolled. In only 5 out of the 12 grades are more than one-third of the pupils of normal age for the grades to which they are assigned.

These figures should be studied by every citizen in Arkansas, for they show clearly and comprehensively certain very important facts about the rural schools of the State.

(1) In the 1,080 schools reporting, on the basis of 3,998 children entering each year, there should be approximately 24,000 pupils in the first six grades. Instead, there are 35,882, an excess of nearly 12,000. This means that the schools are handicapped by a duplication of effort to the extent of nearly one-third, due to the piling up of children in these grades by reason of failure of promotion.

(2) On the same basis, there should be approximately 24,000 pupils in grades 7 to 12, inclusive. Instead, there are only 6,702, or 27.8 per cent of the number that should be there if all children are carried through high school.

(3) It should be noted that these estimates are conservative, since they are based on the number of children of ages 6 to 10, inclusive, who are reported as actually enrolled in these schools. All the evidence available indicated that these reports do not account for all the children of these ages in these districts.

No school system has yet been able to carry 100 per cent of its children through high school. Under present social conditions, this probably represents an ideal impossible of attainment. Nevertheless,



Arkansas must face these facts and must determine to make radical improvements if its obligations to the next generation are to be met.

Considering the group of rural children as a whole, only 39 per cent are of normal age; 5.6 per cent are under age; while 55.4 per cent are over age, or from one to five years above the normal ages for the grades in which they are enrolled. If the data by grades are examined, the conditions are still more alarming; the only grades in which are found reasonable percentages of children of normal age are the first and second. The number of children enrolled in the first grade who are 5 years of age accounts in part for this fact, even though these children are, perhaps, in the group which later, in the middle ages, is most apt to be retarded. In the sixth, seventh, and eighth grades the tables show very low percentages of normal-age children, while the average group is particularly large. This condition grows more serious with each year in the secondary school. The most lamentable phase of this is not only that children are over age and in most cases retarded, but that because they are over age or retarded or both they tend to drop out of school as soon as they become 14, 15, or 16 years of age, in spite of their meager education. Few rural children finish the elementary school; still fewer enter or complete high school.

#### RURAL SCHOOL CONSOLIDATION IN ARKANSAS.

Arkansas has made a beginning toward consolidating small schools in rural communities. The "consolidated" school, as it is coming to be interpreted in the minds of students of the subject and in the States which are now making the greatest progress in this direction, is one which includes not only all the elementary grades but an approved four-year high school. An adequate taxing unit and a sufficient number of children to make such a high school possible are also understood as requisites of a standard consolidated school.

Of the 170 schools reported, the majority are very small and can scarcely be considered as exemplifying the merits and advantages of a genuine consolidated school.

Arkansas is a State in which further development of consolidated schools is both practicable and economical. The rural population is reasonably concentrated, especially in the Delta section. In fact, there are few counties, and those are mostly in the northern mountain district, in which consolidation is not practicable. In all of the counties visited by the survey country schools in charge of one or two teachers were found with very large enrollments; many one-teacher schools enrolled 60 to 100 children and were located within a mile or two of each other. The most cursory observation disclosed numerous possibilities of centralizing schools which apparently have so far received little or no consideration.



Lack of progress in this particular is one of several indications of the need of strong educational leadership.

### RURAL SCHOOL BUILDINGS AND GROUNDS.

The efficiency of any school or system of schools is determined to some extent by the character of the school plant.

The survey staff investigated by personal visits 173 rural school plants in 19 counties and secured data from reports on rural school buildings (for white children) from 62 county superintendents.

### SUMMARY.

The rural school buildings in Arkansas are very unsatisfactory. In the main they are unsightly and poorly kept. They do not provide even reasonably well for the physical comfort or welfare of the children who are forced to attend them. Their lack of proper toilet facilities is an offense against childhood and against decent citizenship. Good teaching in most of the rural schools would be very difficult, because of faulty arrangement and failure to provide even such necessary equipment as good seats, desks, and blackboards.

As the provision of a Commonwealth for the training of its future citizens, the rural schools of Arkansas constitute a veritable tragedy.

### COUNTY SUPERVISION.

Arkansas has adopted a progressive method of selecting county superintendents. The legislature in 1919 enacted a law which provides that this officer shall be appointed by a county board of education composed of five members elected from the county at large for five-year terms, one of which expires each year; that after 1923 the State will pay \$1,500 toward the salary of the superintendent, while the county board may make any addition to this minimum salary which it sees fit; and that the State board of education shall fix a minimum standard of qualifications to be exacted of all candidates for the position of county-superintendent. Beginning with 1923 the qualifications will be graduation from a normal school or equivalent preparation, with gradually increasing educational and professional qualifications until the maximum standard set by the board is reached. All this is in line with the best practice so far as the appointment of the county superintendent is concerned.

The law became effective in January, 1920, approximately one year before the data referred to herein were collected and before the visits made by the survey. A few counties had established the superintendency before that date and had a county superintendent elected by the people. However, in the majority of counties only county



examiners had been provided. They assumed few duties beyond that of conducting teachers' examinations. Naturally the results of the new plan have not yet been fully worked out in many counties.

Among the accomplishments of the county superintendents reported to or observed by the committee the following are worthy of mention:

Thirty superintendents have divided their counties into sections, and hold group meetings of teachers for discussion and study of reading circle books.

Eleven report the use of county libraries by teachers.

Twenty-four send circular letters to teachers giving suggestions for improvement. Of these, six make suggestions on methods of teaching.

Three report county teachers' associations. Three report the use of score cards for rating teachers.

Seven are making an effort to organize school improvement associations in all districts.

Six hold county contests in athletics, public speaking, club work, music, and reading.

Seven hold directors' meetings.

One superintendent requests teachers to send lesson plans to the office; two prepare examination questions for promotion; three use newspapers for reporting school news; two encourage teachers to visit other classrooms.

These instances show that some progress has been made toward securing effective administration and supervision of rural schools. The county boards have the authority to employ trained and experienced educators to fill the position of county superintendent and to hold them responsible for getting definite educational results. The people in turn can and should hold the boards responsible for securing such superintendents. So far neither have lived up to this opportunity in the majority of the counties.

#### WHAT GOOD LEADERSHIP MEANS.

A county system of schools, well administered and supervised—that is, with a capable superintendent in charge—will soon show signs of an aroused public interest in education. The physical conditions will show that a definite plan of operation is being followed in this respect and that the teachers are working under conditions which make good instruction possible.

In addition, signs of supervision will be apparent in the classroom. The trained, experienced superintendent or supervisor will organize the teachers under his charge for accomplishment of certain definite ends.



## NECESSITY OF SECURING A SUPERINTENDENT OR SUPERVISOR OF EXPERIENCE AND TRAINING.

The county boards of education have a splendid opportunity to serve the rural people of Arkansas by employing men and women of ability, training, and experience as county superintendents. Some progress has been made in this direction, but not enough. If a comprehensive program of educational advancement, such as is needed in Arkansas, is to be carried out at all, it must be done by superintendents who are leaders of the people and who stand pre-eminent in their profession.

## NEED OF INTENSIVE SUPERVISION.

Except in a few counties, the rural schools of Arkansas show little evidence of effective classroom supervision. Each school, in most instances, is a law unto itself, free to be as bad as the teacher allows it to be in organization, discipline, methods, and in the subject matter taught. Additional evidence of the unsystematic and unscientific procedure found in many of the rural schools is presented in the discussion of classroom instruction elsewhere in this report.

The county superintendents, while responsible, are not wholly to blame for this condition. They have little real authority and act largely in advisory capacity only. No supervisory assistants to the county superintendents are employed in any county, and in three only has the superintendent a clerk. A county superintendent can not alone visit all of his widely scattered schools often enough to give teachers practical suggestions on organization and methods and then follow up his visits to make sure they are properly carried out. He has not only too many schools but too much additional administrative and clerical work to make supervision possible. Indeed, satisfactory progress can not be made in this direction until a sufficient number of supervisors or supervising teachers are employed in each county.

In view of the distances to be traveled to reach isolated schools, the conditions of the roads of many counties, and other factors which enter to limit the number of visits a supervisor can make to the rural schools under his direction, it is evident that he can not do justice to a large number of schools. For the most effective work this number would preferably not exceed 25; certainly it ought not to exceed 35 or 40 schools. Probably no step can be so easily taken which will be of as great service to the rural schools of Arkansas as the employment of a staff of well-trained rural supervisors.



## Chapter VIII.

### URBAN AND VILLAGE SCHOOLS.

In this chapter the problems of public education in the larger communities are considered in three sections: (1) A brief presentation of certain data collected, relating to public schools in communities having a population of 200 or over; (2) public schools in cities under 10,000 population; (3) public schools in cities of 10,000 and over.

#### I. SOME DATA CONCERNING URBAN AND VILLAGE SCHOOLS.

In previous surveys, and in statistical investigations generally, it has thus far proved impossible to formulate a plan which satisfactorily distinguishes rural and urban schools. The attempt was made in this survey to secure data relating exclusively to rural schools by adopting an arbitrary division of communities into two groups—those under 200 population and those of 200 population and over. While it seems quite certain that the former group includes no schools not properly classed as rural, it is probable that some schools in the second group reported in this chapter are also rural. This situation is unavoidable under the survey limitations of time and expense.

#### THE CHILDREN IN THE SCHOOLS.

In 1918, the latest year for which the figures are available, only 83 per cent of the estimated white population of school age, 5 to 18 years, were reported as enrolled in school.<sup>5</sup> The total enrollment was reported as 461,591. The survey secured data concerning pupils in school in 1921-22 as follows:

In places having population under 200, white.....	42,584
In places of 200 population and over, white.....	78,217
Colored.....	22,588
Total.....	143,389

#### AGE-GRADE DISTRIBUTION.

It is not necessary to repeat here what is said in Chapter VII, The Rural Schools, concerning the significance of the table showing the age-grade distribution of the pupils in the schools. The almost complete lack of proper classification is clearly evident. Pupils who are 14, 15, 16, and 17 years of age are found scattered through all grades from the first year of the elementary school to the fourth

<sup>5</sup> Bu. of Educ. Bul., 1919, No. 90, Vol. III, Table 18, p. 125.



year of high school, inclusive. In the fifth grade are found pupils of all ages, from 7 years to 20 years of age, inclusive, and at least one who is 21 years of age.

In 8 of the 12 grades, second to ninth, inclusive, more than one-third of the pupils are too old for the grades in which they are enrolled. For the most part these are repeaters, for whose schooling the taxpayers are paying twice or three times or even more. Of the more than 78,000 children reported, only about three-fifths, 60.4 per cent. are of normal age or less for the grades in which they are enrolled.

