

UNITED STATES BUREAU OF EDUCATION

BULLETIN, 1914, NO. 44

WHOLE NUMBER 613

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COUNTY-UNIT ORGANIZATION FOR THE  
ADMINISTRATION OF RURAL SCHOOLS

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BUREAU OF EDUCATION



WASHINGTON  
GOVERNMENT PRINTING OFFICE  
1914

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## LETTER OF TRANSMITTAL

DEPARTMENT OF THE INTERIOR,  
BUREAU OF EDUCATION,  
Washington, October 15, 1914.

Sir: With the increase of interest in the rural public schools in all the States has come a desire for more effective rural school administration; to the ends that there may be a more economic use of school funds and that all the children may have opportunities, both better and more nearly equal, to gain the preparation for life required by modern rural conditions in so far as this preparation may be gained in the schools. The evils and the inadequacy of the single-school district as the unit of administration are more and more apparent, and it is now generally conceded that it should give way to some larger administrative unit, as it has already done in a large majority of the States. The opinion as to whether this larger administrative unit should be the county or some division of the county, as the township or the magisterial district, is not so nearly unanimous, but the trend of opinion is toward the county unit, and many requests come to this office for information as to the results obtained in those States which make the county the unit of school administration, and as to the merits of the county unit of administration, as compared with the smaller unit. To assist the bureau in answering these inquiries, Mr. A. C. Monahan, the bureau's specialist in rural school administration, has prepared the accompanying manuscript on County-Unit Organization for the Administration of Rural Schools. I recommend that it be published as a bulletin of the Bureau of Education for distribution among State and county school officers, legislators, and others directly interested in this subject.

Respectfully submitted,

P. P. CLAXTON,  
*Commissioner.*

To the SECRETARY OF THE INTERIOR.

## COUNTY-UNIT ORGANIZATION FOR THE ADMINISTRATION OF RURAL SCHOOLS.

### INTRODUCTION.

An outline of the essentials of the county-unit plan of organization for the administration of rural schools was recently prepared in the Division of Rural Education of the Bureau of Education and sent to the rural school superintendents of the entire country as the first of the rural-school letters of the 1914 series. This was done on account of the wide interest in the county unit, and the many inquiries concerning it received by the bureau. Eighteen States have a county or a semicounty school system. Two of these 18 adopted the county system very recently, Wisconsin changing from the district system in 1913, Ohio from the township system in 1914. The plan, however, is not new, for Maryland adopted the county system in 1865, Louisiana in 1870, Florida in 1885, and Georgia in 1887. Movements are now on foot for its adoption in several other States; in at least 10 States now on the district basis definite steps are being taken for legislative enactment for the county unit at the next sessions of the respective legislatures.

It seems to be the consensus of opinion of leading authorities in school administration that in all States where the county is the unit of local civil government it should be also the unit in school government; and that in no State should a district smaller than a county or township be recognized as an administrative unit in school affairs. In most States the preference appears to be for the county. At a meeting of the State superintendents, held at St. Paul, Minn., in connection with the annual meeting of the National Education Association in 1914, a resolution was adopted favoring the establishment of the county-unit system. A similar resolution was adopted by the National Education Association in general session for its annual business meeting.

In the judgment of most observers, the district system is not economical or efficient. The tendency in all our States, and in foreign countries as well, is to a larger unit; in most instances to the county unit.<sup>1</sup> England, in 1902, adopted the county system; all schools in each county are now under the management of a board of education that is a subcommittee of the "county council"—the county board

<sup>1</sup> Except in the New England States, where the county is of little significance in local government, and where a change to the county unit of management in school affairs appears neither necessary nor desirable.

of local government. For very many years Scotland has been organized with the parish as a unit, the parish corresponding closely as a school unit to our township. A strong movement is in progress at the present time for a change to the county unit, and school officials of Scotland are authority for the statement that the sentiment in favor of the county basis is growing rapidly.

The rural letter referred to is the following:

RURAL-SCHOOL LETTER NO. II-1.

THE COUNTY UNIT.

The United States Bureau of Education suggests the following essentials of the county-unit basis of organization for the administration of rural schools. They result from studies of the various regulations in the States now organized on that basis:

1. The county the unit of taxation and administration of schools (except that, in administration, independent city districts employing a superintendent would not be included).

2. A county-school tax levied on all taxable property in the county, covered into the county treasury, and divided between the independent city districts and the rest of the county on a basis of the school population.<sup>1</sup>

3. The county-school funds, including those raised by taxation and those received from the State, expended in such a way as would as nearly as possible insure equal educational opportunities in all parts of the county, regardless of the amount raised in any particular part. (Any subdistrict should be permitted to raise, by taxation or otherwise, additional funds to supplement the county funds, provided the subdistrict desired a better school plant, additional equipment, or a more efficient teaching force than could be provided from the county funds.)

4. A county board of education, in which is vested the administration of the public schools of the county (except those in independent city districts), composed of from five to nine persons, elected or appointed from the county at large; the board to be non-partisan; the term of office to be at least five years, and the terms arranged so that not more than one-fifth would expire in any one year.

5. A county superintendent of schools, a professional educator, selected by the county board of education, from within or without the county or State, for a long term (at least two years), who shall serve as the secretary and executive officer of the county board and as such be the recognized head of the public schools in the county (except those in independent city districts).

6. District trustees in each subdistrict of the county, one or more persons, elected by the voters of the district or selected by the county board, to be custodians of the school property and to serve in an advisory capacity to the county board. The expenditures of local funds raised by the subdistrict would rest with the trustees subject to the approval of the county board.

7. The powers and duties of the county board of education:

(a) To select a county superintendent, who would be its secretary and executive officer in the performance of all of its other functions, and to appoint assistants as required.

(b) To have general control and management of the schools of the county.

(c) To submit estimates to the regular county taxing authority of the amount of money needed to support the schools.

<sup>1</sup> This basis is suggested for the division between the county-district and the independent city districts. The county board of education would expend the funds of the county district according to the needs of the various schools, not according to school population. This does not mean among the subdistricts on the school population basis.

- (d) To regulate the boundaries of the school subdistricts of the county, making from time to time such alterations as in its judgment would serve the best interests of the county system.
- (e) To locate and erect school buildings.
- (f) To supply the necessary equipment.
- (g) To fix the course of study and select textbooks (using the State course and State-adopted textbooks in the States where action has been taken)
- (h) To enforce the compulsory-education laws.
- (i) To employ teachers, fix their salaries and the salaries of other employees.

### I. UNITS OF ORGANIZATION.

A unit of organization for the administration of schools is the territory in which the schools constituting one system are under the direct management and control of a single board—a *county* board in the county unit, a *township* board in the township unit, a *district* board in the district unit, or a *city* board in the city unit. The county and township units may or may not include the city schools; in most States cities are set apart as independent units.

Three distinct rural-school units of organization are found in the United States—the *district*, the *township* (and the magisterial district), and the *county*. In addition, there are several instances of mixed systems, in which responsibility for management is divided between the district and the township, the district and the county, or the township and the county. There is also some variety in the details of the township systems and much variety in those of the county systems. The district system is more uniform wherever found throughout the United States. The term "district" is used here as it is most generally understood. It is a relatively small area served usually by one school. This area, except in very sparsely settled sections, is smaller than the township. The school is usually a one-room and one-teacher school, with pupils in all stages of advancement, from the first to the eighth or tenth year.

#### THE DISTRICT UNIT.

The district unit, or the single district, as it is sometimes called, is the most common unit of organization for the country as a whole. It is the complete basis for the rural elementary school management in 17 States and in 4 others in part. It is also the larger factor in the management in 7 others that have semicounty systems, in which the balance of power rests with the districts rather than with the counties. The district system originated in Massachusetts with the establishment of the first public schools, when each settlement was separate and distinct from all others, and necessarily became a separate school district. The territory between the school districts so established was originally unorganized; but as it became settled all of the terri-

tory was finally included in school districts, and the peculiar conditions causing the establishment of the district system no longer existed. The system remained, however, long after the necessity for it had passed away; it was not finally ousted until 1882. The district system was adopted in all other States in the early days of settlement and was probably the only system possible when the population was grouped in a comparatively few settlements scattered over a large section of country. With the increase of population, it is passing away and is now found in only three States east of the Mississippi River.

The conditions making the district system the only feasible one no longer exist in the greater part of the United States. Although with it progress is considerable in a few districts, it is slow and unsatisfactory in many. Except in those States where the schools are controlled largely by the State department of education, it means little State-wide advancement. It means that a very good school and a very poor school may and do often exist in adjoining districts. Under it the character of the school depends upon the educational ideals and the sentiment for education on the part of the trustees and the community. These are often low. The ability of the district to raise the funds necessary for the support of a good school is also an important factor. Many districts with the proper ideals do not contain enough taxable property to support a good school. On account of this, all States on the district basis have found it necessary to provide State educational funds to equalize in part the burden of education among the districts. In many States county funds, in addition, are raised by taxation for the same purpose. In pioneer times, where the entire population was a farming one, and the farm was self-sufficing—supplying practically all the needs of the farmer's family—the wealth of the various districts was nearly proportional to the number of farms and approximately to the number of children. These conditions have passed away. Farming is now a highly specialized commercial business. Cities and towns have developed and railroads have been built, so that school districts along the railroad and about the industrial centers have a much larger valuation without a proportional increase in school population. Such sections have therefore more money available for school purposes, while, through no fault of their own, those located away from the railroad have little money available.

The form of the district organization is nearly identical in all parts of the United States. The exceptions are in those States where the State superintendent of public instruction or county superintendent of schools is charged by legislative enactment with certain powers and duties that subordinate the district authorities, principally in the administration of the course of study, the selection of textbooks,

and the selection of teachers. The principal characteristics of the district organization may be described as follows: The school district is commonly a body corporate, and possesses the usual powers of a corporation for public purposes. It can sue and be sued, contract and be contracted with, and may hold real and personal estate. Annual school meetings are held, in which all qualified voters of the district may participate. The meeting chooses its own officers, elects a board of school trustees, determines the length of the school term, determines whether or not new school buildings shall be erected, and designates the site for the buildings. In most cases the voters fix the local tax levy for the support of the school. The board of trustees elected are the lawful agents of the district and carry out the instructions of the voters in the annual or special meetings. The board usually consists of three members elected one each year for a three-year term. It has general charge of the school property, repairs buildings, furnishes equipment and supplies, appoints teachers, fixes their salaries, and makes whatever rules and regulations may be necessary to govern the schools. Unless a State course of study is provided, it determines what subjects shall be taught in the schools. In most States it is now limited in its selection of teachers to those holding certificates issued by the State or county authorities. The trustees expend the district school funds, and in Illinois, Iowa, Michigan, Nevada, New Mexico, North Dakota, Utah, and Washington they are authorized to levy special school taxes for the support of the schools. This power is granted also to district boards in certain States, notably Delaware and South Carolina, where the county is the unit of organization.

The States organized with the district system are the following: Arizona, Arkansas, Colorado, Idaho, Illinois, Kansas, Minnesota, Missouri, Montana, Nebraska, Nevada, New Mexico, New York, Oklahoma, Oregon, South Dakota, and Wyoming—17 in all. Iowa, Michigan, and Utah have more than one system, with the district system predominating. North Dakota has both the township and the district unit, the larger portion of the State being on the township basis. California, Delaware, Mississippi, South Carolina, Texas, and Washington have semicounty systems with subdistricts in each county corresponding to those in the district system; in these subdistricts much of the control of school affairs rests.

It will be noted that the States on the district basis are all west of the Mississippi River, with the exception of New York, Illinois, and Michigan. In New York and Illinois the system is not so unsatisfactory as in other places because, by legislative enactment and by general consent, practically all of the administration of the instructional work of the school is in the hands of the State and county (or district) superintendents. Illinois also has a township school board

whose functions are almost wholly financial. Michigan has a law permitting the township unit basis. All townships of the upper peninsula and several in the lower peninsula have adopted the township system.

The district organization for present-day conditions proves for most parts of the country unsatisfactory in many ways, which may be summarized as follows: (1) It fails to recognize that education is not only a matter of local interest, but a matter of county and State interest. People no longer remain as much as they formerly did in the district in which they were educated or failed to be educated. (2) Under it no rapid and uniform State-wide advancement is possible. (3) It has created too many school districts, some of which are well able to support schools, others are not; in much of the country one-half as many schools would be sufficient to meet the requirement of "a school within walking distance of every home." Great difficulty, however, is experienced in persuading districts to unite into larger consolidated districts, each supporting one school instead of several. This difficulty is due often to jealousy existing between the neighboring districts and to jealousy between school trustees. The movement for consolidation has made little progress in any States except those with county or township systems. (4) With the district system it is often difficult to secure competent trustees. Many trustees are necessary, and they must be residents of the district they represent. Certain districts will contain many men thoroughly competent to serve as school trustees, others will contain none. The district system means that there are in the rural schools practically three times as many trustees as school teachers. To attempt to manage any other business but education on such a basis would seem ridiculous. (5) The cost of maintaining district schools is high in proportion to the cost of other schools and in proportion to the results obtained. (6) With this system, opportunities for high-school education are presented only with great difficulty; therefore country boys and girls are required to go to city schools after completing the work given in the rural schools near their homes, if they are to receive any further education. Only those whose parents can afford to pay tuition, traveling expenses, and usually board are given this opportunity; and few of those educated in the city school ever return to rural occupations. (7) Any adequate supervision of the instructional work in the district school is almost impossible. In practically all States with the district systems county superintendents are employed. The county superintendents must work with as many boards of education as there are separate districts; with the district system the large number of trustees makes his work difficult. (8) In very few States with the district system are assistants to the county superintendents employed; there are no county

educational authorities to employ assistants, or none with enough interest in the school affairs of the entire county to care whether or not assistants should be employed. In the States with the county system such assistants are more plentiful.

Iowa has had an opportunity to compare the district and township systems under similar conditions, as in several instances both exist in the same county. The State superintendent reports that the county superintendents in whose counties the township system is found "declare that the management of the schools is much more efficient and satisfactory than in the townships in the same counties where either the subdistrict system or the rural independent system prevails."

