DEPARTMENT OF THE INTERIOR
BUREAU OF EDUCATION

BULLETIN, 1916, No. 48

RURAL SCHOOL SUPERVISION

BY

KATHERINE M. COOK and A. C. MONAHAN
BUREAU OF EDUCATION

WASHINGTON
GOVERNMENT PRINTING OFFICE
1917

ADDITIONAL COPIES
OF THIS PUBLICATION MAY BE PROCURED FROM
THE SUPERINTENDENT OF DOCUMENTS
GOVERNMENT PRINTING OFFICE
WASHINGTON, D. C.
AT
10 CENTS PER COPY

CONTENTS.

LETTER OF TRANSMITTAL.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, February 12, 1917.

SIR: In the early history of this country, and of each of the States, when the population was sparse and communities widely separated, each school district and each school had an independent existence, with little or no relation to any other school or district or any larger unit. As population became more dense, as communities coalesced, as appropriations and expenditures for schools became larger, and as the larger units of county and State began to feel an interest in and responsibility for the education of the children of all their separate communities, the need for State and county officers for business administration was felt. Later still, the demand for efficiency in the schools and for the best possible use of money expended for schools and of the time of the children in school gave rise to a demand for expert supervision by men and women competent to give to all teachers, and especially to young and inexperienced teachers, help in those phases of their work in which they need it most. As a result, State, county, district, and township superintendents are now chosen with reference to their knowledge of teaching more than formerly; and in many States they are given the assistance of special supervisors. So valuable have been the results of the work of these expert supervisors in those places where it has been tried under favorable conditions that there is now a general desire for information on the subject. I therefore recommend for publication as a bulletin of the Bureau of Education the accompanying manuscript transmitted herewith on Rural School Supervision, prepared at my request by Katherine M. Cook and A. C. Monahan of the Rural Education Division of this bureau.

Respectfully submitted.

P. P. CLAXTON,
Commissioner.

The SECRETARY OF THE INTERIOR.

RURAL SCHOOL SUPERVISION.

I. ORIGIN AND DEVELOPMENT OF SCHOOL SUPERVISION.[1]

According to Hinsdale the "American superintendent of schools is an officer sui generis. He is native to the soil." He occupies a position wholly unlike that of any scholastic officer found in any country of Europe, and "combines within himself the characters of a minister of public instruction, an inspector of schools, a licenser of teachers, and a professor of pedagogy." His duties, whether defined by law, as is the case with most State and county supervisory officers, or delegated to him directly by the school board, as in case of many city superintendents, are numerous and complex.

The supervisory idea, as it is now understood, goes back probably not more than 50 or 60 years. It is only 80 years since the first full-time city superintendent was employed in the United States.

The present idea of supervision has come as an evolution, not from the function of teaching but from that of the school committee or board. In the early part of the nineteenth century, as the complexity of the city-school systems increased and the demands on the boards became more specialized and more numerous, the functions of the boards were delegated to smaller units, to subcommittees, and finally to paid officers, the school superintendents. "The power to supervise the school or schools, lodged by law in the town committee or district board, is the primal cell from which the school superintendency has been evolved."[2]

In the early colonial history of Massachusetts the general supervision of the schools was assigned first to the town itself, then to the selectmen, the town administrative officers. These gave way in 1789 to the school committee as an official body for conducting school affairs. A town committee to inspect schools had been provided in many towns prior to 1789. In that year it was legalized and in 1827 was made compulsory. This was the date when the local school districts were given authority to select and hire their own teachers. Later these school committees elected one of their own number to act as supervisor of common schools at a stated sum per diem. This officer, however, received a small amount only, was a business or professional man with many other duties and usually with no apti-

[1] This brief historical sketch is included to give a general idea of the beginning and growth of local supervision.

[2] Hinsdale: *Studies in Education.*

tude or training for the work of supervision, and was in many cases as unsatisfactory as the selectmen under the older system. Later the school committees were permitted to engage for this work some one not a member of the board. Springfield employed a superintendent of schools in 1840. It was not until 1851, however, when Boston engaged a superintendent of schools, that the position of city superintendent became a permanent one in Massachusetts. In 1888 a law was passed in Massachusetts which provided for supervision in the smaller towns by permitting them to join in sufficiently large numbers to warrant the engagement of a professional supervisor who could devote all of his time to the schools. The law made possible professional supervision for rural communities.