#### A TEST IN SPELLING.

It was not possible to undertake an examination of the achievements of pupils in school subjects on a large scale. Two subjects only were chosen, spelling and arithmetic, and a sufficient number of pupils tested to justify some conclusions concerning the instruction in these subjects common to all schools.

The results of the spelling test in the rural schools are discussed in the chapter on rural schools. In the larger communities the test was given to 21,208 children in 83 cities and towns having population of 200 and over, in 56 counties. Each pupil was asked to spell 10 words, chosen from the Ayres list of words, which have been used in testing thousands of children in all parts of the United States, and in which the standard score for each grade is 73 per cent. In only one grade, the twelfth, is the average score equal to the standard, and this grade was tested on words adapted to ninth-grade pupils.

The results of the arithmetic test are presented in a later paragraph.

## II. PUBLIC SCHOOLS IN CITIES UNDER TEN THOUSAND.

The following 20 cities of less than 10,000 population were visited by one or more members of the survey staff: Arkadelphia, Batesville, Bauxite, Benton, Clarksville, Conway, Crossett, Fayetteville, Forrest City, Fordyce, Hope, Marianna, Monticello, Morrilton, Newport, Russellville, Searcy, Van Buren, Warren, Wynne.

The discussion of conditions prevailing in the schools will be treated under four general divisions: First, the pupil and his relation to the school; second, the supervisory officers and teachers; third, the course of study and general program of the school, which reveal the opportunities offered or denied the pupil; fourth, the buildings and their equipment.



## THE PUPIL AND HIS RELATION TO THE SCHOOL.

## (a) COMPULSORY SCHOOL LAW NOT ENFORCED.

It matters not what rich educational opportunities are offered, unless the children are there to enjoy them the money, time, and energy spent in furnishing the chance for mental training are wasted. In but one city visited was the compulsory school law strictly enforced. In the oft-repeated dictum that "The State educates its children in order to perpetuate itself," be true, then the State of Arkansas needs to be alarmed. Thousands of children are not attending school, first, because their parents do not realize the value and necessity for education, and, second, because the school authorities are derelict in the performance of their duty to enforce the law.

In one city when the investigator inquired with reference to the enforcement of the compulsory attendance law, the speaker was not aware of the tragic humor in his reply when he said: "Enforce the compulsory school law? I tell you, sir, the nonenforcement is our salvation. We already have more children than we can comfortably house. What would we do if we had them all?"

## (b) PER CENT OF ATTENDANCE.

The per cent of attendance is also entirely too low. The average seems to be about 74 in colored schools and less than 85 in the white schools. This occasions enormous economic and educational loss. The remedy is perhaps threefold: (a) A more interesting course of study; (b) better support from the parents; and (c) the enforcement of the compulsory school law.

## (c) NUMBER OF CHILDREN IN THE ROOM.

Good educational practice follows the plan of having not more than 35 children in a grade-school room, on the theory that individual instruction is limited and that group teaching is increasingly necessary as the number becomes greater. Yet, in many of the rooms visited in the white schools in Arkansas an enrollment of 60 or more was found.

It seems incredible, and yet approximately 2,400 teachers report an enrollment of 12,539 pupils in excess of the seating capacity of their classrooms. More than 600 teachers report that they are struggling with classes consisting of 15 or more pupils in excess of the number of seats available. This is one of the perfectly understandable reasons why a high grade of work is not being done in the



schools. Work of excellent quality could not be done under these conditions even by the most expert teachers.

The high-school enrollment in all cities visited is small compared with grade enrollment, again showing the need for arousing interest in the continuing of the pupil in school. Good work was seen in both grade and high school. The children as a whole are alert, hard working and eager to learn, and do unusually well, considering the physical difficulties under which they labor and the limited opportunities which are offered them. Given the right kind of educational opportunities, they would make Arkansas one of the foremost States educationally.

#### THE SUPERINTENDENT.

##### LEADER.

The superintendent of schools should stand as a leader of the educational interests of the city and should be able to interlock the school with the activities of the community. Nearly all of the superintendents in the cities visited have had some professional training. In nearly all cases they have been most efficient hat-passers in the raising of additional funds for the carrying on of the schools. This ability is not usually listed in the qualifications of a good superintendent. The cities should remove the humiliating necessity.

##### SUPERVISOR.

Supervision is one of the most important factors in the educational equation, and in at least half of the cities visited is so sadly neglected as to be almost negligible. This, however, is not the fault of the superintendent, for his time is taken up in teaching. In nearly all cities visited the superintendent is teaching part time. In one city of 3,000 the superintendent is teaching six of the seven periods of the school day.

The helping of inexperienced and immature teachers—the schools of Arkansas are liberally supplied with them—is one of the chief functions of the superintendent. In fact, good supervision will do more than any one thing to advance the general character of teaching. The right kind of supervision will pay large dividends on the money invested. All superintendents should have ample time for supervision.

#### THE TEACHING FORCE.

There seems to be a general tendency to employ teachers from the home town. This is no doubt due partly to the financial embarrassment in which the cities find themselves, and perhaps also to certain



entangling alliances. It is good judgment to employ at least some of the teachers from other communities. New methods and ideas are introduced in this way and competition is created which results in better teaching.

#### SALARIES.

The salaries are inadequate to demand the best teachers. The range in the white grade schools is from \$65 to \$135; in the white high schools from \$75 to \$185. In the grades of the colored schools the salaries range from \$45 per month to \$75; in the high school from \$65 to \$150 per month. These salaries are for but nine months in the year. After large investment for preparation this is an ill return for the time, energy, and economic outlay. It is difficult to be enthusiastic over one's job when it furnishes little more than dignified poverty.

#### PROFESSIONAL ATTITUDE.

The professional attitude among the teachers seems to be good. There is a desire on the part of a majority of the teachers to become more efficient. Concrete evidence of this is the fact that so many spend their meager savings in attending summer schools. A number of cities have teachers' study clubs where the problems of education are investigated and discussed. The survey shows that Arkansas must have better trained, more experienced, better paid teachers in order to make material advancement educationally.

#### THE CURRICULUM.

The worth of a curriculum may be judged by whether the curriculum is imparting knowledge, forming correct habits of thinking, and developing an appreciation of the child's social inheritance.

There are certain fundamental or integrating subjects which must be taught in order that the pupil may be able to progress in the many fields of learning.

The ability to read is a necessity to-day. Associated with reading is the ability to spell, familiarity with the number processes, the forming of correct habits of speech, and some knowledge of the earth and its relation to man as found in the study of geography. In a well-balanced curriculum certain other subjects are stressed; first, health and recreation, so necessary that the efficient citizen may be developed; second, certain prevocational subjects, manual training and agriculture for boys, home making for girls, giving an experimental knowledge of cooking, sewing, and home decoration; third, the acquainting the child with his social inheritance, through an appreciation of music, art, and good literature; fourth, emphasizing of the duties of true patriotic citizenship. Progressive States have



decided that this is not too much to ask the public school to do. Most States follow more or less closely the above program. Not in a single instance in the cities investigated in Arkansas is there a complete and symmetrical development of such a plan.

#### HEALTH AND RECREATION.

##### THE SCHOOL NURSE.

Unless the child is physically fit, he can not do his best work in school. The most effective agent in promoting the general health of school children is the school nurse. Periodic examination of the pupils many times is the cause of the discovery of an incipient epidemic of diphtheria or scarlet fever, saving not only life but school time. Eyestrain is one of the causes of seeming dullness in children. Children with defective teeth and who are malnourished can not do their best work. Correct habits of personal hygiene taught to the children of the elementary schools will do much to improve the general health of the pupils and will carry over into their adult years with beneficial effect. The nurse in her daily program helps to overcome not only the above-mentioned ills, but many others. Progressive school systems all over the United States recognize that the school nurse is a necessary factor in an efficient school.

In not a single instance in the schools visited are the services of a nurse paid for by the board of education.

##### VOCATIONAL WORK.

The real American works. The course of study in the city schools should furnish opportunities for both boys and girls to have training in some form of manual activity, planned with a view to pre-vocational values for all pupils and vocational values for some at least. This not only furnishes worth-while training, but gives the child an understanding and appreciation of the efforts put forth by their parents in earning the money to keep them in school. It tends to create a democracy of interest in an appreciation of the dignity of labor. Vocational work is sadly neglected in the schools visited.

Agriculture is a basal industry in Arkansas. A variety of soils and elevation gives an unusual diversity of crops; better farming is a necessity. Scientific treatment of the soil and the adaptation of crops will not be learned from the present generation of farmers. The boy must learn it in school; yet not a single white school visited offers a real course in agriculture. Two colored schools have Smith-Hughes work.

The manufacturing of lumber and wood products is one of the foremost industries of Arkansas. Just five cities of the group offer



woodwork. Of this number three shops were very inadequately equipped. It is a certainty that a vocational program should be adapted to the community; manual training should have a place in the course of study. In one school visited were found enough benches to equip a shop, but not a single tool. On the stage of a splendid auditorium in the same building \$1,500 worth of beautiful scenery had just been placed. Certainly these circumstances raise a question of relative values.

In the work for girls good judgment is shown in laying the emphasis on home making, since the normal girl plans to have a home of her own. At but two of the schools visited have a home economics department. The courses need enlargement. It is worth while to study Virgil, but just as valuable and far more practical mental training may be had in the study of the chemistry of foods, the theory of dietetics, and the formulating of a family budget. In at least half the cases the equipment is entirely inadequate. All girls from at least the seventh to the twelfth year should have a chance to study home making.

A very rudimentary commercial course is offered by a few of the schools. It is important, and the courses should be expanded.

The schools of Arkansas need to develop their vocational program. It will cost money, but it will help to make citizens who will return the principal and many hundred per cent dividends on the investment. Courses in woodwork, farm carpentry, dairying, animal husbandry, and fruit growing, adapting the courses to the community, should be offered the boys. An expansion of the home economics course should be made, giving the girls a chance to be trained in cooking, sewing, nursing, and home decoration. It is poor financial judgment to deny the future makers of the history of Arkansas the tools with which to work in order that they may become most proficient.

Opportunity is fairly pounding at the door of Arkansas seeking to enter and establish vocational courses to aid in the development of the wonderful resources of the State and to train the children to become creators of wealth by utilizing the raw product and manufacturing it in Arkansas, a State whose latent resources are almost immeasurable.

#### TESTS, MEASUREMENTS, AND APPLICATIONS.

It is only in comparatively recent years that education has become a science. Psychologists by experiment have discovered many things concerning the action of the mind of the child. Tests have been formulated which give a fairly accurate rating of mental ability. During the war an eminent group of psychologists arranged mental



tests which were given to the soldiers. These were group rather than individual tests. So successful were they in determining the intelligence of the soldiers that educators saw in them the possibilities of rating the intelligence of pupils in a school. Various group tests, called intelligence tests, have been arranged for school children, and in cities all over the United States these tests are given in the public schools.