Utah has had an opportunity to compare the district and county system side by side, as both systems exist in the State. In eight counties the management and control of all the schools of the county are in the hands of a single board of education, there being no local school boards. These counties are called "consolidated counties." Five of them have been "consolidated" since 1905. The late Mr. A. C. Nelson, State superintendent of public instruction of Utah from 1900 until his death, in 1913, in his report wrote as follows:

School authorities unite in the opinion that the small rural school district must be replaced by a larger political unit before a county or a State can bring about the best educational results. \* \* \* In the development of a Commonwealth there comes a time when social exigencies require not so much individual as they do representative action. The most thoroughly democratic of us recognize this essential truth. With us in school matters there now exists a necessity for representative action, as there exists a necessity for such action in the construction of good roads, the assessment of property, or in other matters where general efficiency and the general welfare are of overwhelming importance. To-day, in the economy of our growing Commonwealth, there exists a general demand that the work of the public schools should be made more efficient.

The district is interested in the education of the child. The county and the State are also vitally interested. These political units give substantial parts of their revenues for the education of the young. \* \* \* The citizens of the State have a right, nay, it is their duty, to demand that the school fund shall be expended in the most effective and judicious manner. I am convinced that its most judicious expenditure can not be made while there exists a widespread conviction that so large a part of school matters must come under the jurisdiction of the small district.

As referred to above, the education of the child is a function of the county and the State as well as of the district. A district may have—it often has—very meager school advantages. It is uncommon, however, for an entire county to be so situated. \* \* \* With the district unit of organization there may be efficient schools, but there can never be an efficient system of schools. \* \* \*

It has been held by this office \* \* \* that consolidation of small districts would equalize school advantages. It has been stated that such consolidation would result in an economical administration of the schools. There would be a better grade of teachers employed, a stricter enforcement of the compulsory education law, an adequate supply of textbooks and apparatus, better school buildings, improved sanitary conditions, a fairer distribution of the funds arising from taxation of corporate property,

uniformity in grading the schools, a larger number and better qualified supervisors, uniform length of school term, etc.

Reports from the consolidated districts are proving the truthfulness of the above statements. The superintendent of one of these counties writes: "The tax levy allowed by law under consolidation is smaller than it was before the county was consolidated into one district, yet under consolidation a very material growth has been made without any additional debt being created. From 1905 to 1910 eight modern school buildings were erected at a cost of \$32,000. With better buildings and graded schools, we are able to command a better teaching force. Higher remuneration is offered to teachers who hold State certificates and diplomas. The care that is now exercised in handling the public-school funds is an argument within itself for consolidation."

\* \* \* In my former reports a number of the advantages of consolidation have been pointed out. It seems unnecessary to reiterate these in this report, for consolidation has not only passed the experimental stage in Utah, but a very large part of our citizens are enthusiastically in favor of it. No consolidated county would return to the small unit system. The larger unit is superior to it. It makes for economy and efficiency in every department. It is now incumbent upon the school people to make the most of the opportunities which the system makes possible.

#### THE TOWNSHIP UNIT.

The township unit is the form of organization in the New England States, in New Jersey, Pennsylvania, Indiana, in the larger part of North Dakota, the upper peninsula of Michigan and in a few townships in the lower peninsula, and in a few townships in Iowa. The first State to adopt this system was Indiana, where it has been in existence since 1852. It was adopted in Massachusetts in 1882, in New Hampshire in 1885, in Maine and Ohio in 1892. It was the form of organization in Ohio from 1892 until the present year (1914). It was authorized for upper Michigan by the State legislature in 1891, and for the entire State in 1909. It is authorized in a few other States, but has not been adopted to any extent. In Iowa, Michigan, and North Dakota, the matter is left optional with the voters of each township. Iowa has 24 townships organized on the township basis; Michigan, 147, most of which are in the upper peninsula. The township unit prevails in 45 of the 49 counties of North Dakota.

The principal feature of the township system or organization is that all schools of the township are under the full charge and control of one school board elected at large by the voters of the entire township. The schools are supported by the school funds levied on the entire township and expended by the board, according to the needs of the individual schools. In all of the States on the township basis, except the New England States, cities and incorporated towns and villages are set apart as separate independent districts. In the New England States, with a very few exceptions in Vermont and New Hampshire, there are no such separate districts, and all schools, whether in the thickly settled or the sparsely settled portion of the township, are under the control of the same board and supported from the same

funds. The New England board is known as the "town-school committee," the word "town" being used in New England where "township" is used in other States. This board is composed usually of from three to nine members, one-third of whom are elected each year for a three-year term. In the less thickly settled districts, "union districts" are formed for supervisory purposes; the town-school committees of two or more townships uniting to engage a superintendent of schools, but uniting for no other purpose. The appropriation for school purposes is made throughout New England by the voters of the entire township in the annual town meeting. The funds so provided are expended by the township board according to the needs of each school, regardless of its enrollment or location. The board often has full power to establish new schools, and has, as a rule, the power to close existing small schools and assign children to other buildings.

In the other States organized on the township basis, incorporated towns and villages are not included in the township systems. In New Jersey the voters of each township, not including those in independent towns and villages, elect a board of education of three, five, or nine members for three years; in Pennsylvania, a board of five directors for six years. The duties and powers of the New Jersey board are practically the same as those of the New England school committee; the Pennsylvania boards have the additional power of levying special township school taxes. Indiana schools in each township system are under the management of one trustee elected for four years; he has almost absolute control over all school affairs, establishing schools, providing buildings and equipment, employing teachers, and regulating the school work. Each school and the territory it serves is a subdistrict with a director elected by the voters of the subdistrict. This director has little authority, but looks after the immediate needs of the school, as an agent of the trustee.

The rural schools of Iowa are organized under three separate systems, two of which are known as township systems, although quite different, and the third is known in Iowa as the "independent rural-school district" system. There are 24 townships in the State organized as consolidated districts, all schools being under one central board, as in New England. The board consists of three members elected at large by the people for one year, and has full authority over the schools of the township. The second township system, which, in principle, is the district system, consists of a township board made up of "one director from each subdistrict." Each subdistrict represents one schoolhouse. These directors are elected by the voters of their own subdistrict for one year, and each manages and controls the school in his own district independent largely of the other directors. Very little power rests with the township board except the approval

of the expenditures made by each director. The school funds are township funds. A township organized in this way may be divided into "independent rural-school districts," provided the majority of voters in each subdistrict vote in favor of the change. Then each independent district elects three trustees, and manages and supports the schools as they are managed under the ordinary district plan. The extent to which each of these systems is in use in Iowa is as follows: Twenty-four townships have the consolidated township unit with a single board of three directors elected at large in each; 1,097 townships, with 9,322 subdistricts each in charge of a director, have the second system; and 341 townships are divided in 2,898 "independent rural-school districts," each with a local board of three directors. A first definite step toward the county board has been taken by the action of the legislature in 1913, which provided that county superintendents in the future shall be appointed by the presidents of the township boards.

The township unit has proved very satisfactory in thickly settled regions, especially in New England where no independent city and town districts are formed, and where the township is the unit of local taxation and local government in nearly all civil affairs. The boundaries of the New England townships are factors in the success of the township system. They are determined usually by topographical conditions, comprising the settlements best suited for grouping into one system. One great objection to the township unit in other States, particularly in those with the "congressional township," is that the township lines are straight lines, independent of geographical conditions or of the location of the various settlements. Township schools in such townships can seldom be located to the best advantage. The location of schools should be determined by the position of the population and by the roads, mountains, rivers, and other physical features of the country. The township system has been tried and abandoned in several States, in some instances for the district unit; usually, however, for a unit larger than the township. Tennessee and Ohio are examples of States abandoning the township for the county unit.

*The magisterial district unit.*—The magisterial district is the unit of organization and administration of school affairs in West Virginia, and the more important unit in the semicounty system of Virginia. In both States cities and incorporated towns are, as a rule, independent. In size the magisterial district corresponds nearly to the township, the average district, however, being larger than the ordinary township. In Virginia the average county is composed of 4.4 districts; in West Virginia, of 6.3. The average number of schools in the Virginia district is 18, and in the West Virginia district 15. Virginia has county boards of education, as explained later, composed of the magisterial district boards. Outside of financial duties, the

county boards have little power. Indirectly, any county board is an important factor in the development of the schools, as it may supplement the salary paid to the school superintendent and obtain a more able man than would be obtained otherwise. The county, in practice, is the unit of supervision, the supervisory districts being known as "divisions." In 80 instances the divisions are single counties, in 10 the divisions are composed of 2 counties. The superintendent is called the "division superintendent of schools." West Virginia has no county board of education, but has a county superintendent elected by the people, and in many instances district superintendents in charge of the schools of magisterial districts under the authority of the county superintendent.

The principal features of the organization in West Virginia are as follows: The present system, in essentially the present form, was adopted with the admission of the State in 1863. The last general revision was made in 1908. In each magisterial district a board of education of three members is elected at different times by the people for four years. This board appoints three trustees for each sub-district for a term of three years. The subdistrict trustees appoint teachers, and, under the supervision and control of the district board, furnish supplies and make small repairs. Some 44 cities and towns in the State have secured special legislative acts giving them certain special privileges in the management of school matters within the independent district. County superintendents are elected by the people for four-year terms. The magisterial district boards may appoint district superintendents and in such cases may dispense with trustees and take direct charge of all schools in the district. The schools are supported in part by a State fund distributed to the counties on the basis of school population. This fund is then placed in each county to the credit of the magisterial district boards. The voters of the magisterial district determine whether or not a tax levy shall be assessed; the district board determines the amount of the levy within maximum limits and expends the funds when provided. This board has the general oversight of all schools of the district. All expenditures, however, must be approved by the county superintendent, who is ex officio financial secretary for all boards in the county.

#### THE COUNTY UNIT.

Either the county system, or a semicounty system where the responsibility for the management is divided between the county and the township, magisterial district, or single district, is found in 18 States. This includes Utah, where the county organization exists in 8 counties only of the 27 in the State. The States organized on the county basis are 9 in number: Alabama, Florida, Georgia,

Kentucky, Louisiana, Maryland, North Carolina, Tennessee, and Utah. Those with a semicounty plan are also 9 in number: California, Delaware, Mississippi, Ohio, South Carolina, Texas, Virginia, Washington, and Wisconsin.

In 6 of the 18 States mentioned above as having the county or semicounty organization—Florida, Louisiana, Maryland, North Carolina, Tennessee, and Utah—practically the entire management and control of the schools are in the hands of the county boards. Louisiana has no district boards, with the exception of visiting trustees in comparatively few parishes. Tennessee has district boards elected by the people, but the State law strips them of all powers. Utah, in the counties on the county unit plan, has no local trustees. In Florida, Maryland, and North Carolina district boards are appointed by the county boards, and have no authority except that delegated to them by the boards appointing them.<sup>1</sup> In Georgia and Alabama the power is about evenly divided between the county and the local district board. In Delaware, Mississippi, and South Carolina the balance of power is in the hands of the district trustees. The district board in South Carolina is appointed by the county board, but after appointment is a body corporate and not to any extent responsible to the county board. In Kentucky the "division board" holds the principal power. Wisconsin, in its new organization, retains the old district board, but gives to the new county board oversight of the work of the county superintendent, including the administration of the course of study and the power to organize, alter, or consolidate districts, to examine pupils for common-school diplomas, and to manage the county training school for rural teachers. Ohio retains the township and village boards, dividing the power between them and the county board. The principal features of the organization in each State are given later in this publication.

Several other States have county boards of education with functions limited usually to one thing, such as the management and control of county high schools or special schools, the certification of teachers, or the appointment of county superintendents and supervisors. Further information concerning such States is given later.

The county unit on the whole seems to have the most to commend it. The territory included in the county is usually small enough for the board to keep in touch with the entire county, and it is large enough for the school districts to be arranged to the best advantage, both for the convenience of the pupils and for economic management and support. It is the unit of supervision in 39 States. For efficiency the supervision and administration should be closely united; this is possible in the best way only when the unit of supervision and

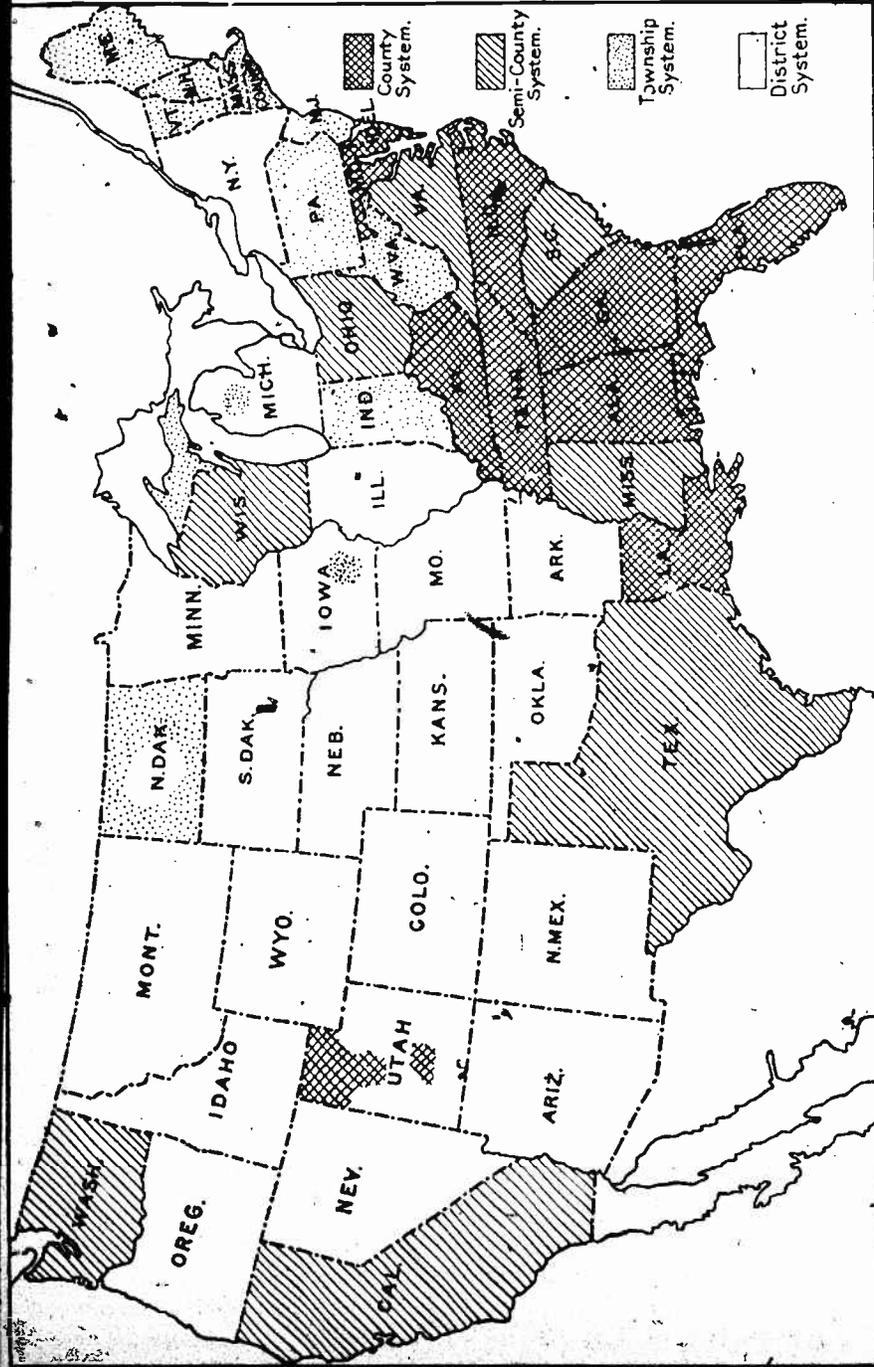
<sup>1</sup> The Maryland law gives the local trustees the selection of the "principal" teacher. All assistants are appointed by the county board.

the unit of organization for management are identical. It is true that the county is too large an area for the supervisory unit if no provision is made for assistant supervisors to aid the county superintendent. Under the ideal system, however, with all the schools of the county under one central board, the county superintendent becomes both an administrative officer and a supervisory officer. He becomes the agent of the county board and its executive secretary, in exactly the same manner as the city superintendent is the agent and the executive secretary of the city board. He should have under his direction and control as many assistants as may be required for adequate supervision. Table 1 shows the units of organization and the units of supervision for each State. Maps 1 and 2 show graphically the States with the various units of organization and of supervision indicated.