In the meantime in several States the office of State superintendent had become a permanent institution with rather clearly defined duties, though it has had its vicissitudes and has been established and abolished and reestablished in several States. The duties, powers, and responsibilities of the office have changed many times in the course of its development.

STATE SUPERVISION.

The idea of State supervision and the office of State superintendent developed earlier and more rapidly than that of rural or city supervision. New York in 1812 passed the first act contemplating a permanent State system and creating the office of State superintendent of common schools. Gideon Hawley, who is described as a man of unusual ability and attainments, "the Horace Mann of New York,"[1] received the appointment, holding the office for nine years, when it was abolished, the secretary of state becoming ex officio superintendent of schools.[2] The office was revived in 1854. In the meantime 15 other States had established a State office of superintendent of schools, though not always under that name. These States, with the dates of establishment of the office, are as follows:

Maryland, 1823 (abolished two years later).
Vermont, 1827.
Pennsylvania, 1834.
Tennessee, 1836.
Michigan, 1836.
Massachusetts, Kentucky, and Ohio, 1837.
Missouri and Connecticut, 1839.
Iowa, 1841, abolished and revived twice before 1864.
Rhode Island, 1843.
New Jersey, 1845.
New Hampshire and Maine, 1846.
Wisconsin, 1849.

[1] Fitch: *History of Common School Education in New York.*
[2] Boone: *Education in the United States*, p. 101.

The other States have followed the example set by these 17, and now there is a department of education in every State. Delaware was the last to make such a provision, when in 1913 a commissioner of education was appointed. The chief State school officers serve under many different titles, such as State superintendent of public instruction, State commissioner of education, and State superintendent of education. Many States for a time combined educational duties with those of other State officers already provided, as, for example, with the State treasurer in Colorado, with the secretary of state in New York, and with the governor in Oregon. Such practices are now a thing of the past, although State education officers are often ex officio members of State boards concerned with affairs other than education, such as land boards, boards of pardons, etc.[1]

Special assistants to the State superintendent, devoting their entire time to rural school work, have been provided in about one-half of the States. They work under various titles—in the North and West usually as rural school inspectors and in the South formerly as State supervisors of rural schools, but now as "rural school agents." The appointment of such officers in the North came about in most instances through the passage of State legislation granting special State aid to rural schools meeting certain specified conditions. Inspection was therefore necessary. In the South the appointment of the State supervisors of rural schools was due to the General Education Board and the Southern Education Board, and the men were appointed to assist in establishing better rural schools. Their work was advisory rather than supervisory. Information concerning the duties and functions of the State rural school officers is given later.[2] Following is a list of the States where such officers are employed:

Alabama: 1 Rural school agent for white schools.
1 Rural school agent for colored schools.
Arkansas: 1 Rural school agent for white schools.
1 Associate rural school agent for colored schools.
California: 1 Commissioner of elementary schools.
Florida: 2 Rural school inspectors.
Georgia: 1 Rural school agent.
3 State supervisors of rural schools.
1 Rural school supervisor for Negroes.
Illinois: 2 Supervisors of country and village schools.
Iowa: 1 Inspector of rural and consolidated schools.
Kansas: 2 Rural school supervisors.
Kentucky: 1 Supervisor of rural elementary schools for whites.
1 Supervisor of rural elementary schools for colored.
Louisiana: 3 Rural school supervisors.
1 Supervisor of Negro rural schools.
Massachusetts: 1 Agent of State board of education for rural schools.

[1] Bu. of Educ., Bul., 1915, No. 5: *The Organization of State Departments of Education.*
[2] See pages 39 to 47.

Michigan: 1 Rural school inspector.
Minnesota: 1 Rural school commissioner.
1 Rural school supervisor.
Mississippi: 1 Rural school agent.
1 Supervisor of Negro rural schools.
Missouri: 1 Rural school inspector.
Montana: 1 Rural school inspector.
Nebraska: 1 Rural school inspector.
North Carolina: 1 State agent for rural schools for whites.
1 State agent for rural schools for colored.
North Dakota: 1 Rural school inspector.
Oklahoma: 1 Rural school inspector.
South Carolina: 1 State supervisor of elementary rural schools.
Tennessee: 1 State rural school agent for white schools.
Texas: 2 Rural school supervisors.
Virginia: 1 State rural school agent for white schools.
1 State rural school agent for colored schools.
West Virginia: 1 Supervisor of rural schools for whites.
1 Assistant supervisor of rural schools for Negroes.
Wisconsin: 2 Rural school inspectors.