From the data obtained a more proper classification of the pupils can be made. It is a self-evident fact that the pupil can get the greatest mental growth only when he is properly placed in the system, and his proper place can be determined only when his mental ability is known.

#### INTELLIGENCE TESTS.

General intelligence tests are most material aid in making this classification. Only two superintendents of the number visited had given these tests.

#### EDUCATIONAL TESTS.

Certain other tests in reading, spelling, and arithmetic given to hundreds of thousands of children give standards by which the efficiency of instruction and progress can be measured. All progressive schools in the United States give these tests. About half the schools visited in Arkansas are making use of these tests. All should use them.

Not more than two school systems in the cities visited are conducted on what may be called a scientific basis.

#### APPRECIATION SUBJECTS.

The school should furnish some training for the enjoyment of the leisure hours of life. Music, art, and a taste for good books add materially to one's appreciation of life.

Drawing and design, a subject which is the delight of most children, is taught only in a very superficial way, only one city having a special supervisor. In small systems a teacher who can teach both music and art may be employed, furnishing special expert training in each. Pianos and victrolas, generally furnished by the School Improvement Association, are found in nearly all of the school systems.

#### THE BUILDING AS A SOCIAL CENTER.

The modern school building should be the social center of the people living in its vicinity. The school building should be always open to worth-while community enterprises and should be arranged to furnish facilities to meet the needs and interests of such under-



takings. The cities visited were probably excelled by no other similar group in the United States in the furnishing of auditoriums for social activity. In nearly all buildings both grade and high-school assembly rooms are found and are being used. In one was found a moving-picture machine; in many the stage was set with good scenery. The auditorium provides an opportunity for appearance in debate, dramatics, musical entertainments, and other forms of extracurricular activity. Leadership, cooperation, initiative, all factors in worthy citizenship, are developed. The provision for the possible use of the schools as social centers is the most praiseworthy thing noted in the survey of the 20 cities investigated.

#### THE SCHOOL IMPROVEMENT ASSOCIATION.

The School Improvement Association is a most altruistic organization. It does much to make the school a real social center for the mothers of the city. The association actually makes possible the holding of school in some of the cities visited. Playground apparatus, the pictures on the walls, pianos, victrolas, for the most part have been furnished by this organization. Too much praise can not be given the School Improvement Association for its efforts for the betterment of the schools. The right system of finance in the schools of Arkansas would save these self-sacrificing women much time and energy.

#### FIRE PROTECTION.

The conditions under which the children work have a very positive effect on their progress and the efficiency of their work. A bright pupil, a well-prepared and efficient teacher, can not do their best work in an ill-equipped, poorly lighted, imperfectly ventilated, unequally heated, unsanitary building. Yet these conditions prevail in nearly all the buildings visited. Not a fireproof building was found. The destruction of high-school buildings in three Arkansas towns in comparatively recent months proves the expediency of fireproof construction. Fire escapes were found on but three buildings, and then but one on each. The fire escape on one of these three buildings was not accessible from the third story where the assembly room was situated. To reach the fire escape from the second floor in this building one must climb out of a window the bottom of which is 3 feet from the floor, with no steps leading to it. Such fire "protection" is almost worse than none.

In the same town there is a cotton compress with literally acres of cotton bales on its floor. Large fire hose is found in every section of the compress; fire doors separate the different warehouses—fire protection for cotton, but none for children. Common sense, economy, and humanity all demand that adequate fire protection be given.



The State law requires that every school shall have a fire drill once a month. Yet only a few schools comply with the law. It seemed to the investigator that the more crowded the rooms, the less apt were the schools to have practiced a fire drill. A severe penalty should be placed on administrators for noncompliance with the law.

#### LABORATORIES.

In no building visited is there proper laboratory equipment for the teaching of physics and chemistry; in most cases the apparatus was in deplorable condition and pitifully meager in amount. It is just as necessary for the teacher of chemistry or physics to have apparatus as it is for the carpenter to have tools for the construction of a building. Yet the combined apparatus seen in the cities visited would little more than rightly supply the demand for one up-to-date and thoroughly equipped chemistry or physics laboratory. Money is largely thrown away in trying to teach a laboratory subject such as physics or chemistry without equipment.

#### GENERAL EQUIPMENT.

The ordinary classroom equipment, such as globes, maps, and charts, was in many cases absolutely lacking, and in no city was an adequate supply found.

#### SANITATION.

The sanitation is deplorable, the toilet rooms dirty and poorly ventilated. It is only fair to say, however, that in some towns the sewer service is poor. This does not excuse the unspeakable filthy condition found in some toilet rooms. The sanitary conditions, at high noon, in the dairy barns of the agricultural high schools visited are better than in the toilet rooms of 90 per cent of the schools investigated. Light, air, and work are three things necessary to remedy conditions.

#### BLACKBOARDS.

In no system were the schoolrooms provided with good blackboards, poor composition board or the plastered wall being used. The blackboards are uneven, and coupled with an inadequate amount of light are very injurious to the eyes. One teacher with 67 pupils enrolled reported that half of the pupils who were in the room last year were suffering from eyestrain.

The school buildings as a whole in the 20 cities are in bad state of repair, needing paint, plaster, and window glass. They also need superlatively that which they do not get—a thorough daily cleaning.



## RECOMMENDATIONS.

1. The compulsory school law should be strictly enforced.
2. The number of pupils per room should be reduced, making 35 the maximum.
3. A desire should be created in the pupil to stay in school, by means of an enriched curriculum.
4. The superintendent should be given time for careful, systematic supervision of the schools, both white and negro.
5. Higher salaries should be paid teachers, and better preparation should be required.
6. All schools should have the services of a school nurse, paid for by the board of education.
7. Physical training courses for both boys and girls should be offered.
8. The schools should be more scientifically administered:
  - (1) A better and more complete system of records should be kept.
  - (2) An annual budget should be prepared.
  - (3) General intelligence tests should be given to assist in the classification of pupils.
  - (4) Educational tests should be given for diagnostic purposes.
  - (5) The course of study should be diversified, being adapted to exceptional and backward children, as well as normal children.
9. Special instruction in vocal music and art should be given by teachers paid for by the board of education.
10. Courses in vocational training should be offered, the courses being adapted to the community:
  - (1) Practical agriculture.
  - (2) Home economics.
  - (3) Manual training.
  - (4) Commercial subjects.
11. Fire protection should be provided.
  - (1) All new two-story buildings should be of fireproof construction.

## III. PUBLIC SCHOOLS IN CITIES OF 10,000 AND OVER.

The following 11 cities are included in this section of the report: Blytheville, El Dorado, Fort Smith, Helena, Hot Springs, Jonesboro, Little Rock, North Little Rock, Paragould, Pine Bluff, Texarkana. Each city in this group was visited by a member of the survey staff. Each building in the city was visited, and the data thus secured were



brought together for the city as a whole. (In Little Rock only 11 of the buildings were visited, selected at random.)

In only five of these cities is it the practice to require the superintendent of schools to prepare a budget. The "post-mortem" statements published, similar to one commonly published by banks, do not constitute budgets in the meaning that term has in scientific school administration. This means that financial policies must be worked out as a committee action in board meeting or in the hands of some one not an expert in school administration. This is violation of the best theory and best practice in school administration. Good business administration demands that a budget, carefully equating resources and expenditures, planned in advance and lived up to, be the fundamental financial procedure in every system. It seems absurd to think that a bank cashier or a plumber or a real-estate agent can plan the budget or execute satisfactorily the financial policies of a school system.

Seven of the cities employ paid secretaries of the board of education. The salary paid ranges from \$150 to \$2,400 per year; \$1,200 seems to be a favorite salary in the larger systems. This is simply an unnecessary expense. There is nothing for this individual to do in the way of clerical work that could not be done by the superintendent's secretary. That such a practice is not a sound one for determining educational financial policies, no better illustration than the present situation need be sought. This is poor administration of the meager funds provided.

There are two possible explanations for these conditions. In some instances men have been chosen as superintendents who have not had recent training in school administration, and they have not realized the very great necessity for these phases of business administration. But by far the greater reason is the failure of boards of education to delegate this responsibility to the trained expert.

#### SCHOOL BUILDINGS.

In six cities—Blytheville, El Dorado, Jonesboro, Helena, Paragould, and Texarkana—half or more of the school buildings studied were estimated to score less than 500 on a scale of 1,000; that is, they are in such condition that they can not profitably be repaired or remodeled. The buildings were gone through from basement to attic, each room being inspected. This means that half the buildings being used by these school systems are such that they should immediately be replaced.

This does not mean that there are no good buildings in these systems. The two junior high-school buildings recently built in Little Rock are as complete as would be found in the best systems. The



high school building at Pine Bluff is an unusually good building. There are others which merit special commendation, but sounder administrative policies in the future would mean fewer undesirable buildings.

The city superintendents of Arkansas are individually and as a group a very high class of men, thoroughly devoted to their work. However, some of them have been selected on some basis other than specific training for the job they are to do. The day has passed when superintendents can fill these positions to the highest degree of success without technical training in school administration. It is a technical task, and there has been developed a technique for doing this task with the greatest efficiency. Arkansas can not demand less of her superintendents than other States and expect to have an educational system equal to theirs. The salaries paid these superintendents range from \$3,300 to \$15,000, and when considered with living expenses justify the raising of standards of professional training.

#### CLASSIFICATION AND PROGRESS OF CHILDREN.

One of the administrative problems of any city system is the classification of children for the purpose of instruction. The older method was to classify on the basis of age, and perhaps partly on the number of years spent in school. It was based on the theory that a grade should be made in one year, which was supplemented by the effort to have all achieve the same. The modern theory of administration is to group children on the basis of their ability to do and on the basis of what they are really able to achieve. This does not at all mean that children of inappropriate ages will be scattered through the various grades without regard for chronological age or physical development. On the other hand, children may be grouped within the grade, with subjects and characteristics of work appropriate to ability. That the methods in use in Arkansas have resulted in a very unsatisfactory condition, with children too old for their grades and with a corresponding dropping-out of these older pupils, it is only necessary to glance at the table which sets forth conditions as to age and grade to be convinced. To reorganize the schools and to re-group or regrade the children so that their distribution will better conform to what are now accepted as the best standards is part of the work of the supervision of instruction.

#### THE ACHIEVEMENT OF PUPILS.

Limited time and assistance prevented an extensive study of instruction in these city systems. Elsewhere the results of a spelling test are presented. The training and characteristics of the teaching staff, always inseparable from teaching results, are also presented



elsewhere. The test in arithmetic<sup>6</sup> was given in the fifth and sixth grades of several schools chosen at random from among the 11 city systems studied. Enough classes were tested to overcome the effect of including one very good or one very poor grade. It can not be claimed that conditions, as shown by results in arithmetic, are representative of results in all other subjects. However, previous studies show that where a very good showing was made in arithmetic, extremely poor results in other subjects are not likely to be found. Likewise, when extremely poor results in arithmetic are found, extremely good results in other subjects are not likely to be found.