Another consideration in favor of the county unit is the question of support. The county is the unit of organization in most States for the assessment and collection of taxes for all purposes inside the county except for the support of schools. To make it the unit of school taxation would do away with local district taxes for education, except where local districts desired to supplement the county and State funds; it would equalize the tax rate for the county and distribute the cost for support of the schools over the entire county, so that equal educational opportunities might prevail throughout the county. It would give to the entire county, instead of to a few districts favored by their location, the benefits of the taxes paid by various corporations in the county, such as railroads. It would permit an economical distribution of school buildings and make possible the establishment of high schools available to boys and girls in all parts of the county, without the necessity of living away from home. Special schools not possible under the district system might also be provided, such as industrial schools, parental schools, county schools of agriculture and domestic science, and normal training schools. Twenty States already raise part of their school funds by taxation on the county as a unit.

The tendency toward the county unit is shown by the increasing number of school factors created with the county as a basis. For instance, the county is already the unit of supervision in 39 States; more authority is being given each year to the county superintendents by the State legislatures. Local district trustees are not as a rule able to decide wisely questions concerning the instructional work of the school; therefore State legislation in many States has placed the administration of the course of study and the selection of textbooks and equipment in the hands of the county superintendent, or in those of the State superintendent with the county superintendents acting as his agents. In the last few years, as more attention is being given to the school building itself, particularly in regard to its sani-

COUNTY-UNIT ORGANIZATION FOR RURAL SCHOOLS.



MAP No. 1.—Showing the various units of organization.

tary arrangements, local trustees in several States can no longer erect new buildings without the approval of the county superintendent or of the State superintendent.

As an example of the increasing duties assigned to the county superintendents, Illinois and Indiana may be cited. The duties of the county superintendent in Illinois include the following:

To furnish reports to the State superintendent.

To keep records regarding school affairs in the county, especially financial records concerning the sale of school lands.

To sell township-fund lands, issue certificates of purchase, and perform all other duties relating to such lands.

To register the names of applicants for normal school and university scholarships and to hold examinations for the same.

To have general supervision over the methods of instruction, the course of study, the discipline, government, and general condition of the schools.

To give teachers and school officers directions in the science, art, and methods of teaching, and in regard to the course of study.

To conduct teachers' institutes.

To examine at least once each year all books, accounts, and vouchers of every township treasurer in his county.

To examine all notes, bonds, mortgages, and other evidences of township indebtedness.

To investigate and determine all matters pertaining to changes in the boundaries of school districts.

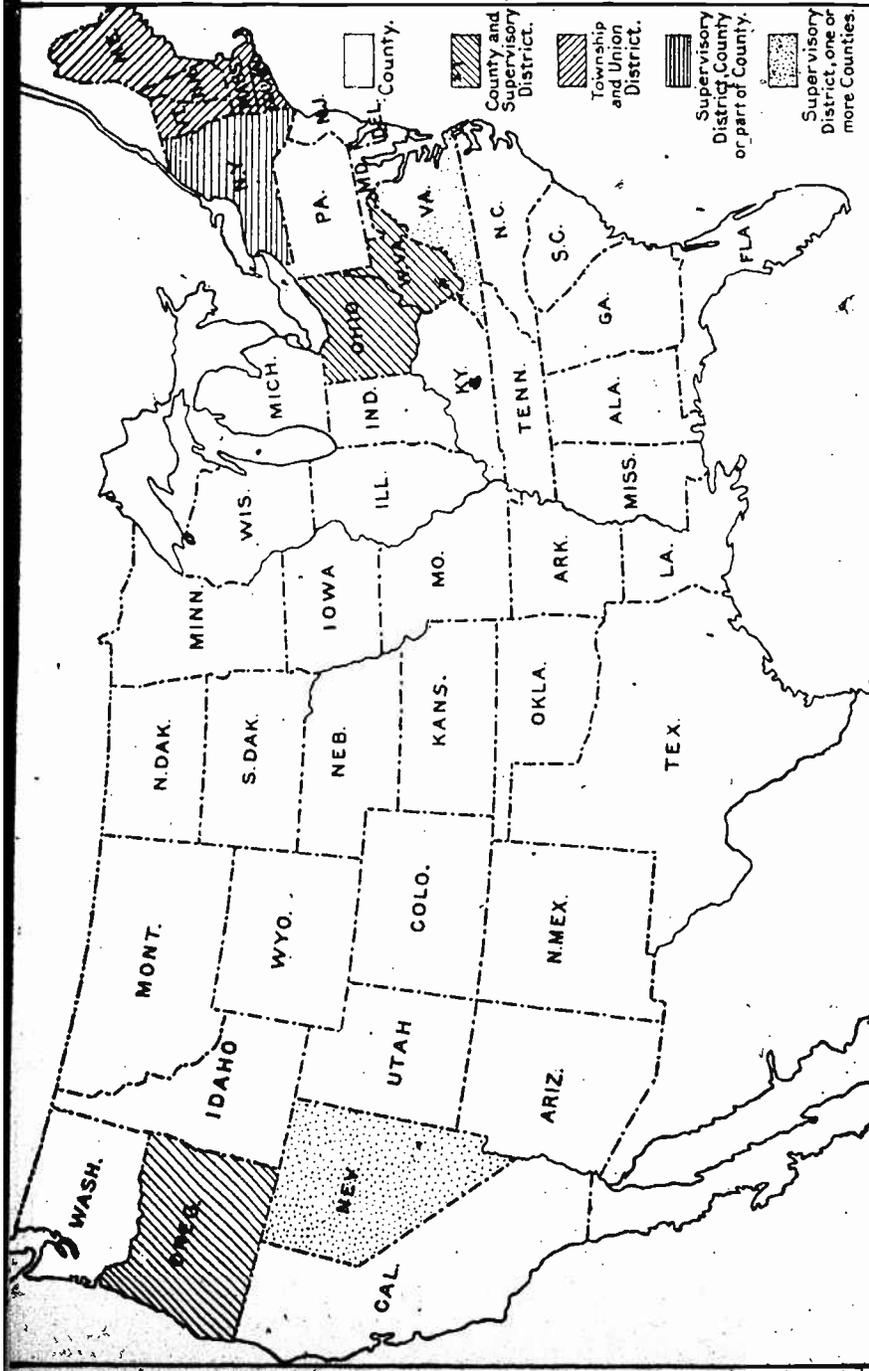
To hold meetings at least quarterly for the examination of teachers.

To grant certificates of qualification to teach to such persons as may qualify to receive them.

To apportion the school funds and to notify the presidents of the boards of trustees and clerks of school districts of the amount of money distributed by him to the township treasurer.

The duties of the county superintendent in Indiana include the general supervision of the schools for the purpose of increasing their efficiency by improving the methods of teaching and the general conditions; the enforcement of the use of the course of study adopted by the county board, or to arrange such a course if none has been adopted by the board; the examination of pupils for graduation from the common school branches; the examination of pupils from high schools except those in towns and cities; the examination of teachers and issuing of certificates to teach; the apportionment of the school funds; the conducting of teachers' institutes; the enforcement of all orders of the State superintendent and State board of education; and the decision of all controversies which may arise over school affairs, subject to revision by the State superintendent.

COUNTY-UNIT ORGANIZATION FOR RURAL SCHOOLS.



MAP No. 2.—Showing the various units of supervision.

There are county educational boards of various kinds in 30 States—boards for the management of the county work, for supervisory purposes, for the examination of teachers, for the selection of textbooks, for the control of special schools and high schools, etc. In Pennsylvania, Wisconsin, and Missouri, local trustees in each county are required by law to meet annually as a county organization for general conference on school affairs, so that there may be a certain degree of uniformity in the schools of the county. In Iowa, Indiana, and Pennsylvania the school directors of each county meet for the purpose of selecting a county superintendent. In 20 States the county has become the unit of taxation in school affairs; this number includes most, but not all, of those on the county unit basis of administration. In the great majority of these 20 States local district taxes are levied, as well as county taxes. West Virginia has made the county superintendent the financial secretary, to keep financial records of all schools in the county. He must countersign all orders issued by the several boards of education before said orders are payable by the school treasurers; in other words, he must approve every expenditure for school purposes in the county.

## II. ESSENTIALS OF EXISTING COUNTY SYSTEMS.

The principal features of the existing county systems are given in the following pages. There are included not only the States organized definitely on the county-unit basis of taxation and administration, but also those having a semi-county system, with the administration divided between a county board and local district or township boards.

*Alabama.*—Present system adopted in 1903. Counties are divided into single school districts. Three trustees are elected in each district for four years by the voters of the district. The county board of education consists of the county superintendent, who is elected by the people for four years, and four others elected for four years by the chairmen of the school district trustees. The board has the general management and control of the schools of the county. The district trustees have the general care of the school property in their district and may nominate teachers. Appointment, however, rests with the county board.

The schools are supported largely by State funds distributed to the various counties, on the basis of school population. To this fund is added in each county the poll tax, and counties may vote a county tax levied on both independent school districts and the rest of the county. The county board of education apportions the total county funds to the districts so as to provide as nearly as practicable school

terms of equal duration, first apportioning to the independent districts their school population per capita share. No local district taxes may be levied.

*California.*—The county board of education is composed of the county superintendent and four others, the majority of whom must be experienced teachers, appointed by the county board of supervisors. This board is given control of the examination of teachers in the county and the granting of teacher's certificates. It prescribes the course of study and adopts library and supplemental books for school uses. It also grants diplomas for graduation from the elementary schools. The county superintendent has important functions. He is elected by the people for a two-year term and has general supervision of the schools of the county, apportions the State and county funds, acts as secretary of the county board, and has the approval of the plans for all new school buildings. He may require the trustees to make reports when he deems such reports necessary. The powers and duties delegated to the county board and to the county superintendent centralize the control of the school affairs in county officials rather than in local officials.

The schools are supported largely by State and county funds. The State fund is apportioned to the counties, \$250 for every teacher employed, the rest on the basis of average daily attendance. The State and county funds in each county are apportioned by the county superintendent; \$550 to every school district for every teacher employed, the remainder on average daily attendance. Local districts may levy a district tax.

*Delaware.*—Present system adopted in 1898. The "county school commissions" are each composed of three members appointed by the governor for three years. The boards are given the general supervision of the property of the public schools of the county, and act as advisors to the county superintendents, who are also appointed by the governor. Complaints against school officials and teachers are heard by the boards. They act also as sanitary commissions and may condemn school buildings. School district boundaries are fixed by the county boards. The supervision and control of the school or schools of each district are in the hands of a school committee of three persons elected one each year for three years. The committees have in large measure the control of their schools, making assessments for their support, providing buildings, equipment, and teachers, and making rules and regulations governing the school.

The schools are supported by State funds apportioned to the districts on the basis of the number of teachers employed, and by local district taxes. There are no county school funds.

*Florida.*—Present system adopted in 1885. City as well as county schools are under the administration and supervision of the county officials. Each county is divided into three divisions, called "county

school board districts," as nearly equal as possible in population. In each district one person is elected by the people for two years as a member of the county board of public instruction. The board has full control and management of all schools of the county. It fixes the county school tax, appoints teachers, and fixes salaries. It locates, builds, and equips schools wherever it is deemed necessary. A school district may be a single school and its territory, or a city and its schools. Any district may become a "special-tax-school district" and elect a board of trustees of three members for two years. In districts that are not special-tax districts a local supervisor is appointed by the county board from among the voters of the district. These trustees and supervisors have no control of the schools, however; they are the agents of the people before the county board. The county superintendents are elected by the people for four-year terms. The schools are supported by State funds apportioned to the counties on the basis of the average daily attendance and by county funds raised by taxation on the entire county. Both funds, together with the income from minor provisions, are disbursed by the county board of public instruction for the maintenance and support of the public schools. School districts may, by majority vote, levy an additional tax. The county board within constitutional limits fixes the county school tax.

*Georgia.*—Present system adopted in 1887. The county board of education is composed of five members and serves a four-year term. The members are appointed by the county grand jury, a body of 18 men determined by lot by 3 jury commissioners selected by the judge of the superior court.<sup>1</sup> The county board divides the county into subdistricts, and each subdistrict elects local boards of three school trustees, each for three years. The local board has general oversight of the school and nominates teachers, whom the county board must appoint, unless proper objections are raised. The county board approves all expenditures, provides buildings and equipment, fixes the teachers' salaries, but has no power to levy taxes. This power rests with the voters of the county or of a district. In 15 counties out of 146 in the State, there are no independent districts, and city schools as well as county schools are under the control of the county board.