LOCAL SUPERVISION.

The origin and growth of the idea of local supervision for county and township schools is more difficult to trace. As previously stated, it began in Massachusetts with the school committee, and developed finally into the township professional supervisory officer. The early attempts at local rural supervision were confined almost wholly to the management and investment of funds and other services concerned with the material organization of the school. Then came the idea of inspection and visitation and sometimes examination of teachers and pupils. The fact that the duties of the early committees were adopted almost literally by the later township and county supervisors shows the evolution of the office. The present idea of the duties of supervisory officers (especially in connection with county and township supervision)—the idea of trained professional supervisors—has developed as additional functions have been forced upon the board. The necessity of employing teachers with educational qualifications and of visiting schools, not only for inspection and examination but for directing methods of teaching, providing courses of study, etc., has brought about professional supervision.

In New York laws were passed in 1814 providing a suitable number of persons, not to exceed six, to act as inspectors of common schools in each township. In Missouri as early as 1824 the civil commissioners were required to appoint "'visitors to the schools,' nine in each district, who were to visit the schools once in three months to examine teachers, grant licenses, and exercise general supervisory powers. Ten years later three trustees took the place of the nine with similar duties."[1]

[1] Boone: *Education in the United States.*

Ohio in 1825 anticipated a general plan of supervision by providing for the certification of teachers by three suitable persons to act as examiners, appointed by the county court of common pleas, who were also to visit the schools and give advice relative to discipline and management of the school.[1] Under provision of the law of 1838 the township clerk was virtually the superintendent of schools. with considerable authority.[2]

In 1827 Vermont provided for appointment of town committees, whose functions were similar to those of the committees in Massachusetts. New Hampshire, in 1829, provided for similar supervision.

In Michigan a law passed in 1828 provided that a board of five, designated as "inspectors of common schools," be appointed to examine and license teachers and to perform the function of supervision.[3]

The Pennsylvania law of 1834 placed the certification of teachers and inspection of schools in the hands of two inspectors for each school district. These inspectors were in a measure county officers, as they were privileged to meet in a body to establish rules for conducting teachers' examinations and for granting certificates which should be binding on all the inspectors of the county.[4]

In North Carolina, in 1839, counties were directed to divide themselves for educational purposes into six disticts, over all of which should be appointed not less than five superintendents, and for each of whose school corporations should be chosen by the county court not less than three school committeemen.

It will be noticed that the duties of all of these officers corresponded quite as nearly to those of present-day school directors or trustees or board members as to those of county superintendent. There is discernible, however, a tendency toward differentiation and delegation of duties to fewer officers. Allowing for this lack of specification of duties, the table following shows in a general way the extent and growth of the supervision idea by supervising school boards in counties, towns, and townships before 1839:

Massachusetts	1789
New York	1814
Missouri	1824
Ohio	1825
Vermont	1827
Michigan and New Hampshire	1828
Pennsylvania	1834
Tennessee, Vermont, and Mississippi	1837
North Carolina	1839

[1] Burns: *Educational History of Ohio*, p. 119.
[2] Dexter: *Hist. of Educ. in the United States*, p. 106.
[3] Hoyt, C. O., and Ford, R. Clyde: *A Study of Educ. in the Northwest.*
[4] Yetter: *Educational System of Pennsylvania.*

County superintendent.—The next step takes us to the county superintendent as a regular county officer elected by the people or appointed by the county court or a county board.

New York was the first State to appoint county superintendents of schools. The office was established in 1841, abolished in 1847, and revived again in 1856.

> During six years preceding 1847 there existed a body of salaried county superintendents who were nominated by the board of supervisors for two years at a time and whose business it was to inspect the schools, to endeavor to promote the system of popular education, and to decide on all disputes concerning the schools previous to their being referred to the State superintendent.[1]

Though the office was abolished in 1847, circumstances having conspired to make it unpopular, a township superintendent survived whose duties consisted in—

> superintending the schools, affording information, and making regulations relative to the various branches of instruction, to disciplinary matters, etc. He thus holds much the same position as the school committee in Massachusetts.[1]

Dexter, in his History of Education, says:

> Previous to 1851 four other States had followed the New York plan, and all the newer States have had the office since the beginning of their school legislation.