The results in the schools tested in Arkansas are not materially behind the average of the Southern States. In fact, the slight difference in medians could easily be accounted for by the fact that the tests were given a full month before the middle of the year. However, when the standards for the country as a whole are considered, Arkansas's achievement shows at least a year behind the rest of the country. In view of the fact that the schools tested are probably among the best or at least above the average of the State, there appears to be ample justification for urging strong measures for improving the quality of instruction.

Briefly, the conditions may be summarized:

The organization of the grades in the different city systems is such that a very large number of students are found throughout too old for the grades in which they are enrolled. This condition results in an unnecessarily large elimination of older pupils. On the average, pupils are spending too long time in the grades. Conditions among negro children are much worse than among the whites in this regard. There is a very decided lack of systematic study of this phase of administration, with appropriate emphasis on modern methods of correcting it.

The training of the superintendents of these city school systems is not on the whole what it should be. Too many are not specifically trained for the work they are attempting to do.

There is a lack of general supervisors and a corresponding lack of special teachers of special subjects. Supervision as a whole, both as to extent and type, is very inadequate.

Half the buildings in half the systems now badly need to be replaced. In nearly all the systems there is found congestion of pupils and a building program overdue. Many of the buildings in all the systems are badly lighted, poorly ventilated, and inadequately provided with fire protection. They are seriously lacking in the things which go to make a building modern—auditoriums, gymnasiums, playrooms, lunch rooms, libraries, and all those phases of equipment

<sup>6</sup> Woody-McCall, "Mixed Fundamentals, Form 1."



so necessary to the modern conception of education. Buildings for negroes as a whole are bad, some very bad and very inadequately provided with the means of training for vocations.

The financial situation in these city systems is seemingly about as bad as it could be. Schools are literally without funds and in debt, in some cases, nearly two years in advance. Part of this is simply due to poor administration of funds in the past. A good deal of it seems due to the unskilled administration of funds by the boards of education. Poor and inadequate financial records are kept in many instances.

#### SUGGESTED REMEDIES.

The financial situation must be remedied, and a better system of administering these funds must be provided.

Superintendents should be expected to prepare budgets. Adequate systems of financial records should be kept. Unnecessary expenditures should be stopped. The principles of business administration must be applied to school systems if a fair return for the money to be expended is to be expected.

By a revision of certification provisions a much higher and more specific type of training should be demanded of both administrators and teachers. It must be recognized that specific not general training is required to do a piece of technical work.

All matters of technical nature should be delegated to experts. Administration by boards or by committees of boards has been repeatedly shown to be impossible. Boards should content themselves with getting an expert to administer and provide means of securing an audit of results, very much as a board in an industrial corporation would do. Arkansas boards should demand much more of their experts than they do and attempt less of the actual administration themselves.

---

### Chapter IX.

#### SECONDARY EDUCATION AND THE DISTRICT AGRICULTURAL SCHOOLS.

One of the encouraging features of public education in Arkansas is to be found in the figures relating to secondary education.

The number of pupils enrolled in high schools in Arkansas reporting to the Bureau of Education increased in the 28 years, from 1890 to 1918, from 7.6 per 10,000 population to 73.4, or nearly ten-fold. The increase for the United States during the same period was slightly more than fivefold. Thus the development of high-school attendance, according to reports from the several States, has been



approximately twice as rapid in Arkansas as in the country as a whole.

It is to be noted, however, that while Arkansas has made great progress relatively, the State still has considerably less than one-half the high-school enrollment that is necessary to equal the average figures for the United States. Furthermore, the proportion of the total school enrollment found in high schools is very low in Arkansas. In 1918 the high schools in Arkansas reported only 2.5 per cent of the total school enrollment, the average for the United States being 9.3 per cent.<sup>7</sup> Only one State reported a lower percentage.

Another commendable feature is the very evident desire on the part of the people to have high-school advantages.

More than 340 schools are maintained which offer but one or two years of high-school work, with an average of fewer than 16 pupils per school. So many small schools could not be maintained without a measure of genuine popular interest in secondary education and belief in its importance. At the same time these schools are being operated very uneconomically, inefficiently, and under severe handicaps, as appears from further examination.

There is one county in Arkansas which is sending to high school less than one-twentieth as many of her boys and girls of high-school age as another county. The three counties at the head of the list average more than 14 times better in this respect than the three counties making the poorest showing. Every citizen of the State, no matter in what county he resides, should be greatly concerned that such conditions can exist.

Even with 534 schools reporting some kind of high-school work, only 14 per cent of the children of the State of high school age are enrolled in high school and only one-half (37) of the counties are reaching as many as 11 per cent. Only seven counties report 25 per cent or more.

The discouraging side of the situation is found in the facts that one-half of the schools doing two years' work enroll fewer than 12 pupils each; and these pupils do not receive the full time of one teacher, since only three teachers are provided for the entire 10 grades. Again, less than one-half of the schools offering one year of high-school work enroll as many as 9 pupils each, and these schools do not average two teachers each for the work of 9 grades.

#### **GREAT INEQUALITIES EXIST.**

Almost without exception, the schools visited which were offering three years or less of high-school work were found to be



struggling under conditions which make high-school training of acceptable standards practically impossible.

The inevitable consequence is that various communities and sections of the State are served very unequally in the matter of facilities for secondary education, and the extent to which people avail themselves of such opportunities as are available varies greatly in different parts of the State.

No system of public education can be strong unless its secondary schools are numerous and well developed, for such schools are essential to the well-being of the elementary schools below them and to the higher institutions above. Without flourishing high schools and normal schools to produce them there are practically no teachers available to satisfy the growing needs of the elementary schools; without high schools there is no source of supply for the colleges and universities, and the future of the State demands a vitalized system of higher education.

In brief? (1) Arkansas does not at present have a good system of secondary schools within reasonable reach of all, or even a small part of her children; too many communities are obliged to charge tuition in order to maintain their "public" schools; (2) Arkansas needs more rural high schools; (3) the efforts on the part of many small communities to provide some kind of high-school facilities are rendered nearly useless because of the laws as to taxation and because of the very small school units which at present can not afford both good elementary and secondary schools.

#### **MORE AND BETTER HIGH SCHOOLS NEEDED.**

Arkansas needs more first-class four-year high schools and more high schools which are first class so far as they offer work, however many years of work they attempt. One of the best ways to increase the number of children availing themselves of high-school opportunities is to bring the high school nearer home.

The people of Arkansas are evidently ready to make provision for the organization of more high schools. The adoption of the county-unit plan of organization, as suggested in the chapter on rural schools, will provide the machinery and the means for the needed developments in this direction.

#### **THE DISTRICT AGRICULTURAL SCHOOLS.**

Problems connected with the four district agricultural schools proved to be among the most perplexing and difficult which the survey attempted to solve.

It seems clear that the act of 1909 establishing these schools contemplated a type of institution which should provide "practical experiment, treatises, or lectures on agriculture and horticulture."



of secondary grade, of such character and extent as are not available in the usual high school. By providing that "all work in, on, and about said schools, or on the farm, or on or in the barns connected with such schools, whether it be farming, building, care of stock, or whatever kind of work, shall be performed by students of said schools," it was clearly intended that the students should have abundant practical experience not only in farm operations of all kinds, but in the planning and construction of buildings for the school itself and for the farm and in those phases of the management and maintenance of the institution in which the more mature students might be trained to participate.

Obviously these aims and purposes could not be realized, except in the most fragmentary and superficial way, if the institutions were to undertake also and at the same time to offer the usual four years of high-school instruction preparatory to college. These four schools present a difficult problem now, largely because they have not in fact adhered closely to the program that was evidently intended in the act providing for their establishment.

### THREE POSSIBLE SOLUTIONS.

There appear to be at least three courses open to the people of Arkansas in dealing with the situation.

(1) The schools may be continued and maintained substantially as at present.

(2) Steps may be taken to transform these schools into institutions of the type contemplated in the act of 1909.

(3) A State program of secondary education may be inaugurated which will in time make other provisions for the service now rendered by these institutions, thus making possible their gradual release for other purposes.

In the following pages the survey recommends the adoption of the third course and presents some of the considerations upon which this recommendation is based.

As teaching of agriculture in the rural schools has not hitherto been emphasized or expanded to an appreciable degree, it is evident that these country boys and girls have had practically no opportunity to secure any training relative to the vocation with which they are associated.

### EDUCATION FOR RURAL LIFE.

Something must be done to broaden the vision of the average country boy and girl. They must be better prepared to discharge the duties and obligations of citizenship in a rural environment. They must be led to appreciate the dignity and utility of their calling.



They must be shown the most certain and definite pathways to progress and successful achievement along agricultural lines and home management.

This is the minimum program calculated to satisfy all those who have seriously thought or reflected upon the solution of those problems around which the permanent prosperity, happiness, and development of the open country revolve. That something of a definite, constructive nature needs to be done to place the agriculture of Arkansas on a better basis is evidenced by the low average crop yields per acre recorded in recent years. Education of the right type holds the key to the satisfactory solution of this difficult situation. Open up the storehouses of assembled concrete knowledge. Let definite scientific facts replace idle superstition and mere theories and a marvelous transformation will soon be witnessed.

No State can hope to make the progress which is desirable where any considerable percentage of the population are handicapped by reason of an inefficient elementary or secondary school system. Conversely, all of the citizens of a given State are virtually concerned about the welfare of approximately three-fourths of its population. They are either its chief asset or the principal obstacle standing in the way of development. Their attitude must be changed from negative to positive, and vocational education of the right type must be instituted on a broad and comprehensive basis before this end can be attained.

It is now clearly recognized that many of our methods of agricultural practice are antiquated; that the per cent of lost motion and inefficiency on our farms is so great as to be really alarming.

#### EDUCATION ADAPTED TO ASCERTAINED NEEDS.

An intelligent investigation and report upon the problems associated with the work of the secondary schools of agriculture in Arkansas hinges upon the foregoing discussion. It is quite evident that those responsible for the introduction of this system of instruction within the State felt that something must be done to leaven the processes of agriculture then in vogue and to prepare an ever-increasing number of the boys and girls from the farm for adequate leadership, so that they might become dominating factors in giving skillful direction to the agriculture of the communities from which they came.

Whatever has been accomplished toward the consummation of that end is worthy of the highest praise, because of the fundamental economic issues involved. Any inherent weaknesses in the plan of organization and methods of procedure which may have been discovered should be eliminated, since adequate provision for secondary



instruction in agriculture is something which must be regarded as essential in every State in the Union, but more particularly in States like Arkansas.