The county superintendents of schools are elected by popular vote for four-year terms. Previous to 1909 the law provided for their appointment by the county boards of education. The schools are supported largely by State funds distributed to the various counties and to the independent municipalities on the basis of the school population. Counties may supplement the State funds by levying a county tax, provided a two-thirds vote in its favor is obtained at a

<sup>1</sup> In a few counties the boards are elected by the people. In such counties the boards appoint the county superintendent.

special election. Independent incorporated town districts are not included in the county tax district without the consent of the municipal authorities. The State and county funds are disbursed by the county board of education. Local districts may also vote a supplementary school tax and by so doing become in large measure independent of the county system. The local board of trustees has then practically full control of school affairs, receiving from the county board or State department the district's proportionate share of the State and county funds.

*Kentucky.*—Present system adopted in 1908. Each county is divided into "educational divisions," and these divisions are in turn divided into single school subdistricts. The number of educational divisions in a county is four, six, or eight. A subdistrict trustee is elected in each subdistrict. These trustees, together with the county superintendent, who is elected by popular vote, form the division board of school trustees. The chairmen of the division boards and the county superintendent form the county board of education. The trustee has general supervision of the work of the school and of the school property. He recommends a teacher to be appointed by the division board. He reports the needs of the school to the division board, and that board refers the report with its recommendation to the county board. The county board provides buildings and equipment and expends the school funds.

The schools are supported by State and county funds. The State funds are distributed to the counties according to school population. The county board of education estimates the amount of money required for the schools; the levy is made by the fiscal court in accordance with these estimates. The tax is collected by the county sheriff and turned over to the county superintendent, who acts as treasurer of the county board. The State and county funds are expended by the county boards "as in their judgment the needs of the individual schools demand." Subdistricts may vote a special tax, the tax when so voted being collected by the county sheriff and expended by the county board for the benefit of the subdistrict voting the tax.

*Louisiana.*—Present system adopted in 1870. The parish (county) board consists of one member elected in each police jury ward for six years and is a continuous board. It has full control over all schools, locating, building, and equipping schoolhouses, employing teachers, fixing salaries, and making rules and regulations for the conduct of the schools. A parish tax may be levied by the voters of the parish. The parish is divided by the parish board into school districts for administration purposes, and each of these districts may vote a special tax. The parish superintendent is appointed for a four-year term by the parish board. The schools are supported

from a State school fund of  $1\frac{1}{8}$  mills tax, divided among the parishes on the basis of the number of children between the ages of 6 and 18, and parish funds resulting from a minimum parish tax of 3 mills. Both funds are expended by the parish board according to the needs of the schools.

*Maryland.*—Present system adopted in 1865. The city of Baltimore is independent. The schools of all other cities in the State are parts of the county systems. The county board of education is a continuing board, composed of six members in the larger counties and of three in the others. The members are appointed by the governor of the State, each for six years. The board has complete control of the schools. The counties are divided into school districts, and in each a board of district school trustees consisting of three persons is appointed by the county board. The trustees have the general oversight of the school property and employ, subject to the approval of the county board, a "principal" teacher. When assistant teachers are required, they are appointed by the county board.

The board appoints the county superintendent, who acts as its secretary and treasurer. His term is two years. The schools are supported by a State tax distributed to the various counties on the basis of school population and such county funds as are obtained from a county tax levied by the county commissioners to raise the amount designated as necessary by the county school board. Local districts are not authorized to tax themselves; supplementary funds, if desired in the local district, must be raised by subscription.

*Mississippi.*—Present system adopted in 1903. The county board is composed of the county superintendent, who is elected by the people, and five persons appointed for four years by him. The board makes the boundaries for school districts, locates the schools and fixes the time for opening schools, but has practically no other power. Each district elects three trustees, one each year for three years. These trustees have control of the schools, providing buildings and equipment, employing teachers, and managing the school. The county superintendent is a large factor in the management of the schools, as he makes the contract with the teacher engaged by the trustees and fixes the salary in accordance with the provisions of the State laws. He also is authorized to enforce the course of study adopted by the board of education and the uniform textbooks adopted for the county, to examine the teachers and visit their schools and supervise their work. The schools are supported largely by State funds distributed to the counties and independent districts on the basis of the number of educable children. Counties may levy a tax upon all taxable property outside the limits of the separate school districts. This fund is divided among the school districts on the basis of the number of educable children and the ability and experience of the

teachers. Special districts are allowed also to raise additional school funds by taxation. Any district containing not less than 12 square miles may levy taxes for support of its schools. Any district containing not less than 16 square miles may issue bonds for school buildings and equipment.

*North Carolina.*—Present system adopted in 1900. The State legislature appoints a board of education of three persons for each county, one selected every second year for a six-year term. This board has full control of the schools. It appoints a school committee of three persons for each school district in the county, to serve for two years. This district may be a township district or a single district. These committees have the general management of the schools, subject to the approval of the county board. They may employ teachers, but salaries are fixed by the county board. County superintendents are selected by the county board for two-year terms and are the executive officers of the boards. The schools are supported by State funds, distributed on the basis of school population after a certain portion is deducted for special purposes, and by county funds raised by taxation on real and personal property and from a general poll tax. The county fund is the principal fund and is apportioned on the basis of teachers' salaries, after deducting the amount needed for building purposes among the various districts so as to give as nearly as possible the same length of term to each school of each race. Special taxes may be voted for township high schools in any township, also for any school purposes in incorporated cities and towns. Special school districts may be formed by the county board upon request of one-fourth of the freeholders in the district, and such district by vote of the majority of the electors may vote a special tax.

*Ohio.*—Present system adopted in 1914. The county board of education is composed of five persons, elected by the presidents of the various village and rural boards of education; the "county district" in Ohio includes both "village" districts and "rural" districts. All city districts are exempted from the administration of the county board of education. If the population of a village is 3,000 or over, it may be made an independent district by vote of its board of education. If its population is less than 1,500, it need not have a separate board, but may be a part of an adjoining rural district, and with it be under the control of one board. The rural district is usually a township, and has a board of education of five members elected for four years at large at the same time that other township officers are elected.

The presidents of these village and township boards elected the first county boards in June, 1914—the board going into office July 15. The term of one member expires each year. The county boards

appoint the county superintendents, who act as secretaries and executive officers of the boards and have many specific duties in relation to the supervision of the rural and village schools, or all schools of the county district. The county boards are authorized to redistrict their counties, proceeding without regard to township lines where they see fit. They are required to divide their counties into supervisory districts, no district containing less than 20 nor more than 60 teachers. In each supervisory district so formed, a district superintendent is appointed by the presidents of the village and rural boards included in the supervisory district, unless there are less than four boards of education in the district, in which case the boards act in a joint meeting of the boards. The actual supervision rests with these officers. They are required to meet monthly with the county superintendents for advice on matters of school efficiency. The county superintendents have direct supervision of the county normal schools in their counties; these schools are located in connection with first-grade high schools.

The schools are supported from State and township or village district funds. The State common-school fund is apportioned to the various counties on the basis of school population. These funds are then reapportioned in the county to local school districts, \$30 to each teacher employed, the remainder in proportion to the average daily attendance of pupils.

*South Carolina.*—Present system adopted in 1868. The county board of education is composed of the county superintendent, who is elected by the people, and two others appointed by the State board of education for two years. The county board is an advisory board to the county superintendent. It divides the county into school districts and appoints in each a board of trustees of three members for two years. The district boards have almost complete control of their schools, expending the school funds, providing houses and equipment, appointing teachers, fixing salaries, and making general school rules and regulations. The district board is a body corporate. The schools are supported by relatively small State funds, distributed among the counties for special purposes, and by county and local district funds. In each county an annual tax of 3 mills on the dollar is levied and apportioned among the school districts of the county in proportion to the number of children enrolled in the public schools. These funds are then expended by the local board of trustees upon warrants approved by the county superintendent of education. School districts may levy an additional tax upon general election of the voters of the district. Independent city districts are included with the rest of the county as a tax unit.

*Tennessee.*—Present system adopted in 1907. Each county is divided by the county court into five divisions. In each division

one person is elected for two years as a member of the county board of education. This board of five persons has almost absolute control of all schools of the county, except those in independent city districts. It selects teachers, fixes salaries, erects buildings, controls expenditures, and manages the schools and the school property. An advisory board of three members is elected in each school district. It may make recommendations to the county board, but it has no authority. A few counties of the State are not organized on the county basis. County superintendents are appointed for two-year terms by the county courts.

The public schools are supported by State and county funds. The State educational fund comprises 33½ per cent of the gross revenue of the State; 79 per cent of the total fund is available for public elementary and secondary schools. Of the total education fund, 61 per cent is distributed to the various counties on the basis of school population; 10 per cent is set aside as an equalizing fund to assist the weaker counties in consolidation, supervision, and industrial work; 8 per cent is given to high schools.

The county funds consist of moneys received from the State education fund, from the proceeds of a poll tax, and a 1½ mill tax on all taxable property. An additional county tax may be levied by majority vote of the electors. The county funds are divided between the independent incorporated school districts and the rest of the county on the basis of school population. The expenditure of the county funds is in the hands of the county board.

*Texas.*—The law provides for a board of county school trustees, to be composed of five members elected at large from the county, with the county superintendent as its executive secretary. It is primarily a high-school board, but it is given other functions besides the management and control of the county high schools. It is instructed to classify all schools in the county as "primary, intermediate, and high schools" and to prescribe the course of study for all of these public schools. In its classification it is authorized to limit the number of grades in any school; for instance, it may classify an intermediate school as "an intermediate school of five grades" or "an intermediate school of six grades." The same board, with the consent of the district trustees, may establish consolidated schools with high-school departments. To this board of county trustees is given the function of apportioning the State and county school funds.

The schools are supported by State, county, and local funds, the principal support coming from the State and local districts. State funds are apportioned to the counties, and with the county funds reapportioned by the county trustees on the basis of school population.

*Utah.*—Present system adopted in 1905. County organization is optional with the voters in counties with a school population of 2,500 children or over. Seven counties have adopted it. In each of them a county board of education is elected. The county board elects a county superintendent and has full control of all schools of the county. There are five members of the board, one from each of the five representative precincts of the county. Half of them are elected every two years for a four-year term. There are no district or subdistrict boards. One county is organized as two districts, approximately one-half the county being in each. Each has a single board of education and a superintendent. The schools in the county system are supported by a State tax prorated to the counties on the basis of school population, and a county tax for maintenance and support levied by the county taxing authorities, the amount, however, within legal limits, being fixed by the county school committee. The funds are expended by the county boards in their discretion. Funds for building purposes are obtained by special taxes levied upon a majority vote of the electors of the county.

*Virginia.*—Present system adopted in 1871. In each county a "school trustee electoral board" composed of the division superintendent of schools, the attorney for the Commonwealth, and a third person selected by the county judge, appoints three trustees for each magisterial district, one each year, to serve for three years. These trustees, together with the division superintendent, form the county board of education, which is charged with the duty of distributing the county funds to the magisterial districts. The district trustees expend the funds, provide school buildings, employ teachers, fix salaries, and make rules and regulations for the school. The district may be divided by the trustees into subdistricts. Each subdistrict may elect three directors. The directors have no power except to represent the people before the trustees.

The "division" superintendents are appointed for four-year terms by the State board of education. A "division" is a supervisory district which may be the territory included in an incorporated city, or a county, or a combination of counties. In 80 instances the county is the division; 20 other counties constitute 10 divisions.

The schools are supported from State, county, and magisterial district funds. The State funds are apportioned to the cities and counties on the basis of school population after approximately one-fifth has been deducted for special funds. The county tax is levied by the county supervisors to raise as nearly as possible the amount recommended by the county board of education. These funds are divided between the magisterial districts and expended by the district trustees. The basis of apportionment to the several districts is

with "due regard to maintaining as far as practicable, a uniform term throughout all of the districts."

*Washington.*—The county board of education, as provided by the State legislature, is a professional board and consists of the county superintendent and four others appointed by him. It is authorized to grade the eighth-grade examinations; to adopt textbooks for the entire county; to prepare teachers' manuals, courses of study, and rules and regulations for circulating libraries; and to adopt such rules and regulations concerning the schools of the county as are not inconsistent with the State laws or the regulations of the State board of education. The county superintendent is given large powers. The law defines him as an "administrative officer." He is elected for two years. He has the supervision of the work of common schools of his county, enforces the course of study, enforces the rules and regulations required in the examination of teachers, and conducts the examinations, holds teachers' institutes and county meetings of school directors, suspends teachers for neglect of duty, enforces the compulsory education law, may require reports of school directors and teachers, and approves the plans for new school buildings. In practice, he controls the estimate of expenses in each district and has much influence in the selection of teachers. The fact that he is given by law so much power directly, and indirectly through the county board, a board of his own selection, places the management of the county schools largely in his hands.

The schools are supported from State, county, and local funds. The State funds are apportioned to the counties on the basis of total days of attendance and with the county funds are apportioned to the districts, one-third in proportion to the number of teachers employed and two-thirds in proportion to the total number of days of attendance.

*Wisconsin.*—Present system adopted in 1913. The county board of education is composed of five members, elected for five years, one term expiring each year. The county superintendent is elected by the people for a two-year term. The superintendent attends all meetings of the county board in an advisory capacity, but has no vote. The county board has general oversight of the work of the county superintendent and his assistants, requiring whatever reports of them it may deem necessary. It fixes the salary of the superintendent and appoints and fixes the salary of his assistants. It has power to change the boundaries of school districts; and to consolidate schools. It determines the amount of county funds necessary to pay the salaries and necessary expenses of the superintendent's office and of the board itself, which amount is levied by the proper authorities in the county tax. The county supervisors are authorized to give the county boards full control of the county training schools for

teachers. The immediate management and control of the individual public schools rests with the local district trustees. Teachers are appointed by the trustees, but receive their certification from the State or county superintendent. The schools are supported by State and local district funds. County funds exist only for special county schools and for the expenses of the county board and the office of the county superintendent. The State funds are distributed on the basis of school population (4 to 20 years of age); special State funds are available for special purposes.