Siljestrom, writing in 1853, says that in Vermont the county superintendents are elected by the county court and the town superintendents elected by the congregations.[2]

In Maine, county supervisors of schools were authorized in 1869.

Ohio in 1847 made school supervision optional in counties which should provide for the payment of salary sufficient to secure a superintendent. Only three counties availed themselves of the provision.[3]

Arkansas, in the law passed in 1853, provided for a common-school commissioner who should be elected at large and have general supervision of the county schools.[5]

The Pennsylvania law of 1854 created the office of county superintendent who was to be elected for three years at a convention of all the school directors and "who is to be a person of literary and scientific requirements and experience in the art of teaching."[5]

In California, by provision of the law of 1852, the county treasurer was ex officio superintendent, but his sole duty was to apportion funds.[6] In 1855 the school law was reorganized and the office of county superintendent of schools established, the superintendent to be elected by popular vote.

---

[1] Siljestrom: *Educational Institutions of the United States*, p. 95.
[2] Ibid, p. 104.
[3] Burns: *Educational History of Ohio*, p. 119.
[4] U. S. Bu. of Educ. Bul., 1912, No. 27.
[5] Yetter: *Educational System of Pennsylvania.*
[6] Sweet: *Public Education in California.*

Alabama provided, in 1856, for a county superintendent, elected by the people, to have general supervision of the schools of the county, whose duty it was to visit the schools at least once a year.[1]

Michigan provided for county superintendents in 1867, but eight years later the action was reversed.[2]

Tennessee, along with a majority of the Southern States, established the county system of supervision in the reorganization which followed the reconstruction period.

The following table relates to the establishment of the office of county superintendent in eight States, showing date and method of appointment:

New York	1841	superintendent appointed (office abolished six years later).
Ohio	1847	optional law.
Arkansas	1853	superintendent elected by popular vote.
Pennsylvania	1854	superintendent elected by school directors.
California	1855	superintendent elected by popular vote.
Alabama	1856	superintendent elected by popular vote.
Michigan	1867	law repealed six years later; superintendent probably elected.
Tennessee	1867	superintendent chosen by local directors assembled for that purpose.

City supervision.—Chamberlain, in *Growth and Responsibility of City School Superintendent*, says that the true history of city school supervision runs back to 1837, and that Buffalo, N. Y., was the first municipality to engage a city superintendent. This statement is confirmed by Boone and Dexter, as well as by the *Report on the School System of Buffalo*, published by the New York State Department of Education, from which the following is quoted:

> This act (referring to the charter of 1837) relating to the city of Buffalo was the first law enacted by any State in the Union creating an officer for the supervision of the schools of a city. This officer has come to be known throughout the country as city superintendent of schools.

However, Dexter says this:

> Louisville, Ky., in 1834 appointed a school agent whose duty it was to visit all schools each quarter and report on their condition. His duties were soon enlarged and by 1837 corresponded in general to those of the present city superintendent.

The exact nature of the duties of these early city superintendents is in doubt. According to Martin, the idea of city supervision in New England was first put into practice in 1839 in the Providence, R. I., schools and was suggested there by the factory system of the State.

---

[1] U. S. Bu. of Educ. Bul., 1915, No. 12.

[2] Dexter: *Hist. of Educ. in the United States*, p. 112.

Out of the necessities of broadened and more complex educational systems there has been evolved a new educational function, that of professional supervision, and a new organ for the function, the superintendent of public instruction.[1]

Martin asserts that city supervision in Massachusetts began in Springfield in 1840, yet had no permanent place in the State until Boston adopted the plan in 1851. He adds: "Soon a State law authorized it, and it has slowly worked its way into universal favor in the cities and larger towns."

Whatever uncertainty may exist as to its initiation, it is very certain that the idea of centralized and specialized school work with one man in charge grew rapidly, and that almost simultaneously, in very different parts of the country, cities began to appoint superintendents of schools.