With more than 500 high schools, enrolling nearly 22,000 pupils, Arkansas still scarcely approximates one-half of the high-school facilities represented by average conditions throughout the United States: she reaches only 14 per cent of her youth of high-school age with any kind of high schooling and less than 9 per cent with four-year courses. Obviously, therefore, the maintenance of four district schools, enrolling 1,486 students, even though these represented the progressive type of vocational agricultural instruction, would constitute only a beginning on a program which must be State-wide to meet the imperative demands of the situation.

That the four district agricultural schools are not providing the type of instruction and practical experience contemplated in the act or called for by the needs of the people of Arkansas becomes evident on examination. (1) At least one school offers no instruction in agriculture until the fifth year of the course; (2) a considerable proportion of the students, estimated at from 25 to 50 per cent, are enrolled in "preparatory" classes; (3) approximately one-half of the graduates go into teaching and a considerable number go to institutions of higher learning; (4) too large a proportion of time and effort are devoted to offering courses of the regular high-school type, with too little regard to adapting the subject matter and instruction to the special demands of agriculture and rural life; (5) at least one school is offering collegé work; (6) extension work on the farms and in the homes of the adjacent territory has not been developed on a scale which is essential if the educational needs of the State are to be served.

#### STATE-WIDE DEVELOPMENT NEEDED.

Schooling of secondary grade is needed in Arkansas on a much more comprehensive scale than the people have yet thought of. Advantages such as those contemplated in the establishment of the district agricultural schools should be provided not in four isolated centers alone but in every part of the State. Practically every high school in Arkansas should offer strong courses in agriculture, horticulture, and home making.

The development of a State-wide program of secondary education should bring these opportunities within a reasonable distance of every boy and girl in Arkansas. This can be brought about through the adoption of measures discussed elsewhere in this report: (1) More adequate financial support, including State aid, and especially State stimulation and leadership; (2) adoption of the county-unit



plan of organization and administration; (3) development of special courses relating to agriculture, home making, and rural life, such as the types of work promoted under the Smith-Hughes law and under the home project plans adopted in a number of States.

#### OUTLINE OF TEN YEARS' PROGRAM.

If the provision is made for the development of secondary education in Arkansas which is so clearly needed, it will in time become unnecessary to maintain these four district agricultural schools as now. The gradual diversion of these schools to other purposes therefore becomes practicable.

One of the most urgent needs of public education in Arkansas for many years to come is provision for the professional preparation of teachers. If this provision is made on a scale so manifestly needed, it will be impossible for the institution at Conway to meet more than a fraction of the demand. It seems clear that the establishment of additional normal schools is imperative, in addition to the substantial expansion of the present school at Conway.

The survey, therefore, proposes the following program to be accomplished in 10 years:

(1) Gradually increase the capacity of the State normal school at Conway, so that by 1932 it will accommodate 2,000 students.

(2) Provide for 12 weeks of summer normal classes, in 1923, as follows: At Conway, at the State normal school, capacity 800 students; at the State university, capacity 1,000 students; at each of the four institutions located at Jonesboro, Monticello, Magnolia, and Russellville, capacity 300 students each, or 1,200 in all; grand total, 3,000. This provision of summer schools should be continued annually thereafter as long as the demand continues, as determined by the State department of education.

(3) Provide for the conversion of the institution at Jonesboro into a State normal school, beginning with the opening of the fall term in September, 1924, with a capacity of 500 students, gradually increasing to 800 students in 1932.

(4) Provide for the conversion of the institution at Monticello into a State normal school, beginning with the opening of the fall term in September, 1925, with a capacity of 400 students, gradually increasing to 600 students in 1932.

(5) Provide for the conversion of the institution at Magnolia into a State normal school, beginning with the opening of the fall term in September, 1926, with a capacity of 400 students, gradually increasing to 600 students in 1932.

(6) In view of the proximity of the institution at Russellville to the State normal at Conway it does not seem desirable to develop the



former into another State normal school. In view of the conditions in the surrounding counties it may be best to continue the agricultural school for the present, with the view of transferring its administration and maintenance in due time to Pope County.

(5) Reducing the foregoing proposals to the form of a table, it will be seen that the number of prospective teachers in training at successive dates, exclusive of summer sessions, will be as follows:

*Number of prospective teachers.*

Date.	University.	Conway.	Jonesboro.	Monticello.	Magnolia.	Total.
1923-22	164	481				645
1924-23	300	700				1,000
1925-24	400	800	500			1,700
1926-25	500	1,000	500	300		2,300
1927-26	600	1,200	600	400	400	3,200
1928-27	700	1,400	600	500	500	3,700
1929-28	800	1,600	700	600	600	4,300
1930-29	900	1,700	700	600	600	4,500
1931-30	1,000	1,800	800	600	600	4,800
1932-31	1,100	1,900	800	600	600	5,000
1933-32	1,200	2,000	800	600	600	5,200

It is to be noted that even if this program is carried out, the university would by 1933 be graduating probably not more than 400 teachers annually and the four normal schools fewer than 1,600, or altogether fewer than 2,000. The annual demand for new teachers at the present time is approximately 3,000 teachers, and this demand may be expected to increase with the development of the school system of the State.

If this plan be adopted, it will be necessary to consider some modification of the present administration of the district agricultural schools through separate boards of trustees. The survey recommends that the institutions charged with the professional preparation of teachers be placed under the control of the same board which administers the schools in which the teachers are to teach. Elsewhere it is recommended that the administration of the public elementary and secondary schools of Arkansas be delegated to a State board of education, to be constituted and equipped along the lines suggested.

Even if the foregoing program be rejected, however, and it should be decided to continue the four district agricultural schools, the survey recommends that they be placed under the same board which has jurisdiction over the other secondary schools of the State.

**PARALLEL DEVELOPMENT OF PUBLIC HIGH SCHOOLS.**

The development of secondary education in Arkansas during the next few years to double the present enrollment involves an increase



from 21,824 to more than 43,000. Visualized in this way the magnitude of the program becomes apparent. If Arkansas achieves this goal after 10 years of strenuous effort, however, she will then have reached merely a point representing the approximate average of the United States now. What that average will be 10 years hence no one can predict accurately, but that educational conditions throughout the country are improving at a substantial rate is demonstrable.

In 1918, 140 high schools in Arkansas reported an aggregate enrollment of 12,844, or an average of 91.7 pupils per school.\* That only the larger and more efficient schools reported is suggested by comparing these figures with those collected by the survey. According to the latter, 533 high schools reported an aggregate of 21,823 pupils, or an average of 41 per school. Along with other improvements, the average size of high schools should increase considerably, to 100 pupils, at least.

In at least 60 of the 75 counties of Arkansas there should be developed at least one high school offering special courses in agriculture and home making of the type discussed in this report, with facilities for an average attendance of 250 pupils each, or a total of 15,000 pupils.

This still leaves approximately 7,000 pupils to be accommodated to make the aggregate of 22,000 increase. In addition to the foregoing, therefore, a considerable number of existing high schools, averaging 41 pupils per school, must be developed and expanded until they average 100 or more pupils. If 120 of the smaller and weaker schools, now offering but one or two years of high-school work, receive sufficient aid during the next 10 years so that they can make the requisite expansion and increase their average enrollment by 60 pupils, the goal will be reached.

The following table suggests the way in which this program may be distributed over a period of 10 years:

Year.	New county high schools.		Increase of other high-school pupils.	Estimated total number of pupils.
	Number.	Pupils.		
1922-23.....				22,000
1923-24.....	6	1,500	700	24,200
1924-25.....	6	1,500	700	26,400
1925-26.....	6	1,500	700	28,600
1926-27.....	6	1,500	700	30,800
1927-28.....	6	1,500	700	33,000
1928-29.....	6	1,500	700	35,200
1929-30.....	6	1,500	700	37,400
1930-31.....	6	1,500	700	39,600
1931-32.....	6	1,500	700	41,800
1932-33.....	6	1,500	700	44,000

\*Bu. of Educ., Bul., 1920, No. 19, p. 21.



Reduced to averages, this requires that each year for 10 years:

- (1) In at least 6 counties one new county high school should be established, with special facilities for agriculture and home making, and an average enrollment of 250 pupils; and
- (2) In at least 11 or 12 counties one existing high school should add at least 60 students to its enrollment, or a new high school enrolling at least 60 students should be established.

It is evident that such a program can not be carried out if the initiative and the financial burden be left entirely to the local communities. A comprehensive plan of more liberal State aid and State leadership and direction, as suggested elsewhere, is a vital feature of this program.

#### AN ALTERNATIVE PLAN.

The program outlined in the preceding pages represents the judgment of all the members of the survey staff save one, and was formulated only after full discussion and careful examination of all available data. It is agreed that because of the complexity of the issues involved there is possibly more than one solution of the problem, as suggested above. In Appendix A, therefore, is presented a discussion of a plan which retains the district agricultural schools and a statement of the solution proposed by one member of the survey staff.

## Chapter X.

### PUBLIC SCHOOLS FOR NEGROES.

The negro population of Arkansas is 472,220, according to the 1920 census, and forms 27 per cent of the total. The negroes are located chiefly in the counties on or near the Mississippi River and in the southern part of the State. The negro population in the northern and western parts of the State is very small. Most of the northern counties, and especially those in the northwestern part of the State, have very few negroes. Of the 75 counties in the State, 37 have a negro population constituting less than 12.5 per cent of the total population of those counties. There are 26 counties in which the negro population of school age is less than 1,000, and in 19 of these the school population is less than 500.

The negroes form a very large and important group of people. From an agricultural standpoint the importance of the negro can hardly be overstated. The census of 1920 reported 15,373 negro farm owners, or 14.9 per cent of the total number, 102,647. Of the 121,221 farm tenants reported, 56,814 are negroes, or 46.8 per cent. In 1920 there were 72,187 negro farmers (tenants and owners) reported, and these farmers constitute 31.2 per cent of all persons



engaged in agriculture in Arkansas. Between 1910 and 1920 the number of farms operated by negroes increased 8,680, or 13.6 per cent. As owners and tenants they farm 2,624,726 acres.

From the standpoint of public health alone, however, the white people of Arkansas must be concerned about the welfare of the negroes. There is no such thing as protecting the health of a part of the people. It is possible to safeguard the health of all, or to protect the health of none. A close student of southern conditions has described the situation in one sentence by saying "A germ is color blind." It is a well-known fact that widespread ignorance and illiteracy are generally productive of insanitary conditions, and hence of diseases. The health of the white people in Arkansas can not be considered as being independent and separate from the health of the negroes.