*County boards in other States.*—County education boards of various kinds are found in several other States. Some of these have considerable power, particularly in the administration of the instructional work of the school; others have but one function, such as the examination of teachers, the selection of textbooks, the control of high schools, or the control of special schools. Minnesota has county boards for unorganized territory, with full charge of all schools in such territory. Oklahoma, Texas, Kansas, and Michigan have county boards of examiners that have as their sole function the examination of teachers. Michigan, Montana, Nevada, North Dakota, Oregon, Colorado, and others have county boards in charge of county high schools or special county schools, such as the schools of agriculture, manual training, and domestic economy in Michigan. Oregon has a county board of examiners to grade pupils' examinations for graduation from the eighth grade in the county schools. Missouri, Iowa, and South Dakota are among the States having special county boards for the selection of textbooks. In Illinois the county civil authorities have certain school duties, particularly the examination and approval of the financial report of the county superintendent, who is required to submit to them quarterly a statement of all expenditures for the support of his office. Assistant county superintendents must be authorized by this board, and the county superintendent's bond is executed by the board. The board has power to remove the county superintendent for good and sufficient reasons and to fill a vacancy in the county superintendency at any time that one may occur, the person so selected to serve until the next regular election.

Indiana and Oregon have county boards with powers and duties that cover several phases of school work. They are indicated below.

*Indiana.*—A county board of education is provided, by legal enactment, to consist of the county superintendent of schools with the school trustee from each township and the chairman of the board of trustees of each town and city district. The board is required to meet semiannually with the county superintendent as chairman. It "shall consider the general needs of the schools and school prop-

erty" and equipment. Any "change of textbooks shall be determined by such board," and the board has under its control the care and management of township libraries. By a decision of the State department of education the board "may adopt rules and regulations for the government of the schools of the county." Many important duties and powers are given to the county superintendent; these are enumerated elsewhere in this bulletin. The county superintendent is selected not by the full county board, but by a meeting of the township trustees.

*Oregon.*—There are in the State three separate county boards whose functions are part of the educational work of the county. There is a *county high-school board* consisting of the county judge, the county commissioners, the county treasurer, and the county superintendent; a *county board of examiners* for eighth-grade graduation composed of the county superintendent and four others selected by him; and a *county educational board*. The last-mentioned board, which is provided only for counties with 60 or more school districts, is composed of the county superintendent and four others appointed by him for four-year terms. Its duties are to divide the county into supervisory districts containing from 20 to 50 school districts and to employ a supervisor of schools for each district. It makes the necessary rules and regulations concerning the work of these supervisors. The county educational board is authorized also to act as an advisory board to the county superintendent in all things connected with his work.

TABLE I.—Rural school supervision.<sup>1</sup>

States.	Unit of organization for administration.	Unit of supervision.	Countries.	Super- vising officers.	Title of supervising officer.	How appointed or elected.	Term in years.
Alabama.	County.	County.	67	67	County superintendents.	By people.	4
Arizona.	District.	do.	14	14	do.	do.	2
Arkansas.	do.	do.	75	15	do.	do.	2
California.	District-county. <sup>1</sup>	do.	38	38	do.	do.	4
Colorado.	District.	do.	62	62	do.	do.	2
Connecticut.	Township.	Township and union dis- trict. <sup>2</sup>	5	44	City and town superintendents.	By local school board.	4
Delaware.	District-county. <sup>3</sup>	County. <sup>4</sup>	105	43	Superintendents (for 97 townships).	By state board of education.	1
Florida.	County. <sup>5</sup>	County. <sup>6</sup>	147	47	County superintendents.	By people.	2
Georgia.	County. <sup>7</sup>	County.	146	146	do.	By people or county board.	4
Idaho.	District.	do.	27	27	do.	By people.	4
Illinois.	do.	do.	102	102	do.	do.	2
Indiana.	Township.	do.	92	92	do.	By county board of education.	4
Iowa.	District and town- ship. <sup>8</sup>	do.	95	99	do.	By presidents of township boards.	2
Kansas.	District.	do.	105	105	do.	By people.	2
Kentucky.	County.	do.	119	119	do.	do.	4
Louisiana.	Parish. <sup>9</sup>	Parish.	60	60	Parish superintendents.	By parish board of education.	4
Maine.	Township.	Township and union dis- trict. <sup>10</sup>	520	313	Township superintendents.	By local school board.	4
Maryland.	County. <sup>11</sup>	County. <sup>12</sup>	23	74	Union superintendents (for 196 town- ships).	By union board.	1
Massachusetts.	Township.	Township and union dis- trict.	14	20	City and town superintendents.	By county board of education.	2
Michigan.	District and town- ship. <sup>13</sup>	County.	83	79	Union superintendents (for 244 town- ships).	By union board.	3
Minnesota.	District.	do.	86	83	County school commissioners.	By people.	4
Mississippi.	District-county.	do.	79	86	County superintendents.	do.	2
Missouri.	District.	do.	114	79	do.	do.	4
Montana.	do.	do.	29	114	do.	do.	4
Nebraska.	do.	do.	92	29	do.	do.	2

<sup>1</sup> City and town superintendents in New England are included, as their territory includes the entire township. Except in the New England States and in Delaware, Florida, Louisiana, and Maryland, cities and the large towns are independent districts.  
<sup>2</sup> By district is meant the single district, usually one school and the territory it serves; by "county-district," both the county and single district, with the balance of power in the district.  
<sup>3</sup> Two units separated by a hyphen indicates the responsibility is divided.  
<sup>4</sup> The union district in New England is composed of two or more townships.  
<sup>5</sup> N. Y. is included in the county systems.  
<sup>6</sup> City schools are included in the county systems.  
<sup>7</sup> Organized on two distinct units.  
<sup>8</sup> New Orleans Parish excluded.  
<sup>9</sup> Composed of one or more delegates from each township.  
<sup>10</sup> Baltimore city excluded.

TABLE 1—Rural school supervision—Continued.

States.	Unit of organization for administration.	Unit of supervision.	Counties.	Super- vising offi- cers.	Title of supervising officer.	How appointed or elected.	Term in years.
Kentucky.....	District.....	Supervisory district.....	16	5	Deputy superintendents of public in- struction (1 to 5 in each district).	By State board of education.....	4
New Hampshire.....	Township.....	Township and union dis- trict.....	10 234	18 28	City and town superintendents..... Union superintendents (for 77 town- ships).	By local school board..... By union board.....	1 1
New Jersey.....	do.....	County.....	21	21	County superintendents.....	By State commissioner of education.....	3
New Mexico.....	District.....	do.....	26	26	do.....	By people.....	3
New York.....	do.....	Supervisory district.....	57	207	District superintendents (for 57 coun- ties).	By district board of directors.....	5
North Carolina.....	County.....	County.....	100	100	County superintendents.....	By county board of education.....	2
North Dakota.....	Township and dis- trict.....	do.....	49	49	do.....	By people.....	2
Ohio.....	County-township.....	do.....	88	88	do.....	By county board of education.....	3
Oklahoma.....	District.....	do.....	77	34	District superintendents..... County superintendents.....	By presidents of township boards..... By people.....	3 4
Oregon.....	do.....	do.....	34	24	District supervisors (assistants to county superintendents).	By county board of education.....	4
Pennsylvania.....	Township.....	do.....	66	66	County superintendents.....	By township directors.....	4
Rhode Island.....	do.....	Township and union dis- trict.....	5	36	City and town superintendents.....	By local school board.....	1
South Carolina.....	County-district.....	County.....	38	1	Union superintendent.....	By union board.....	1
South Dakota.....	District.....	do.....	43	43	County superintendents.....	By people.....	2 or 4
Tennessee.....	County.....	do.....	65	61	do.....	do.....	2
Texas.....	District-county.....	do.....	96	96	do.....	By county court.....	2
Utah.....	County and district.....	do.....	245	178	County superintendents (for 183 coun- ties).	By county court.....	2
Vermont.....	Township.....	do.....	27	60	County judges (ex officio).	By county board or people.....	2
Virginia.....	County and district.....	Township and union dis- trict.....	14 246	10 48	County superintendents..... City and town superintendents..... Union superintendents (for 171 town- ships).	By local board..... By union board.....	1 1
Washington.....	County-magisterial district.....	Division (1 or 2 counties)	100	90	Division superintendents (10 have 2 counties each).	By State board of education.....	4
West Virginia.....	District-county.....	County.....	39	39	County superintendents.....	By people.....	2
Wisconsin.....	Magisterial district.....	do.....	55	55	do.....	do.....	4
Wyoming.....	County-district.....	do.....	71	72	Magisterial district supervisors (assist- ants to county superintendents).	By district board of education.....	4
	District.....	do.....	14	14	County superintendents.....	By people.....	2

\* Philadelphia County excluded.  
 † Two superintendents have one-half county each.  
 ‡ Number of townships.  
 § The New York supervisory district is a county or a part of a county.  
 ¶ Organized on two distinct units.



TABLE 2.—States with a county or semicounty system.

States	County board.			School district boards.			Which board has principal power in—					
	Members	Term (years)	Title	How appointed.	Members	Term (years)	Title	How appointed.	Providing and building equipment.	Employing teachers.	Management and control of school.	Administration of course of study.
Alabama	5	4	County board of education.	County superintendent elected by people; 4 others elected by chairman of district trustees who are elected by people.	3	4	District trustees.	Elected by people.	County board.	District board.	County board.	County board.
California	5	2	do.	County superintendent elected by people; 4 others selected by county board of supervisors.	3	3	School directors.	do.	District board.	do.	District board.	Do.
Delaware	3	3	County school commission.	Appointed by governor.	3	3	School committee.	do.	do.	do.	do.	District board.
Florida	3	2	County board of public instruction.	Elected by people, 1 from each county school board district.	1	2	Supervisor.	Appointed by county board.	County board.	County board.	County board.	County board.
Georgia	5	4	County board of education.	Appointed by county grand jury of 18 persons selected by lot from about 250 jurors; elected in a few counties.	3	3	School trustees.	do.	do.	District board.	District board.	Do.
Kentucky	(1)	2	do.	County superintendent elected by people and the chairman of division boards; each school district trustee; these trustees together form the division board.	14	2	Division board.	Composed of subdistrict trustees.	do.	Division board.	Division board.	Do.

<sup>1</sup> The rural "district" usually contains one school.

<sup>2</sup> A range number.

<sup>3</sup> Five, seven, or nine members.



TABLE 2.—States with a county or semicounty system—Continued.

States.	County board.			School district boards.			Which board has principal power in—					
	Members.	Term (years).	Title.	How appointed.	Members.	Term (years).	Title.	How appointed.	Providing and building equipment.	Employing teachers.	Management and control of school.	Administration of course of study.
Louisiana.....	18	4	Parish school board.	Elected by people, 1 from each police jury ward.	None	.....	None	.....	Parish board	Parish board	Parish board	Parish board.
Maryland.....	3, 6	6	Board of county school commissioners.	Appointed by governor.	3	2	District school trustees.	Appointed by county board.	County board	District board	County board	County board.
Mississippi.....	7	4	County school board.	County superintendent elected by people, and 6 others appointed by county superintendent.	3	3	District trustees	Elected by people.	District board	.....do.....	District board	Do.
North Carolina.	3	6	County board of education.	Appointed by State legislature.	3	2	School committees.	Appointed by county board.	County board	.....do.....	County board	Do.
Ohio.....	5	5	.....do.....	Elected by residents of townships and village boards.	4	4	Rural (township) board of education.	Elected by people.	Rural or village board.	Rural or village board.	Rural or village board.	Do.
South Carolina.	3	2	.....do.....	County superintendent elected by people, and 2 others appointed by State board of education.	3	2	District trustees of education.	Appointed by county board.	District board	District board	District board	Do.
Tennessee.....	5	2	.....do.....	Elected by people, 1 from each of 5 divisions of the county.	3	2	Advisory board	Elected by people.	County board	County board	County board	Do.
Texas.....	5	2	County school trustees.	Elected by people.	3	2	School trustees	.....do.....	District board	District board	District board	Do.
Utah.....	5	4	.....do.....	Elected by people, 1 from each representative precinct.	.....	.....	None	.....	County board	County board	County board	Do.

	3	3	3	3	3	3	3	3	3	3	3	3
Virginia.....	3	County board of education.	Appointed by "school trustee electoral board," composed of the division superintendent, the Commonwealth attorney, and the superintendent, and elected by the county judge.	3	Magisterial district trustees.	Appointed by members of county board.	Magisterial district board.					
Washington.....	5	do	County superintendent elected by people; 4 others appointed by him.	3	School trustees.	Elected by people.	District board.	County board.				
Wisconsin.....	5	do	Elected, 1 each year.	3	District trustees.	do.	do.	do.	do.	do.	do.	Do.

3 Parish boards may appoint, "visiting trustees" and have done so in some parts of the State. : County organization in 8 counties only.

### III. HOW THE COUNTY ORGANIZATION IS BROUGHT ABOUT.

The question of the manner in which the adoption of the county system may be brought about is of importance. It must come, of course, from legislative enactments. This may require the county organization for the entire State or may leave its adoption to the option of each county. Both plans have been tried, although in nearly all States the county system has been forced upon the entire State at once.

Utah's law, passed in 1905, is permissive, and only counties of over 2,500 school population may adopt it. At the present time eight counties of the 27 in the State are organized as county districts. Other counties would organize on the county basis, but are prevented by the law itself. The late Mr. Nelson, State superintendent of schools from 1900 until his death in 1913, said in 1912:

Seven years ago a law was enacted providing for the consolidation of small school districts into larger units of organization. Seven of our 27 counties have already taken advantage of the benefits of this comparatively recent measure, viz, Cache, Box Elder, Weber, Morgan, Davis, Salt Lake, and Sevier, and several other counties would have followed the example of these had they not been restricted by the law itself. At the present time there are two conditions which militate against consolidation. One of these lies in the population requirement, the other in the inability of the school board to levy a high-school tax in consolidated districts of the first class.

The law as it now stands says:

In each county of this State where a school district therein, outside of the limits of cities of the first and the second class, shall comprise a school population of more than 2,500 children, over 6 and under 18 years of age, as shall appear from the last enumeration reported from the office of the county superintendent of schools, or of more than 2,500 school population, shall be known as a county school district of the first class.

In my judgment, it is not nearly so important that there shall be at least 2,500 school children within the district or the county, as the case may be, as it is that the district or the county shall have the added educational opportunities accruing from consolidation, if it so desires. I recommend that the law be changed so that districts of the first class may be organized regardless of the school population, and that whenever a majority of the resident taxpayers of the county or district to be consolidated petition the county commissioners to organize a school district of the first class, it shall be the duty of the commissioners to effect such organization.