Eighty-nine per cent of the negro population is located in 31 counties, and half of this 89 per cent is concentrated in 11 counties. In the other 44 counties the negro population is too small to constitute any large burden, so far as the expense of education is concerned. It is true, however, that in some counties the problem of providing schools for the negroes is made more difficult by the fact that the numbers are small and sometimes scattered over a relatively large area.

The statement is sometimes made that in Arkansas the cost of maintaining public schools is relatively greater because separate schools must be provided for the negroes. The presence of the negro does complicate the educational situation to the extent that it makes necessary the maintenance of two school systems. But it should be borne in mind that even if the entire population of the State were white it would be necessary to provide far more teachers and school-houses than are now provided for the white population, with a resultant increase in cost to the State.

*Public-school statistics.*

	White.	Negro.
Population of school age, 1920.....	482,336	192,666
Enrollment, 1920.....	307,198	131,084
Cost of instruction, 1920.....	\$6,281,768	\$735,222
Cost of instruction per child enrolled.....	\$17.06	\$5.61
Number of teachers, 1920.....	9,693	2,076
Pupils enrolled per teacher.....	30.9	63.1
Average attendance, 1920.....	262,280	86,755
Per cent of enrolled attending.....	71.4	66.2
Per cent of school population attending.....	54.4	45.0

The table shows that the annual cost of instruction, based on enrollment, is \$17.06 for the white pupils and \$5.61 for the colored. The figures are taken from the official records of the State department of public instruction. Even if it be assumed that the negro



schools are efficient, no great return can be reasonably expected on an annual expenditure of \$5.61 per pupil enrolled. It must be borne in mind, too, that a large number of negro children who should be attending school are not even enrolled.

The negro schools should be consolidated so far as possible. If larger negro schools were built, the number of negro schools could be reduced and most of the one-teacher and two-teacher schools eliminated. This would mean increased school efficiency as in the case of the white schools. While free transportation would be necessary for some white pupils, it would not be necessary for the negroes on account of the large negro population in these 11 counties, and the same thing may be said with regard to a number of other counties.

In some instances there is a very marked disparity between the per capita expenditures for white pupils and for colored. In Helena, for example, the figures are \$68.12 and \$12.60; in Magnolia, \$23.57 and \$3.21; in Wynne, \$24.29 and \$6.02; and in Monticello, \$27.44 and \$4.85. It may be said in behalf of Helena that, while the disparity between the amounts is great, the per capita expenditures for negro pupils is fairly reasonable in amount. But this can not be said of Wynne, Magnolia, and Monticello, and a number of other towns in the list.

In cities the white pupils are all living within a small area, and there is no reason why there should be a large per capita expenditure as a result of having a small number of pupils per teacher, except in the case of high-school classes.

Of the larger cities, Fort Smith and Hot Springs deserve to be commended for their fair treatment of the negro school children. Of the smaller cities, Fardyce has one of the most efficient negro schools in the State, and the per capita amounts spent on white and colored pupils show a decided disposition to give the negroes fair consideration. There is less excuse for disparity between per capita expenditures in towns than in rural districts, as rural conditions make the school problem more difficult.

#### ENROLLMENT AND ATTENDANCE.

There are 61,581 negro children of school age who are not enrolled, and there are 44,329 who do not attend school regularly. The total number of those not enrolled, and not attending is 105,910. The fact that the average attendance in negro schools is actually less than half of the negro population of a school age is a sad commentary on the school situation in Arkansas. Since 27 per cent of the State's population is colored this condition is one that challenges the statesmanship of Arkansas and calls for heroic measures.



**DISTRIBUTION OF PUPILS THROUGH THE GRADES.**

An attempt was made to secure data concerning ages, and grades in which enrolled, of all colored pupils in Arkansas. Many teachers and principals neglected to supply this information, so that reports are available for only 22,588 pupils, approximately one-fourth of the average number reported as in attendance in 1920.

The large proportion of children in each grade who are too old for the grades in which they are enrolled is apparent.

Pupils of all ages from 8 years to 21 years of age, inclusive, are found in the sixth grade, a spread of 14 years; pupils 12 years of age are found in every grade from the first year of the elementary school to the fourth year of high school; other facts may be noted in the table.

**ILLITERACY IN ARKANSAS.**

It is apparent that the negro schools did not accomplish much in the reduction of illiteracy in this age group. Between 1910 and 1920 the number of illiterate negroes 21 years of age and over must have been reduced by death, but this loss was practically offset by the number of illiterate negroes who reached the age of 21 during the same period. If the negro schools had been doing efficient work, and enrolling a reasonably large percentage of the school population, the difference between the number of adult negro male illiterates in 1921 and 1920 would certainly have been larger than 580. The fact that the percentage of adult negro male illiteracy was reduced only 3.4 per cent in 10 years must be alarming to any one who is concerned about progress in Arkansas. The negro schools are evidently exerting only a negligible influence on the problem of adult illiteracy in Arkansas.

**SUMMARY.**

Illiteracy in Arkansas is largely negro illiteracy, since the 79,254 illiterate negroes 10 years of age and over form 21.8 per cent of the negro population in that age group and 6.1 per cent of the State's population in that age group. This is a distressing amount of illiteracy. The fact that somewhat similar conditions exist in States like Georgia and Mississippi, where the negro population is larger than it is in Arkansas, does not improve conditions in this State. A degree of illiteracy shown by the figures given above means a shocking waste of human energy. The actual loss in money due to agricultural and industrial inefficiency can not be computed, but it must be an enormous sum.

The figures show that in the 10 years between 1910 and 1920 the progress made in elimination of negro illiteracy was not satisfactory.



This is not a matter of mystery. It is very easy to see how the present regrettable condition will perpetuate itself indefinitely unless the school facilities are improved. With a negro school population of 192,665, an enrollment of 131,084, and an average attendance of 86,755, or 45 per cent of the school population, it is very evident that a new crop of illiterates is coming on to replace those removed by death.

#### TEACHERS IN NEGRO SCHOOLS.

There are 2,076 negro public-school teachers in Arkansas. As the enrollment in negro schools is 131,084, there are 63.1 pupils enrolled per teacher. In the white schools there are 39.9 pupils enrolled per teacher. The number of negro teachers is obviously too small for the enrollment.

It is reasonable to suppose that as a rule the higher the grades of license a teacher holds the more efficient the teacher is. The grade of license is certainly a measure of the teacher's knowledge of subject matter. No teacher can hope to impart to others a knowledge that he himself does not have. The State and professional licenses are the highest issued. The number of negro teachers holding these is negligible. On the other hand, 63.6 per cent hold second and third grade licenses, the two grades representing the least scholarship.

The most significant figures are those showing that 38 per cent of the teachers in the larger places and 48 per cent of those in places of less than 200 population have had no high-school training. Even larger proportions have had no normal or college work, even in summer sessions. A discouragingly small number meet what should be regarded as the minimum requirements, namely, graduation from four-year high school plus two years of normal-school training for elementary teachers and graduation from four-year high school plus graduation from four-year college, including professional courses, for high-school teachers.

Of the teachers reporting only a small proportion are professionally prepared to teach. This is simply another way of saying that the negro schools of Arkansas are so inefficient that a considerable part of the \$735,222 spent annually on the instruction of negro children is spent to little purpose, so far as educational results are concerned.

Nearly three-fourths (73.6 per cent) of the negro school children enrolled in the schools of Arkansas are in the first four grades. On the principle of "The greatest good to the greatest number," the pupils in the lower grades should have the best teachers available.

Educationally speaking, "the slaughter of the innocents" represented by the elimination of pupils between the first and second



grades, the second and third, and so on, is due in large measure to inefficient teaching in the primary grades.

The figures also show the almost complete lack of grading or classification of the children. More than two-thirds of all the negro children in the schools are too old for the grades in which they are enrolled. In grades 4, 5, 6, and 7 this is true of four-fifths or more of the children.

The rapid elimination of pupils from school shows the futility of expecting the aims of public education to be accomplished so long as conditions remain as they are. In three or four short terms of two to five months each it is impossible to give the average child that amount of education and preparation for life which is essential to the maintenance of our democratic institutions. The present and future safety of the State demand adequate remedies for these conditions.

Most of the negro teachers in Arkansas began their teaching careers in the State, and have done all of their teaching there. Generally speaking, they are an experienced group; more than three-fourths have had more than three years' experience. At the same time it is to be noted that nearly one-half (46.1 per cent) had taught less than one year in their present positions at the time of report to the survey.

There are some marked discrepancies between the pay of white and colored teachers. In St. Francis County the pay of negro teachers in city schools is less than half that of white teachers. In Ouachita and Monroe Counties the negro teachers receive a monthly salary about one-half that given the white teachers. It must be remembered in this connection that the negro teachers are expected to teach larger numbers of pupils than the white teachers are. The inefficiency of the negro schools, however, is due to the ratio of teachers to pupils, as well as to underpaid teachers.

#### SCORES IN SPELLING TEST.

A test in spelling was given to 1,304 pupils in grades 2 to 11, inclusive, in 40 negro schools, in 22 counties.

In all grades except 10 and 11 the words used were chosen from lists in which the standard of accuracy, as shown by tests of thousands of pupils, is 73. The pupils in grades 10 and 11 were given the words selected for the ninth grade. The results of this test are not conclusive for other subjects, but suggest low standards of achievement in the colored schools. The average score in the colored schools was 52.



## STATE SUPERVISION OF SCHOOLS.

Through the cooperation of the General Education Board, a rural school agent connected with the State department of public instruction, and working under the direction of the State superintendent of public instruction, gives his entire time to supervising the negro public schools of the State. The rural school agent is a white man of extended experience in school work, and he organizes and directs certain phases of the colored school work. The county training schools are under his supervision. He has charge of expending the funds given the State by the Slater Fund, the General Education Board, and the Rosenwald Fund. When the Jeanes Fund was being used in Arkansas, there were 21 county industrial supervisors. The rural school agent was employed so that the proper supervision and direction might be given the Jeanes industrial teachers. Since he began his work, however, the amount given the State by the Rosenwald Fund has been greatly increased, so that a large part of his time is now devoted to the supervision of schoolhouse construction. It is his duty to approve and submit applications for aid on new buildings and to see that the buildings are erected according to plan and are completed within eight months after application is approved. He makes the payments on the buildings and reports on partially complete and finished buildings as payments are made. There is a colored man known as "Rosenwald Agent" who helps the rural school agent in this work. The Rosenwald Fund pays \$1,200 of this agent's salary and the balance is paid by the Agricultural, Mechanical and Normal College. Due to this worker's efforts, a larger amount of money is secured for Rosenwald buildings as more schools are built. The rural school agent can not give all his time to this work and the help of the assistant is very valuable.

It is doubtful whether any school funds spent in Arkansas produce more real results than the Smith-Hughes money spent at colored schools. The instruction is based on the project plan and is very effective. This work in Arkansas compares favorably, as to quality, with similar work in other States. The striking success scored in this work may be attributed to the following factors:

- (1) Well-trained teachers who have the technical training needed for successful work.
- (2) The teachers are employed for 12 months and are well paid, the salaries ranging from \$1,200 to \$1,800.
- (3) The work is supervised by the teacher-trainer and the rural school agent.
- (4) Sufficient time is devoted to the work—half of each day.
- (5) The work is related to the needs of the pupils and holds their interest.



(6) The project method of teaching is used, so that technical instruction and practical work go hand in hand.

#### THE JEANES FUND.

In 1918-19 the sum of \$2,836 was secured from the Jeanes Fund and \$3,159 from the General Education Board, a total of \$5,995. This money was used to pay part of the salary of industrial supervising teachers in 21 counties. These workers were employed for 11 months. They visited all the schools in the 21 counties, teaching handicrafts, such as basketry and shuck-mat making. They also taught plain sewing and gave cooking demonstrations in the homes of the pupils. After the school term they worked with the girls' clubs organized during the school term. The object of this "home-makers' club" work was the improvement of rural life. Demonstrations were given in cooking, canning, and preserving. No money ever spent in Arkansas produced more results. Such a large number of children were reached by these workers that the per capita cost was small indeed. The program was very practical and the activities introduced into the schools by these teachers were related to the needs of the pupils.

State agents for negro education in all the Southern States agree that the money spent by the Jeanes Fund and the counties for industrial supervision has produced more results per dollar than any money spent for negro education. The State of Virginia alone has 48 of these workers, many of them paid altogether from public funds.

The counties spent \$10,505 in connection with the \$5,995 secured from private funds. At the beginning of the year 1920, these 21 county workers were taken over by the agricultural extension department of the University of Arkansas. At present there are only nine negro home demonstration agents in the State. While some reduction in number was to be expected as a result of "hard times" and "economy," a loss of over half of the workers because of failure on the part of levying courts to provide local funds is a poor showing. If these workers had remained under the supervision of the rural school agent, perhaps less of the local money would have been lost. At present the State is not getting any help from the Jeanes Fund for negro schools. This is very unfortunate, to say the least.

Until other arrangements can be made, the Arkansas Extension Department should cooperate with the Jeanes Fund and rural school agent, using the State funds to match the Jeanes Fund. In this way this much-needed work can be reestablished in a number of counties.



### THE SLATER FUND.

The aid from the Slater Fund in Arkansas amounts to \$4,750 a year. This money is used in the seven county training schools, at the rate of \$500 a year, to pay all or part of the salary of the home-economics teacher. Two-county training schools receive \$100 a year for equipment. There are five town schools—Arkadelphia, Searcy, Crossett, Prescott, and Stuttgart—that receive aid from the Slater Fund for home economics. Arkadelphia receives \$150, Searcy and Stuttgart \$200 each, and Prescott and Crossett, \$250 each. This money is used to pay part of the salary of the home-economics teacher. The aid to the town schools is withdrawn at the rate of \$50 a year so that the town board may gradually take over the home-economics work. In this way the Slater Fund's donation may be released and used elsewhere to establish a home-economics department.

### THE ROSENWALD FUND.

For the year ending December 30, 1921, the State department of education was offered \$36,000 by the Rosenwald Fund for use in helping to build modern rural schoolhouses for negroes. The most important condition laid down was that the buildings should be completed, the money paid for the buildings after final inspection, and the reports sent in. The money became available July 1, 1920, so that in reality 18 months was allowed for the expenditure of this appropriation.

Of the \$36,000 the sum of \$19,000 was returned to the fund because it could not be used. A large number of applications were received, but the buildings were not erected, and some of the applications were transferred to the 1921-22 budget, which expires July 1, 1922. The State department expects to spend the entire appropriation covered by the 1921-22 budget, so that none of this money will be returned to the fund.

There were 18 school buildings in which Rosenwald aid from the 1920-21 budget was used. Four of these schools are of the one-teacher type; seven are of the two-teacher type; three are three-teacher buildings, and four were four-teacher buildings. The total cost of these buildings was \$100,055; of this amount \$76,007 was from public funds, \$6,398 from colored people, and \$16,300 from the Rosenwald Fund.

### COUNTY TRAINING SCHOOLS.

There are nine county training schools in Arkansas. These institutions have been built in order that teachers might be trained in the counties where they live. These schools also serve to give high-school and vocational training to students expecting to engage in



other occupations. The aid of the Slater Fund, \$500 a year, has promoted the teaching of home economics. The training in vocational agriculture, made possible by State and Federal funds, is a valuable feature of the school work at these schools. The Dallas County Training School at Fordyce is one of the best schools of this type in the State.

Part of the training given the boys and girls in this school is of immediate value to them. At the same time the traditional subjects in the course of study have not been neglected. The school furnishes a source of skilled and intelligent labor for Fordyce and Dallas County. The value of such an institution to both races is apparent to any one who sees the work that is actually being done.

Fear is sometimes expressed that the teaching of trades to the negroes will bring the race into economic competition with white workers and thereby cause trouble. Those who oppose trade training for negroes also oppose it for white youth, as these opponents have the idea of "limiting the output" so that a scarcity of skilled labor may result in an abnormal wage. But unless the industrial development of Arkansas is to be retarded, the vast amount of skilled work that must be done will provide employment for all. Opportunities will not be restricted for workers of either race. In Virginia and Alabama Hampton and Tuskegee Institutes have for years trained large numbers of colored mechanics. These tradesmen and those trained at the State agricultural and mechanical schools for negroes have migrated to every Southern State and engaged in skilled work. And yet industrial clashes have been almost unknown. This fact ought to be sufficient answer to those who claim that the vocational training of the negroes is a mistake.

#### SUMMARY.

The defects of the negro public schools of Arkansas may be summarized as follows:

(1) Of the negro population of school age, only 67.8 per cent are enrolled in school. If a larger percentage of the school population is to be enrolled, more facilities must be provided. At present the schools are not able to handle efficiently the pupils who are enrolled. Larger buildings are needed and more teachers. Even if the schools were 100 per cent efficient, the money now being spent to maintain the schools is not sufficient to meet the situation.

(2) Of the pupils enrolled in the colored schools, only 66.2 per cent are in average attendance. The main causes of this are: (1) Poor teaching; (2) insanitary, uncomfortable, unattractive, and poorly equipped buildings; (3) course of study not sufficiently related to the everyday life of the child and his needs.



In order that the teaching may be improved, teachers should be paid according to their certificates, education, and experience. Summer schools must be provided if the teachers now in service are to make professional progress. The State should provide means for the training of an adequate number of teachers at the Agricultural, Mechanical, and Normal College at Pine Bluff, Ark. Better schoolhouses should be constructed. The Rosenwald plans and bills of material may be secured from the State department of education. Financial aid may be secured if these plans are used. These plans call for attractive, modern buildings, well lighted and ventilated, at a reasonable cost. State aid for buildings would make it possible for Arkansas to use more Rosenwald money. The course of study should include handicrafts, sewing, cooking, elementary manual training, and agriculture. This is especially true of the rural schools. These subjects can be introduced into the rural schools by industrial supervising teachers. These industrial supervisors can train the teachers as well as the pupils. In small schools there ought to be one qualified teacher who will give part of her time to this work. Larger schools, with five or more teachers, need at least one industrial teacher whose entire time is devoted to these subjects.

(3) The negro schools are suffering from a lack of supervision. The counties in Arkansas are large, and a county superintendent can not be expected to supervise, without help, all the white and colored schools in an average county. No business concern would spend \$755,222 a year (the total cost of teaching negro children in Arkansas during the last school year) without spending a great deal more for supervision, management, direction, auditing, and general checking of results. It can not be assumed that money spent for public education is producing satisfactory results. The schools must have supervision so that the results of teaching may be checked up and the defects remedied. Each county superintendent needs a capable colored assistant to supervise the colored schools and, especially, to introduce industrial work into the schools.

(4) In many counties of Arkansas there is not a single school that can train teachers for rural schools. A large increase in the number of county training schools would remedy this situation to a considerable extent. There should be some supply of teachers in each county. In addition to training teachers, the county training schools can give boys and girls the combination of high-school education and vocational training—in other words, "education for life." The State could encourage the building of the schools by aiding those that maintain satisfactory standards.

(5) Rural education presents a difficult problem at best, but there is no good reason why the negro school facilities in some of the towns



of Arkansas should not be greatly improved. Negro children can not be educated for one-fourth what it costs to educate white children.

(6) Even with good teachers, suitable buildings, and ample equipment the schools can not be efficient if there are more than 35 pupils to the teacher. Under the most favorable conditions, a ratio of 50 pupils per teacher means that the children will be two-thirds taught, and a ratio of 70 pupils per teacher means that they will be half taught.

(7) A graded school is more efficient than one that is not graded. The closer a school comes to being graded, the more efficient it is. As a rule the average one or two teacher school is not efficient because of the large number of recitations the teacher must hear every day. There are too many one and two teacher negro schools in Arkansas. Many of these could be eliminated by consolidation. More large schools with three or more teachers would mean increased efficiency.

#### RECOMMENDATIONS.

(It is assumed that general recommendations will apply to both white and colored schools.)

1. So far as possible, negro rural schools should have three or more teachers. This means that the actual number of schools in some counties should be reduced, so that larger and more efficient consolidated schools may be built. In the counties having large negro populations the consolidated schools can be located so that every child will have access to a school.

2. Industrial supervisors, colored women qualified to teach handicrafts, plain sewing, and cooking, should be employed by county boards in the 31 counties having the largest negro populations. These supervisors should work under the direction of the county superintendents and the State supervisor of negro schools. On the basis of \$1,500 a year for salary and expenses, the total amount required would be \$46,500. Half of this amount should be paid by the county boards, and the State should pay the other half, either from a general supervision fund or from an appropriation made for this specific purpose.

3. County training schools should be established in 22 counties where there are none at present. The State should aid each school directly to the extent of \$500 on condition that the local support is \$1,000. State aid should not be given unless the building, equipment, and teaching force are approved by the State department of education as being satisfactory. The sum of \$11,000 is needed for this State aid.

4. The amount of \$12,500 a year should be appropriated by the State to aid in the construction of modern buildings erected under



the supervision of the department of education. This aid would make it possible for Arkansas to secure a larger amount each year from the Rosenwald Fund.

5. For the improvement of teachers in service the sum of \$3,000 should be appropriated annually by the State to aid local summer schools of five weeks' duration or more, such schools to be under the direction of the department of education. Aid should not be given a summer school unless the amount secured from other sources is at least equal to the amount given by the State.