The other conditions now operating against consolidation were brought about by the abrogation of the former high-school law. When the present high-school law was passed by the last legislature, all of the former high-school law was repealed. Under the provisions of the former law, school boards of consolidated districts of the first class were empowered to levy a tax of 5 mills for high-school purposes. As this taxing power was taken from the boards, some counties refused to consolidate their school districts, as it was obvious that high schools could not be maintained without a local tax. In fact, if sparsely settled counties having but little corporate property should consolidate their districts, they would find it practically impossible to maintain even their elementary schools, as the law confers on the boards of education the authority to levy only 5½ mills for their maintenance.

In addition, therefore, to changing the present law so that a district or county, as the case may be, may become a consolidated district of the first class regardless of

its population, I recommend that the boards of education in these districts be given authority to levy a tax of 7½ mills for the maintenance of their elementary schools, and one-half of 1 per cent for the maintenance of their high schools.

The adoption of the county plan in Tennessee was gradual. Previous to 1903 the State was organized on the district-unit basis. In that year a change was made from the district to the township (magisterial district) unit. This paved the way for the adoption of the county unit, the township not proving generally satisfactory. However, it convinced many of the advantages of an organization upon a unit larger than the district. One county (Montgomery) at that time (1903) was put upon the county basis by special enactment. In 1905 a few other counties by their own request were also put upon the county basis. In 1907 a general law for the entire State was adopted, putting all counties on the county basis, with several exceptions (approximately 17 counties out of the 99 in the State) in which strong opposition arose. Since 1907 all but four of these have come under the county plan, usually upon their own request.

The campaign with the State legislature for the adoption of the county system was carried on quietly by a body of the leading educators of the State. It was thought best to create as little general discussion throughout the State as possible, and publicity was not invited on account of the opposition certain to arise.

In other States other methods of creating sentiment in the legislative bodies have been tried. The recent campaigns in Wisconsin and Ohio may be cited as examples.

The immediate campaign that resulted in the adoption of the county system in Wisconsin followed a growing sentiment among the educational forces of the State that a change in organization was necessary before rapid and uniform improvement in rural education could come about. This necessity for change was voiced by Mr. C. P. Cary, the State superintendent of public instruction, in his biennial report issued in 1908. In this report he is especially concerned with the method of selecting county superintendents; and after an able statement of the advantages of a system by which persons would be selected on account of their professional training and special fitness and not on account of their political strength he advocated a county board of education as the appointing body.

He says:

Therefore, it is to be hoped that the next legislature will provide for the election of county boards of education, such boards to be elected by the people. Such boards of education should select the county superintendents, fix their salaries, provide necessary clerk hire, audit the expense accounts of the superintendents, and do such other work as the legislature after careful consideration may deem proper to place in their hands.

In 1910 the State superintendent appointed "a committee of fifteen" to study the condition of the common schools of the State, in hope that as a result of its work, public attention would become centered more upon the rural schools. The committee was divided into five subcommittees; one of these, the subcommittee on consolidation, prepared a report which was printed by the State department of public instruction, recommending a county board of education to have full power over the changing of district boundaries, the forming of larger districts out of smaller ones so that consolidated schools might be established, and full power to close schools when the attendance fell below a certain point. This committee mentioned only those duties that might be given to a county board relative to the movement for consolidation.

In 1912 an investigation in regard to the management of rural schools and the methods of instruction was made under the auspices of the State board of public affairs by the training school for public service of the New York Bureau of Municipal Research. The report of this State board shows what is probably true in other States organized on the district basis:

1. That the business management of the rural school is uneconomical and often unintelligent.
2. That the financial accounts of the schools are very often not accurate, and in several instances show irregularities which suggest dishonesty on the part of school treasurers or boards of trustees.
3. That school buildings, grounds, and equipment are unsuited to school purposes, unattractive, and often unsanitary.
4. That school trustees have no "standard" by which to judge the prospective teacher whom they are about to engage.
5. That few professionally trained teachers are employed in rural schools, and methods of teaching are crude.
6. That there is practically no supervision on the part of the county superintendents.

The findings were a surprise to the great majority of the people in the State, even to those who considered themselves familiar with rural education. It resulted in the introduction of many bills in the legislature to remedy the unsatisfactory conditions found.

The bill which received principal attention, however, was the one introduced by the State board of public affairs, proposing a county system quite similar to that suggested in the outline given in the introduction of this bulletin. The other bills were introduced by various persons who desired to find some solution of the difficulties in the way of progress in rural education without changing radically the existing district system. Particular opposition arose to the proposal to make the county superintendent an appointive office. Part of this opposition was from county superintendents who desired to remain political officers, part from school patrons who believed the county schools should be under the supervision of local men in

whose selection they should have a direct voice, and part on account of a requirement in the State constitution for an "elected county superintendent." It was proposed to avoid the latter difficulty by doing away with the title "county superintendent" and using "county school commissioner" or "supervisor" instead.

As a result of this opposition the passage of the bill of the State board of public affairs was delayed from early in the year until near the end of August; and it was secured then only after many changes in the form of compromises had been made. Under the law as finally passed the balance of power in the control and management of the schools rests with the local districts, and the office of the county superintendent is still elective. A county board of education is provided; the powers and duties conferred upon it are stated elsewhere.<sup>1</sup> They include authority over the county superintendent and his work.

The Ohio campaign came as an immediate result of the report of the State school survey commission to study the needs of education in Ohio, appointed by the governor under authorization of the State legislature in an act approved in March, 1913. The recommendations of the commission were enacted into law by a special session of the legislature in February, 1914, about 10 months elapsing between the appointment of the commission and the adoption of its recommendations into State school laws.

As the work of the survey neared completion the governor of the State issued a proclamation suggesting that Friday, November 14, be observed as *School Survey Day*, and that a meeting be held in every schoolhouse in the State on the afternoon or evening of that day. More than 6,000 such meetings were held. A pamphlet issued by the State department of public instruction sent to each school contained a suggestive program for the evening. It contained also the governor's proclamation, a brief history of education in Ohio, and a statement relating to the survey. These three subjects were discussed at the meetings, and delegates were appointed to a State educational congress called by the governor and held at Columbus on December 5 and 6.

It is estimated that 3,000 delegates attended this State educational congress. Printed preliminary reports of the commission were distributed at the meeting; also the commission's recommendations for revised legislation in the interest of school affairs. The preliminary report was discussed briefly by the secretary of the commission, who served as director of the survey. The recommendations were presented by the State superintendent of public instruction and discussed by the governor of the State, a representative of the United States Bureau of Education, the secretary of the National Society

for the Promotion of Industrial Training, and the director of the training school for public service of the New York Bureau of Municipal Research. The latter organization had furnished the director of the survey and much of the funds for the work. The meeting was then thrown open for general discussion. At the close of the second day's session a vote was taken upon the question of indorsing the recommendations of the commission. Approximately 95 per cent of those present voted in favor of the indorsement. A special meeting of the State legislature was called by the governor. The legislature met in January and adjourned after a three weeks' session, in February, having passed 10 new school laws, which amount practically to a new school code for the State. They include almost every recommendation of the Ohio School Survey Commission. The law went into effect in August, 1913.

#### IV. SUCCESS OF THE COUNTY-UNIT PLAN.

T. H. Harris, Louisiana State superintendent of public instruction, writes to Louisiana after many years of the county organization is perfectly satisfied. "A suggestion to change the system here would receive no consideration whatever." He states that the satisfaction is due to the following features of the system as it is in his State:

1. A small board for the management of all the schools in a county.
2. The board elects the county superintendent. This keeps the office out of politics and insures the selection of a competent man.
3. Removes unwise local influences. Questions are settled upon their merits and not at the wirepulling of men of local influence.
4. Teachers are selected upon their merits and not because they are related to local board members.
5. Promotes the consolidation of country schools. The county board abandons schools and establishes new schools as the needs of the children dictate; there are no local board members to consent, no jobs to lose.
6. Makes supervision possible. The superintendent can not supervise efficiently the work of the schools if he is required to keep several hundred local board members satisfied.
7. It injects business methods into the management of the schools. With no axes to grind, no favorites to reward, a small board in charge of all the schools of the county does its best to provide the best possible schools for all the children.

A. C. Matheson, State superintendent of public instruction of Utah, writes that the benefits of the county unit as proven in his State by a study of developments in the eight counties organized on the county basis as compared with the 19 counties on the district basis are:

- A near approach to a system of tenure of office.
- Increased salaries to teachers.
- Recognition of especially meritorious service.

Equitable school privileges to all children within the consolidated area, brought about principally by a uniform rate of school taxation throughout the consolidated district.

The appointment of professional men by the boards of education to act as the superintendents of schools.

Increased salaries for the school superintendents. Prior to consolidation, \$1,000 per year was about the highest salary for a school superintendent. To-day, in the consolidated districts, we have superintendents receiving from \$2,500 to \$3,000 per annum.

Prescribed professional and educational qualifications for county superintendents.

Improved supervision through employment of supervisors is one of the chief benefits.

Improved business methods. The school clerk of the consolidated county prepares all reports, keeps records, etc. This improved change is more valuable than at first may be understood.

Professional work throughout is much more marked in the consolidated counties than in the unconsolidated counties. The expense for maintaining schools is very much the same, but taking into consideration the improved and enlarged service considerable money is saved.

Mr. D. C. Jensen, county superintendent of schools of Box Elder County, Utah, has prepared the following statements to show what the adoption of the county system has accomplished in his county. Box Elder is a large county in the northwest corner of the State. The data are for the school years 1906-7 and 1913-14. The year ended in June, 1907, was the last under the old district plan.

*School data of Box Elder County, Utah.*

Items.	School year 1906-7.	School year 1913-14.
Schoolhouses used in the county.....	61	45
Number of children enrolled.....	3,552	4,523
Number of teachers employed.....	106	144
Pupils to each teacher.....	33	31
Children entering school for the first time.....	411	465
Graduates of eighth grade.....	135	336
Students in the high schools.....	81	400
Graduates from the high school.....		47

The foregoing figures are interesting from several points of view. You will note that we are now housing 4,523 pupils in 45 buildings, an average of 100 to the building, whereas before consolidation we had 3,552 pupils in 61 buildings, an average of 58 to each building. Increasing the size of the schools has made it possible to place more teachers in each building, and hence to secure better grading of pupils and much more efficient school work. We still have too many small mixed schools in which it is almost impossible to do efficient work, but as our outlying districts draw new settlers, which they are doing rapidly, they will grow into more populous communities and graded schools will become possible.

Referring to the figures again, you will note that in 1907 there was an average of 33 pupils to each teacher. In 1914 the average was 31 pupils to each teacher. While the average number per teacher has remained practically the same, they are now more uniformly distributed. Overcrowded rooms, with 50 to 60 pupils, are now unknown in the county, and the number of small mixed schools with only 8 to 15 pupils has been materially decreased. In the larger well-graded schools teachers are given from 35 to 40 children. In the smaller schools, where three, four, or more grades are under one teacher, from 20 to 30 pupils is the rule.

It will be noted that in 1907, 411 pupils entered school for the first time, while in the same year there were 135 graduates; i. e., the graduating class was equal to 32.8 per cent of the beginners' class. In 1914 there were 465 beginners and 335 graduates. In this year the graduates equaled 72 per cent of the beginners' class. In other words, the pupils completing the grades now have increased over 100 per cent as compared with those of 1907, the last year before consolidation.

It is interesting to note one further fact in the statistics given above. It will be seen that in 1907 there were 81 students in high school. These were all in the first two years of high-school work, as the third and fourth years were not then given. In 1914 there were 400 students in high school, 47 of whom completed the fourth-year work. This is a record to which we also point with considerable satisfaction.

During the year just passed the superintendent has been assisted in the work of supervision by four supervisors who are specialists in their lines of work and whose efforts in the county schools have shown most commendable results. A primary supervisor has devoted her energies to the direction of work in the first four grades. A supervisor of art and sewing has created great interest and marked improvement in these lines of work; in a few schools cooking has been introduced. As a result of the work of the supervisor of music never before have the boys and girls of Box Elder County been so enthusiastic in their enjoyment of music. The supervisor of agriculture has awakened and maintained much interest in practical agriculture and has organized 20 agricultural clubs among the boys.

Richmond County, Ga., is one of the 15 counties in the State where city schools as well as country schools are included in the county system. The Richmond organization is slightly different from that of other counties. The county superintendent, Mr. Lawton Evans, in an address published by the Georgia campaign committee, describes the Richmond County system as follows:

The board of education of Richmond County is an unusually large board. It consists of 40 members—3 from each of the five wards of the city of Augusta; 3 from each of the six militia districts; 3 from each of the two incorporated villages, and the ordinary of the county.

The members of the board are elected for a term of three years, one-third of the membership expiring annually. This keeps two-thirds of the members acting as older and wiser than the new ones who may come in, and since many members are retained, we are not greatly disturbed by a large influx of reformers.

The board of education of Richmond County is elected directly by the people, at a special election held annually for the purpose. The school commissioner, or the superintendent, is elected by the board. This brings the people in direct contact with the schools, through their own representatives, and guarantees the kind of schools the people desire. The school commissioner can exercise some degree of independence of the people, in view of the fact that he is one degree removed from the popular election.

The peculiar advantage to be derived from a large area of organization is the distribution of the school fund according to the necessities of the people. In the case of my county the board has the unusual authority of levying a school tax, and this authority is not subject to the revision or approval of any other county authority. A school tax is levied upon all the property of the county, whether it is city property or county property. The rate is the same for stores and mills in the city and for fields and barns in the country. Everyone pays according to his possessions to make our school fund for the entire county. There is no separate city school tax and country school tax, but there is one general tax applied to all alike.

This general school fund is not distributed over the county according to the amount each ward or district has paid, but is distributed strictly upon the basis of school population. Every community gets its pro rata share of the school fund, according to school population, no matter how much or how little it has paid into the school treasury. It frequently happens that remote communities are rich in nothing but children, and of these they have a plenty. Perhaps the taxpayers of that community have not paid enough school tax to run a school six weeks, but they get an appropriation for a good schoolhouse and a teacher for seven or eight months in the year.