6. The per capita expenditure on negro pupils in cities and large towns should be at least \$10 a year on the basis of enrollment.

7. The course of study in negro schools should be made more practical and should be related more closely to the life of the children so as to meet their needs.

8. The compulsory education law should be enforced, regardless of race, in order that a larger percentage of negro children of school age may be enrolled and the average attendance increased.

9. Divided school terms should be eliminated as soon as possible.

10. The number of negro teachers in the public-school system should be increased, so that there will be a better ratio of teachers to pupils enrolled.

11. Negro teachers should be paid according to their education, grade of license, and amount of successful experience.

12. The State should provide means for the training of negro teachers, so that an adequate supply will be provided.

---

## Chapter XI.

### SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS.

In this digest recommendations will be found in appropriate places in the several chapters, and are not repeated here.



## APPENDIX A.

### AN ALTERNATIVE PLAN FOR THE FUTURE OF THE DISTRICT AGRICULTURAL SCHOOLS.

*Note.*—During the intervening period, while the district agricultural schools continue substantially as at present, the adoption of certain of the recommendations contained in the following pages would undoubtedly add greatly to the efficiency of these schools. This relates particularly to those concerning more definite service as centers of community life, increased development of interschool relations, improvement of the physical plants and equipment, correlation of the curricula, more effective utilization of the school farms as practical laboratories for instruction, reorganization of the work of the advanced classes, more effective utilization of the dining room and dormitories as practical laboratories for home-making instruction, lessening of the emphasis on subjects not related to agriculture and home making, adoption of uniform and improved systems of accounting and reporting and general school records, further development of practical instruction in dairying, improvement in the layout of the grounds, increase in dormitory facilities and recognition of the importance of physical education and athletic sports, needed increases in laboratory facilities, development of work in plant and animal breeding, and provision of a suitable student labor fund.

Furthermore, during this period it should be recognized that considerable numbers of students will continue to go from the district agricultural schools to the university and into teaching, and while the agricultural schools are not designed to accomplish either of these purposes, nevertheless some definite arrangement should be made between the university and these schools concerning the basis on which graduates may be admitted to the university, and also concerning the amount and character of the work which may be regarded as fulfilling any portion of the State requirements for the professional preparation of teachers.

One fundamental reason for dissent from the view outlined in the following pages, on the part of the remaining members of the survey staff, is inability to reconcile the proposal that these schools should undertake the preparation of students for the university as a controlling aim, with the justification of their maintenance on the ground that they furnish a training peculiarly adapted to the vocational demands of agriculture, home making, and rural life generally. As higher education is conducted at present, the second of these objectives can not be adequately realized in any secondary school while at the same time meeting the usual entrance requirements of college or university. To argue that the agricultural and home-making school is a university preparatory school, and not a finishing school designed to prepare directly for vocation and life, is to remove all ground for its existence as a special institution. If these agricultural schools are to continue it must be evident that they sustain a far more vital relation to the public high-school program of the State, as to spirit, aims, and purposes, as well as in students and patrons, than to the program for higher education.

A second fundamental objection to this proposal lies in the impossibility of accomplishing in the same school, utilizing the same equipment and teaching personnel, two purposes so specific and so unrelated as (1) secondary vocational instruction in agriculture and home making, and (2) the professional preparation of teachers, which must be of college grade.

Furthermore, it must be evident that the district agricultural schools can not develop along lines laid down in the act of 1909, nor consistently with the proposals of the plan outlined below, and at the same time and with the same courses of instruction offer "16 units of academic college credit work."



## THE DISTRICT AGRICULTURAL SCHOOLS.

Act 100, passed by the General Assembly of Arkansas in 1909, directs that the State shall be divided into four districts and a State school of agriculture established within the bounds of each, in which agriculture, horticulture, and the art of textile manufacturing shall be taught. The governor is directed to appoint five trustees who shall be responsible for directing the work of these institutions. The per diem of these gentlemen is fixed at \$2. The course of study shall be "provided by the trustees." The law makes it mandatory upon the authorities to see that the students shall perform most of the work on the farms connected with these institutions and that tuition shall be free. Forty thousand dollars was originally appropriated for the maintenance and support of each of these institutions. Provision was also made for the schools to cooperate in experimental work and in the publication of bulletins and for other purposes as well.

A careful examination of these schools reveals the fact that no apparent effort has been made to establish textile schools in which the art of cotton manufacturing and of textile manufacturing shall be taught, as required by the law. It hardly seems appropriate that work of this character should be included in the curriculum of institutions of this class. It certainly is impracticable for it to be undertaken with the income and facilities which the schools now possess. The elimination of this requirement from the law would seem desirable, though it is quite proper that these schools should be expected to lay as much stress as possible on the elementary principles of plant breeding and the improvement of the fiber of the cotton plant.

The students come chiefly from the rural districts, and though all parts of the State are represented, the service rendered by the schools is to a considerable extent local in character.

Forty of the 75 counties are represented with fewer than 10 students at the four schools combined, and aside from the 4 counties in which the schools are located, only 10 counties send more than 25 students per county. Forty per cent of the total enrollment from Arkansas comes from the 4 counties in which the schools are located, and 63.4 per cent comes from these 4 counties and the adjoining 12 counties.

The division as to numbers between boys and girls was very well balanced. Many of the students were quite mature and apparently impressed with the idea of making the most of their opportunities. The majority expressed a determination to return to the farm. There are entirely too many students in the preparatory classes. The percentage is uncertain, but varies from 25 to 50. This type of instruction should be eliminated, thereby necessitating the improvement of the rural schools and raising the institutional standards to a desirable degree.

There are not enough graduates. The present senior class numbers 71. More emphasis and effort should be placed upon encouraging the students to complete the courses offered.

## COMMENDATION.

(1) The locations of these schools as to sites, drainage, and other natural advantages are very good. In some cases the schools are not easy to reach by rail, but this handicap will be somewhat lessened with the development of good roads.

(2) The schools are very well officered and a considerable number of the school-teachers are college graduates. The principal divisions are nearly all manned by graduates of reputable colleges. Good salaries are being paid. In



in this respect the schools are quite fortunate because they are in position to command the services of "A" grade instructors.

(3) The discipline in all the schools appears to be good. There was a desirable and friendly relationship between students and instructors and between the principals and their staffs. A spirit of good will and courtesy seemed to pervade the institutions as a whole. The atmosphere from a moral, religious, and social point of view appeared to be very good. The principals are enthusiastic and anxious to achieve success. They deserve encouragement and will appreciate helpful guidance. They are willing to make changes and to put into practice helpful suggestions.

(4) There is an impression that students and teachers are very much overworked in these schools. The average teacher and student appear to be carrying between 25 and 30 hours of work per week. In many instances, however, fully half of the time is devoted to practicals or laboratory hours. It is quite true that teachers and students alike are carrying much more work than is normally provided for in our graded and secondary schools and institutions of higher learning.

#### RECOMMENDATIONS.

(1) A closer coordination with some institution such as the College of Agriculture of the University of Arkansas. The problems of the school would then become the problems of the university, and vice versa. This would be helpful to both agencies, since the schools should not only serve the needs of the local communities but act as feeders to the university.

(2) The schools themselves should make a more definite and systematic effort than now appears to be evidenced to establish themselves as the centers of community life for the sections of the State they are designed to serve.

(3) The extension service work of the State should be made to function more adequately through the agency of these schools in the future than has probably been practicable in the past.

(4) The vocational training courses in agriculture and home economics, established under the Smith-Hughes Act, should be materially enlarged and encouraged.

(5) Teacher-training work should be emphasized. The crying demand of the rural schools of Arkansas is for better teachers. Thousands of them are needed.

(6) Interschool literary, athletic, and industrial contests should be encouraged. The distance between the schools makes the cost an obstacle, but plans for overcoming this can no doubt be worked out, or the contests might be held at some central point such as Little Rock.

(7) The plants of the several schools could be improved considerably if a larger proportion of the funds available were used for the essential repairs and painting. The sanitary arrangements can be improved upon.

(8) It is of the utmost importance that a uniform course of study be established in these schools. Too great a variety of textbooks is now being used.

(9) Experimental areas should be established on each of the school farms.

(10) The school farm should be laid out, organized, and directed on the basis of a farm management project, so that the income and outgo could be made the basis of definite instruction to the students. This would enable the school to demonstrate the desirability of different methods of farm practice.

(11) The work of the junior and senior students, so far as possible, should be organized on the basis of project study courses.



(12) The dining-room facilities of the schools are sufficient in so far as seating capacity is concerned, but it would seem that they might be made the basis of nutritional studies to a degree not now appreciated.

(13) The tendency observed in some of the schools unduly to emphasize courses in bookkeeping and typewriting and to prepare men and women to go away from the farm rather than back to it can not be commended. These schools should preserve their identity and purpose. They have a distinctive type of service to perform, and they should adhere strictly thereto.

(14) Each school seems to have a different method of keeping records of its students. All of those now in use can be improved upon materially. A coordinated plan of action looking toward the early attainment of this end should be instituted.

A better record of the graduates and activities in which they are engaged should be maintained. It is important to determine just what service the graduates are performing for the benefit of the agriculture and the home life of the State at large and the communities from which they originally come and to which doubtless many of them have returned. This is the only way in which a fair standard can be established that will enable the layman to pass a fair judgment upon the value of the service work performed by these institutions.

(15) These institutions should be organized on the basis of offering 16 units of college credit work. Subfreshman classes should be eliminated altogether. No advance credits should be given and no junior work undertaken. It is very desirable that the schools be rated by the State board of education or the University of Arkansas as soon as practicable.

(16) Greater emphasis should be laid upon instruction in dairying. It is one of the State's most promising but inadequately developed industries.

(17) A more careful landscaping of the grounds surrounding the schools will improve the appearance of the institutions and impress the student bodies with the importance of esthetic values.

(18) Some of the institutions need more dormitory facilities. A recreation hall or gymnasium should be provided for each of them. The physical training and welfare of the body can not be emphasized too strongly. Teaching people how to play and how to relax is a fundamental part of education.

(19) The laboratories of the various institutions should be enlarged, the equipment materially increased, and the laboratory courses of instruction generally reorganized. This is one of the weak points in the training offered by these institutions. In the matter of formal teaching in the classrooms too much dependence is placed upon the textbook.

(20) More emphasis might with propriety be laid upon seed selection and plant and animal breeding.

(21) The provision of an adequate student labor fund, so that many poor boys and girls can earn a part of the money needed to maintain themselves at these schools, is an urgent need.

## APPENDIX B.

### SUGGESTED COURSE OF STUDY FOR ARKANSAS SECONDARY SCHOOLS OF AGRICULTURE.

(For the sake of brevity this material is not included in this digest.)