A county system can offer to the people at large facilities that no other kind of system can offer. If a community can show a need for a school, the county at large can supply the building and pay for the teacher. The teacher's pay does not depend upon the location of the school nor the accident of the district in which she is employed, but depends entirely upon how long she can keep the school together and how many pupils she can get to attend. She is rewarded according to her energy, being guaranteed a minimum amount and a minimum length of time. Being employed by a larger body than the district trustees, she feels independent of the whims of a few, and can do her duty and draw her pay.

As to expert supervision, I take it for granted that most persons will agree that a good superintendent who devotes all his time to the schools of his county or city, who meets the teachers and instructs them in the methods of teaching, who organizes and plans for better things in his system, who is a stimulant and an inspiration to his teachers, a real educational leader of power and influence in his community, can create a good school system through his own initiative. The discipline of the schools, the progress of the pupils, the extension of the school influence are largely in the hands of the man who thinks for them, and who will have better conditions or know the reason why.

A superintendent makes or mars a school system. Therefore he should be an expert, trained to the business, alert, and energetic to see that everything is moving along properly. Until a county can afford to pay a competent superintendent, and will get a trained educator for the purpose, the schools of the county will drag helplessly behind.

I beg leave to insist that the duty of a county superintendent is not merely to keep the books, audit the accounts, and distribute the pay to the teachers of the county. To divide the school fund out among all the teachers and have each one run his school at such an allowance is a schoolboy proposition in division. To visit, inspire, and upbuild a great school system is another proposition.

The solution of the question of expert and well-paid supervisors in our State schools is found in county local taxation, giving a large area and a sufficient school fund to engage the attention and warrant the pay of a trained educator.

#### V. A COMPARISON OF SALT LAKE COUNTY, CONSOLIDATED,<sup>1</sup> WITH UTAH COUNTY, UNCONSOLIDATED, STATE OF UTAH.

By J. C. MUERMAN, Bureau of Education.

For the purpose of comparison, two adjacent counties, similar in general characteristics, have been taken; one, Utah, organized with the old district system, has 23 separate districts; the other, Salt Lake,

<sup>1</sup> A consolidated county is a county organized as a single district under a county board of education. Unconsolidated counties are organized on the "district" basis.

organized under the county unit law, has two districts. All other "consolidated" counties of the State are organized with but one district in the county. Cities are independent districts, not included in the county systems. It should be understood that the school districts of Utah in unconsolidated counties are not the small districts usual in other States. The population of Utah is gathered in villages, not distributed on farms. There are only about 20 one-teacher schools in the entire State.

In selecting these two adjoining counties, Salt Lake and Utah, it is with the idea of comparing conditions that are the best. Of the 27 counties in the State of Utah, only 16 can be consolidated under the present law. Of this number, 8 are consolidated and several others are planning the necessary steps to become consolidated.<sup>1</sup> Of the 8 unconsolidated counties, Utah County is by far the richest and most populous. The schools are and have been well supported, and an active interest in their welfare has been maintained.

December 15, 1904, the county of Salt Lake was consolidated into two districts, Granite district being the northern half of the county and Jordan the southern half. They were made practically equal both in valuation and in population. The statistics given below are the combined figures for these two districts considered as a unit. The county contains Salt Lake City, a city of the first class, and Murray, a city of the second class. Utah county has also a city of the second class—Provo. The general conditions in each county are essentially the same. Both are agricultural, with good irrigated lands and some dry farming. Utah County has a beet-sugar factory, and Salt Lake County has several smelters and one of the largest copper mines in the world. Both have excellent transportation facilities. The markets are largely local. Utah County has the larger concentrated areas of population, the census of 1910 showing 11 incorporated towns, while Salt Lake County has only 4.

#### SCHOOL POPULATION AND ATTENDANCE.

School population and attendance show a healthy growth in each county. Salt Lake County, however, has sustained continual losses due to the extension of the boundaries of Salt Lake City. Approximately 1,217 pupils have been lost to the county in this way since 1906. Others are lost to the county because the Salt Lake City schools attract many pupils from Salt Lake County, thus lowering the attendance in the county. The excellent car service to the city, and the opportunity for work there while attending night or day schools, assist in making the loss to the county still larger. In spite of all this, the ratio of attendance is approximately the same in both counties. The

<sup>1</sup> See page 31.

list of those not attending any school seems to be growing in both counties. Quite a difference in favor of the consolidated county is shown in the average number of days attended by each child. In 1905 the numbers of days attended were approximately the same, but the report for 1912 shows the boys attended 25 days more in Salt Lake County than the boys of Utah County, while the girls of Utah County show 7 days more of average attendance than the girls of Salt Lake County. The per cent of population enrolled and the per cent of annual attendance do not offer a striking difference. The figures for each year since consolidation are given in the following table:

TABLE 3.--School population, 6-18 years, inclusive, and attendance.

Years.	Salt Lake County (consolidated).			Utah County (unconsolidated).		
	School population.	Per cent enrolled.	Number attending daily in every 100 of school population.	School population.	Per cent enrolled.	Number attending daily in every 100 of school population.
1905.....	9,739	82	58	8,557	81	67
1906.....	9,148	79	59	8,738	86	68
1907.....	7,870	85	65	8,819	85	70
1908.....	8,380	84	60	9,074	86	71
1909.....	8,675	85	66	9,548	83	68
1910.....	9,088	84	74	9,769	88	69
1911.....	9,086	88	64	9,971	86	72
1912.....	9,868	79	63	10,121	82	69

TABLE 4.--Average length of school term and number of days attended.

Years.	Salt Lake County (consolidated).			Utah County (unconsolidated).		
	Days in school year.	Average number of days attended by each child enrolled.		Days in school year.	Average number of days attended by each child enrolled.	
		Boys.	Girls.		Boys.	Girls.
1905.....	165	117	122	157	117	125
1906.....	169	127	128	156	118	130
1907.....	169	128	128	157	125	134
1908.....	171	125	122	158	126	133
1909.....	180	128	134	154	124	127
1910.....	168	135	135	163	129	132
1911.....	168	130	131	162	106	139
1912.....	166	131	132	162	106	139

TABLE 5.—Number of teachers employed, and salaries.

Years.	Salt Lake County (consolidated).		Utah County (unconsolidated).	
	Number.	Salary.	Number.	Salary.
1905 Men .....	53	\$72.55	62	\$70.73
1905 Women .....	98	53.65	91	48.84
1906 Men .....	45	80.09	63	71.95
1906 Women .....	98	55.96	97	50.40
1907 Men .....	46	74.79	67	76.50
1907 Women .....	127	57.05	106	60.60
1908 Men .....	47	91.92	68	82.20
1908 Women .....	144	58.92	116	53.09
1909 Men .....	52	84.76	69	74.76
1909 Women .....	154	62.57	124	62.08
1910 Men .....	48	108.91	71	84.92
1910 Women .....	170	60.63	130	54.40
1911 Men .....	53	98.70	78	89.25
1911 Women .....	169	63.14	139	56.98
1912 Men .....	46	95.70	83	89.20
1912 Women .....	170	62.62	177	45.61

Table 5 above shows that in the consolidated county of Salt Lake the average salary of teachers is higher than in Utah County, although the qualifications in both counties are practically the same. There is no greater tendency for teachers to change positions in one county than in the other. This table shows that the average salary for men teachers in Salt Lake County has advanced since 1905 from \$72.55 to \$95.69, and for women from \$53.65 to \$62.62. The number of teachers has increased 64. In Utah County the average salary for male teachers has increased from \$70.73 to \$89.20, and for female teachers has decreased from \$48.84 to \$45.61, but the number of teachers has increased 107 during the same period. Each year, however, except 1912, shows an increase in the average salary of the female teachers of Utah County.

#### MANAGEMENT AND SUPERVISION.

It is in the management and supervision of the consolidated county and the unconsolidated county that the most striking differences are noted. Jordan and Granite districts in Salt Lake County have each a board of five members, with a superintendent employed by each board. These men have absolute control over all school work in the county. This includes the purchase, care, and distribution of supplies, the employing of superintendents, teachers, and also special supervisors, under certain rules and regulations adopted for the government of each board. Utah County has 23 school boards and 1 county superintendent elected by the people.

The superintendents in the districts of Salt Lake County have excellent offices, well equipped, good and efficient property clerks, and storerooms in the same building with the offices of the boards of education and special supervisors. The office of the county superintendent of Utah County is in the back part of the bank building and

has practically no equipment; he is therefore working under a great disadvantage and contending against difficulties over which he has no control. It is manifest to anyone visiting the county that this superintendent is doing all in his power to bring the schools of Utah County up to a high standard and that the county has many excellent schools, but there is a lack of cooperation, of centralizing the school interests.

Salt Lake County has for each of its two districts a supervisor of primary work, 1 of music, 1 of drawing, and 1 of manual training. These supervisors have complete oversight in their respective territories; the teachers are thus working under one management in each district. There is a unity of work found in each school in the county, while the greatest freedom is allowed the individual teacher in her daily lesson plans. These plans conform to the course and outlines given for the month or year by the special supervisor.

Utah County has 1 supervisor of primary work, 2 of art, 9 special teachers of physical education, and 8 special teachers of music. Most of the last teach other subjects. The expense of special supervisors is so great that but few of the districts can afford to employ them. By employing one supervisor for the entire county, a great saving could be made. A committee composed of the county superintendent of Utah County and four representative men of the county carefully studied the situation in the northern part of Utah County and also in counties that were consolidated. The following is their report regarding supervision:

Consolidation unites, correlates, coordinates, and strengthens supervision by having all the supervision under the direction of one corps of supervisors, thus working unitedly together, each strengthening and supplementing the other.

#### EQUALITY IN TAXATION.

In consolidated districts taxation is equalized. Salt Lake County has equal taxation through the individual districts. The districts of Utah County, however, pay school district taxes that vary from 3 to 20 mills. The amount depends upon the vote of the people at a special or general election. The amount voted is not always adequate to the needs of the less prosperous districts on account of the low actual value of the assessable property of the district. For example, one district in Utah County pays upon a per capita valuation of \$5,103, while a near-by district pays upon a per capita valuation of but \$730. In a third district there is an abundance of corporate property, and it is necessary to levy a special tax of only 3 mills to maintain schools. A neighboring farming district finds a levy of 14 mills necessary to maintain schools of the minimum requirements. The per capita cost, based upon the total receipts for each district and the actual enrollment in the schools, was \$48.41 for Salt Lake County.

and \$52.63 for Utah County. This amount varies from year to year, as new buildings are erected and a greater or less number of teachers are employed.

#### ECONOMY IN PURCHASE OF ALL SCHOOL SUPPLIES AND EQUIPMENT.

Consolidated counties have the advantage of purchasing school supplies in large quantities at lowest wholesale prices. In Salt Lake County two boards control all purchases. In Utah County 23 school boards purchase supplies for their separate districts. A single district seldom buys quantities in excess of its immediate want, or for the term or year, for fear of loss by theft or deterioration. Consolidated districts, on the other hand, having central offices and store-rooms where ample supplies are well kept and well guarded, buy in quantities and secure better prices. Economy is much greater, not only in the purchase of school supplies, but in the distribution as well. Supplies in the consolidated districts are sent upon requisition of the teachers, in such quantities as are actually needed. There is little waste of material or delay in transportation. In an unconsolidated county it frequently happens that teachers must wait for needed supplies until the individual member of the board having charge of the purchasing goes to town and returns with the supplies. Data of the complete savings in Salt Lake County are not available, but it is recognized that these savings have amounted to considerable. However, from Weber County, consolidated, comes a comparison which will serve to give some idea of the saving in school supplies when purchased by a single board for the entire county. The figures were compiled by the county superintendent.

TABLE 6.—Cost of supplies in Weber County.

	Before con- solidation.	After con- solidation.
Erasers, per gross.....	\$4.50	\$2.00
Pens.....	.85	.80
Crayons (enameled).....	.20	.15
Drawing paper, 9 by 12, per ream.....	2.50	1.75
Drawing paper, 9 by 12, per ream, better quality.....	3.00	2.20
Blotlers, per gross.....	1.20	Free.
Yard sticks, per dozen.....	.40	Free.
Pencil paper, per pound.....	.08	.04
Writing paper, per ream.....	3.00	1.00
Spelling books, per gross.....	10.80	4.50
Composition books.....	6.00	2.75
Writing fluid, per quart.....	.70	.05
Lead pencils, per gross.....	2.55	1.50
Penholders, per gross.....	2.80	1.15

#### COMPENSATION OF SCHOOL BOARDS.

Utah is one of the few States where school boards are paid a direct salary. A considerable saving results in the counties of that State upon consolidation.

In 1905, before consolidation, Salt Lake County paid school trustees more than \$1,000 in excess of that paid in Utah County, but in 1912 this condition was reversed: Utah County paid trustees \$5,188.80, while Salt Lake County paid \$3,041. It must also be taken into consideration that this means the compensation of two school boards in Salt Lake County; one board would have cost less. Trustees in consolidated counties are allowed by law per year a compensation not to exceed \$300 for each member, and expenses not to exceed \$100. District trustees may fix their own salaries. Utah County in seven years paid school trustees \$9,612.15 more than was paid to the trustees of the consolidated county of Salt Lake in the same seven years. This saving alone in trustees' salaries was sufficient to pay more than half of the salary of the county superintendent.

TABLE 7.—Compensation of school boards.

Year.	Salt Lake County (consolidated).	Utah County (unconsolidated).
1906.....	\$2,806.25	\$3,330.85
1907.....	3,000.00	4,097.75
1908.....	3,162.50	4,207.50
1909.....	2,721.25	4,306.00
1910.....	3,594.60	4,421.00
1911.....	3,061.00	4,847.00
1912.....	3,041.00	5,188.80
Total.....	21,335.95	30,998.10

## VI. THE COUNTY v. THE DISTRICT UNIT IN TENNESSEE.

By S. G. GILBREATH, President East Tennessee State Normal School.

"The county board of education" law was enacted by the Tennessee Legislature in 1907. This act provides that each county should be divided into five school districts and that one member from each school district should constitute the county board of education, the county superintendent of schools being named as secretary of the board.

The members of the board of education in each district are elected by the qualified voters of the district. Any person is eligible to election who is qualified by at least a primary education, who is a resident of the district, and a qualified voter therein.

The board is required to hold four regular meetings in each year and may hold as many special meetings as may be thought necessary. It is made the duty of the board to select all teachers, fix their salaries, erect school buildings, repair and furnish schoolhouses, fix all wages and incidental expenses, and control the expenditure of the public-school fund. It is further made the duty of the board to run

the public schools in the county, as nearly as practicable, the same length of time; to locate schools where deemed most convenient, having due regard to lessening the number; to receive monthly reports from the teachers; to issue certificates for warrant for salaries; to visit the public schools; to act on cases of appeal of pupils; to dismiss teachers for cause; to take care of, manage, and control all school property; and to buy, transfer, or sell school property, and make or take proper conveyances for the same.

Before the enactment of the county board of education law, in 1907, the public schools of Tennessee were under the management, control, and supervision of district boards of directors. Each county was divided into a number of school districts usually corresponding to the civil districts of the county. In some cases, however, school districts had been multiplied by action of county courts until counties with 15 or 20 civil districts had been subdivided into 40 or more school districts. Each school district had three directors who were charged with practically the same duties transferred in 1907 to the county board of education. Some of the general results of the operation of the county board of education law may be shown by the following comparative statistics for the scholastic years ending June 30, 1907 and 1913.

The scholastic population of the State in 1907, as reported by the district directors, was 766,625; and in 1913, as reported by county boards of education, it was 767,585.

*School statistics of 1907 and 1913 compared.*

Items.	1907	1913
Number able to read and write.....	561,115	612,550
Number of pupils enrolled.....	495,755	525,701
Average daily attendance.....	353,016	367,992
Enrolled in eighth grade.....	10,172	16,205
Enrolled in ninth grade.....	2,576	12,004
Enrolled in tenth grade.....	1,278	6,215
Enrolled in eleventh grade.....	499	2,911
Enrolled in twelfth grade.....		1,158
Estimated value of public-school property.....	\$9,331,676	\$13,442,210
Value of schoolhouses erected.....	\$141,957	\$672,339
Total school funds received.....	\$4,491,732	\$6,955,934
County elementary-school expenditures.....	\$2,048,785	\$4,351,483
Certificates issued to eighth-grade pupils.....	1,755	3,611
Diplomas issued to high-school pupils.....	611	1,182
County-school libraries.....	496	1,478
Volumes in school libraries.....	22,851	96,677
Average length of school term in days.....	117	129
Average monthly salary of teachers.....	\$37	\$48

This tabular statement shows large improvement in public-school conditions in Tennessee, and much of the gain has been due to the county board of education law, changing the unit of administration from the district to the county.

The chief benefits which have come under the operation of this law are as follows:

1. *A more efficient board of administration.*—With three school directors selected from a small number of voters to manage one, two, or three schools, it was not possible to select as uniformly efficient men as is now possible under the county plan. The men then selected were interested only in the small interests of their respective schools or districts, and could not see or realize the larger field of public education.

2. *The consolidation of schools.*—The consolidation of the public elementary schools has been made possible through the county unit plan of administration. A board of directors managing one school could not consolidate it and did not often cooperate with neighboring boards. Under the county board of education law the school interests of the county are viewed as a whole, and as a result the consolidation of one-teacher schools is being carried forward. The latest report of the State superintendent of public instruction shows that there were, up to June 30, 1913, 1,183 county schools having two teachers each; 227 having three teachers each; 85 having four teachers each; 77 having five or more teachers each. In 1907 no report was made on consolidated schools.

3. *More efficient teachers.*—Under the district unit plan the selection of teachers was more often influenced by personal, official, or financial causes than is possible under the county unit plan. With the board of education charged with the employment of 50, 100, and 200 teachers, the tendency is to look more closely to the efficiency of the teacher, and to be influenced less by other considerations. There are probably as many incompetent applicants for positions in Tennessee to-day as ever before, but fewer of these find employment. With a larger board, representing a larger territory, and working officially with the county superintendent of schools, the salaries offered teachers show a substantial increase. This has made possible the employment of better teachers.

4. *The equalizing of school terms.*—Under the district unit plan each district was apportioned its per capita share of the school funds, with the result that in the same county some schools had a term of less than three months, while others had four, six, or eight months, depending entirely upon density of population and the number of children belonging to each district. The county board of education law provides that the schools in each county shall continue the same number of days regardless of the size of the school. This guarantees to each child that which rightfully belongs to him—an equal number of days' tuition with his county neighbor.

5. *Economical expenditure of school funds.*—District boards of directors purchased at retail from local dealers all school supplies needed, such as brooms, crayon, erasers, school furniture and apparatus. Under the county board of education law these supplies

are purchased on competitive bids in wholesale quantities and are distributed through the office of the county superintendent. This has effected a large saving in every county and has made possible an economical administration of expense and supply funds.

6. *Better schoolhouses.*—It was very difficult, if not altogether impossible, under the district unit system, to secure funds for the erection and repair of school buildings, as the demand for such funds was necessarily local. In Tennessee the county court is the authority regulating all school levies except those provided for by the State legislature. The demand for building funds on the part of the board of district directors did not influence any large section of the court. Under the county unit plan the reports and demands of the county board are of interest to the entire county. The county unit system, taken in connection with the authority granted county courts to issue bonds for building, repairing, and furnishing schoolhouses, has resulted in the very great improvement of public school property. All this was impossible under the old system.

7. *School funds.*—The taxes levied by county courts for the support of the public schools have shown a very large increase since the enactment of the county board of education law. The united board of education, representing the entire county, and having in harmony with its demands the sentiments of all the teachers, the county superintendent of schools, and many progressive taxpayers, is very influential in determining tax levies. This community of effort could not be had under the district unit system.

8. *Unity of interest.*—With the county as a unit the interest of the patrons in the progress and real worth of the schools has been intensified, and all have been given a clearer understanding of the problems that must be worked out through the public schools. There is a more intense interest on the part of the patrons in the activities and needs of the schools than could have been experienced under the old law where each school was a unit in administration, support, and interest.

The general results of the law have been most helpful: School funds have been enlarged; teachers are better and are better paid; better schoolhouses have been erected; a vitalized course of study has been made possible; consolidation of schools has been furthered; and the interests of the people have been enlarged and intensified through the operation of the county board of education law.

## BULLETIN OF THE BUREAU OF EDUCATION.

[NOTE.—With the exceptions indicated, the documents named below will be sent free of charge upon application to the Commissioner of Education, Washington, D. C. Those marked with an asterisk (\*) are no longer available for free distribution, but may be had of the Superintendent of Documents, Government Printing Office, Washington, D. C., upon payment of the price stated. Remittances should be made in coin, currency, or money order. Stamps are not accepted. Documents marked with a dagger (†) are out of print.]

### 1906.

- †No. 1. Education bill of 1906 for England and Wales as it passed the House of Commons. Anna T. Smith.
- †No. 2. German views of American education, with particular reference to industrial development. William N. Hallmann.
- \*No. 3. State school systems: Legislation and judicial decisions relating to public education, Oct. 1, 1904 to Oct. 1, 1906. Edward C. Elliott. 15 cts.

### 1907.

- †No. 1. The continuation school in the United States. Arthur J. Jones.
- †No. 2. Agricultural education, including nature study and school gardens. James R. Jewell.
- †No. 3. The auxiliary schools of Germany. Six lectures by B. Msennel.
- †No. 4. The elimination of pupils from school. Edward L. Thorndike.

### 1908.

- †No. 1. On the training of persons to teach agriculture in the public schools. Liberty H. Bailey.
- \*No. 2. List of publications of the United States Bureau of Education, 1867-1907. 10 cts.
- \*No. 3. Bibliography of education for 1907. James Ingersoll Wyer, jr., and Martha L. Phelps. 10 cts.
- †No. 4. Music education in the United States; schools and departments of music. Arthur L. Manchester.
- \*No. 5. Education in Formosa. Julean H. Arnold. 10 cts.
- \*No. 6. The apprenticeship system in its relation to industrial education. Carroll D. Wright. 15 cts.
- \*No. 7. State school systems: II. Legislation and judicial decisions relating to public education, Oct. 1, 1906, to Oct. 1, 1908. Edward C. Elliott. 20 cts.
- \*No. 8. Statistics of State universities and other institutions of higher education partially supported by the State, 1907-8. 5 cts.

### 1909.

- \*No. 1. Facilities for study and research in the offices of the United States Government in Washington. Arthur T. Hadley. 10 cts.
- \*No. 2. Admission of Chinese students to American colleges. John Fryer. 25 cts.
- \*No. 3. Daily meals of school children. Caroline L. Hunt. 10 cts.
- †No. 4. The teaching staff of secondary schools in the United States; amount of education, length of experience, salaries. Edward L. Thorndike.
- No. 5. Statistics of public, society, and school libraries in 1908.
- \*No. 6. Instruction in the fine and manual arts in the United States. A statistical monograph. Henry T. Bailey. 15 cts.
- No. 7. Index to the Reports of the Commissioner of Education, 1867-1907.
- \*No. 8. A teacher's professional library. Classified list of 100 titles. 5 cts.
- \*No. 9. Bibliography of education for 1908-9. 10 cts.
- No. 10. Education for efficiency in railroad service. J. Shirley Easton.
- \*No. 11. Statistics of State universities and other institutions of higher education partially supported by the State, 1908-9. 5 cts.

### 1910.

- \*No. 1. The movement for reform in the teaching of religion in the public schools of Saxony. Arley B. Show. 5 cts.
- No. 2. State school systems: III. Legislation and judicial decisions relating to public education, Oct. 1, 1908, to Oct. 1, 1909. Edward C. Elliott.
- †No. 3. List of publications of the United States Bureau of Education, 1867-1910.
- \*No. 4. The biological stations of Europe. Charles A. Kofoid. 50 cts.
- †No. 5. American schoolhouses. Fletcher B. Dresslar.
- †No. 6. Statistics of State universities and other institutions of higher education partially supported by the State, 1909-10.

## 1911.

- \*No. 1. Bibliography of science teaching. 5 cts.
- \*No. 2. Opportunities for graduate study in agriculture in the United States. A. C. Monahan. 5 cts.
- \*No. 3. Agencies for the improvement of teachers in service. William C. Ruediger. 15 cts.
- \*No. 4. Report of the commission appointed to study the system of education in the public schools of Baltimore. 10 cts.
- \*No. 5. Age and grade census of schools and colleges. George D. Strayer. 10 cts.
- \*No. 6. Graduate work in mathematics in universities and in other institutions of like grade in the United States. 5 cts.
- †No. 7. Undergraduate work in mathematics in colleges and universities.
- †No. 8. Examinations in mathematics, other than those set by the teacher for his own classes.
- No. 9. Mathematics in the technological schools of collegiate grade in the United States.
- †No. 10. Bibliography of education for 1909-10.
- †No. 11. Bibliography of child study for the years 1908-9.
- †No. 12. Training of teachers of elementary and secondary mathematics.
- †No. 13. Mathematics in the elementary schools of the United States. 15 cts.
- \*No. 14. Provision for exceptional children in the public schools. J. H. Van Sickle, Lightner Witmer, and Leonard P. Ayres. 10 cts.
- \*No. 15. Educational system of China as recently reconstructed. Harry E. King. 10 cts.
- †No. 16. Mathematics in the public and private secondary schools of the United States.
- †No. 17. List of publications of the United States Bureau of Education, October, 1911.
- \*No. 18. Teachers' certificate issued under general State laws and regulations. Earlan Updegraff. 20 cts.
- No. 19. Statistics of State universities and other institutions of higher education partially supported by the State, 1910-11.

## 1912.

- \*No. 1. A course of study for the preparation of rural-school teachers. F. Mutchler and W. J. Craig. 5 cts.
- †No. 2. Mathematics at West Point and Annapolis.
- \*No. 3. Report of committee on uniform records and reports. 5 cts.
- \*No. 4. Mathematics in technical secondary schools in the United States. 5 cts.
- \*No. 5. A study of expenses of city school systems. Earlan Updegraff. 10 cts.
- \*No. 6. Agricultural education in secondary schools. 10 cts.
- \*No. 7. Educational status of nursing. M. Adelaide Nutting. 10 cts.
- \*No. 8. Peace day. Fannie Fern Andrews. 5 cts. [Later publication, 1913, No. 12.]
- \*No. 9. Country schools for city boys. William S. Myers. 10 cts.
- †No. 10. Bibliography of education in agriculture and home economics.
- †No. 11. Current educational topics, No. I.
- †No. 12. Dutch schools of New Netherland and colonial New York. William H. Kilpatrick.
- \*No. 13. Influences tending to improve the work of the teacher of mathematics. 5 cts.
- \*No. 14. Report of the American commissioners of the international commission on the teaching of mathematics. 10 cts.
- †No. 15. Current educational topics, No. II.
- †No. 16. The reorganized school playground. Henry S. Curtis.
- \*No. 17. The Montessori system of education. Anna T. Smith. 5 cts.
- \*No. 18. Teaching language through agriculture and domestic science. M. A. Leiper. 5 cts.
- \*No. 19. Professional distribution of college and university graduates. Bailey B. Burritt. 10 cts.
- †No. 20. Readjustment of a rural high school to the needs of the community. H. A. Brown.
- †No. 21. Urban and rural common-school statistics. Earlan Updegraff and William R. Hood.
- No. 22. Public and private high schools.
- No. 23. Special collections in libraries in the United States. W. Dawson Johnston and Isadore G. Mudge.
- †No. 24. Current educational topics, No. III.
- †No. 25. List of publications of the United States Bureau of Education, 1912.
- †No. 26. Bibliography of child study for the years 1910-11.
- No. 27. History of public-school education in Arkansas. Stephen B. Weeks.
- \*No. 28. Cultivating school grounds in Wake County, N. C. Zebulon Judd. 5 cts.
- No. 29. Bibliography of the teaching of mathematics, 1900-12. D. E. Smith and Chas. Goldsfer.
- No. 30. Latin-American universities and special schools. Edgar E. Brandon.
- \*No. 31. Educational directory, 1912. 10 cts.
- \*No. 32. Bibliography of exceptional children and their education. Arthur MacDonald. 5 cts.
- †No. 33. Statistics of State universities and other institutions of higher education partially supported by the State, 1912.

## 1913.

- No. 1. Monthly record of current educational publications, January, 1913.
- \*No. 2. Training courses for rural teachers. A. C. Monahan and R. H. Wright. 5 cts.
- \*No. 3. The teaching of modern languages in the United States. Charles H. Handachin. 15 cts.
- \*No. 4. Present standards of higher education in the United States. George E. MacLean. 20 cts.
- †No. 5. Monthly record of current educational publications. February, 1913.

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