The following table, taken from Dexter, indicates the growth of the movement for city superintendents:

Buffalo, N. Y	1837	Newark, N. J	1853
Louisville, Ky	1837	Brooklyn, N. Y	1853
Providence, R. I	1839	Cleveland, Ohio	1853
Springfield, Mass	1840	Chicago, Ill	1854
New Orleans, La	1841	St. Louis, Mo	1854
Rochester, N. Y	1843	St. Joseph, Wis	1854
Columbus, Ohio	1847	Indianapolis, Ind	1855
Syracuse, N. Y	1848	Worcester, Mass	1855
Baltimore, Md	1849	Milwaukee, Wis	1859
Cincinnati, Ohio	1850	Albany, N. Y	1866
Boston, Mass	1851	Kansas City, Mo	1867
Gloucester, Mass	1851	Washington, D. C	1869
New York, N. Y	1851	Denver, Colo	1872
San Francisco, Cal	1852	Scranton, Pa	1877
Jersey City, N. J	1852	Philadelphia, Pa	1883

Now, nearly every city and town of 2,500 population has its superintendent of schools, devoting his entire time to supervision and administration, or a supervising principal devoting all or part of his time to supervision and administration.[2] In the larger cities many assistants are employed. This is indicated by the following table:

Supervision of schools in cities.

Cities.	Number of cities.	Number of supervisory officers.	Number of cities not reporting.
Cities of 100,000 population and over	50	815	.....
Cities of 25,000 to 100,000 population	183	884	.....
Cities of 10,000 to 25,000 population	374	1,011	35
Cities of 2,500 to 10,000 population	625	939	59

[1] Martin: *Evolution of the Pub. Sch. System in Mass.*

[2] See Educational Directory, 1916–17 (Educ. Bull., 1916, No. 43).

The city superintendent is becoming more and more the actual head of the city school system. Boards of education are leaving with the city superintendent practically the entire management of the schools. Of cities reporting to the Bureau of Education in answer to a special inquiry relative to the powers of the city superintendent, 73.5 per cent report that the superintendent nominates all teachers, 38 per cent that he selects the teachers, 66 per cent that he recommends changes in salaries, and 73.5 per cent that textbooks are adopted upon his recommendation. Another indication of the increasing confidence placed in the city superintendent and of the increasing importance of the position is shown by the fact that 44 per cent of the city superintendents received an increase in salary in 1914 over 1913, and in 83 cases the length of term of the superintendent was increased.

The city superintendents in practically all cities in the United States are appointed officers, the appointing body in nearly all cases being the school board. An exception is San Francisco, where the city superintendent, who is at the same time county superintendent, is elected by popular vote. Buffalo, N. Y., elected its city superintendent until 1916, but under the new city charter and commission form of government the city superintendent is appointed by the council, on the nomination of the mayor.

The supervisory function is a direct outgrowth of the necessity of specialization and of fixing duties belonging to school trustees in the hands of fewer people. Logically, therefore, the superintendent of schools should be an appointive officer and, logically, also, the unit of supervision and of administration should be the same. The present state of affairs in many of the States which completely divorces in rural territory the units of supervision and of administration for school purposes is forcing an unnatural and illogical condition, and to it may be ascribed much of the inefficiency of the rural-school system.

The importance of supervision in school progress of the day can scarcely be overemphasized. Good supervision may be looked upon as the dominant factor in successful school systems, and much of the progress in education to-day, especially in cities, is due to the wise policy and broad viewpoint of the superintendent.

Rural supervision—a comparison.—However important supervision may be in cities, it is vastly more important in the country. Statistics from a recent investigation, made by the Bureau of Education,[1] show that of the rural teachers in the United States, 32.3 per cent have no professional training of any nature. Regarding academic preparation, 4 per cent have not completed the eighth grade

[1] U. S. Bu. of Educ. Bul., 1914, No. 49.

of the elementary school, and 32 per cent have not completed the high-school course. Only 3.2 per cent have completed a normal-school course; 66.2 per cent are teaching eight grades or more; and 66.2 per cent are conducting from 25 to 35 recitations daily. The average length of time rural teachers remain in one school is 13.8 months, and the average annual salary is $485. It is evident that teachers in rural schools are poorly paid, are constantly changing, are largely untrained, and have no system of grading. They are teaching an impossible number of classes, and conducting far too many daily recitations to make even fairly good work possible. Add to this the isolation, which makes helpful advice and association among teachers impossible or nearly so, and it is difficult to conceive of much improvement in the present conditions without adequate and efficient supervision, even when omitting consideration of the many contributing circumstances, of which lack of good buildings and the adjustment of the school curriculum to the industrial life of the community are perhaps the most important.

In 1911 an expression of opinion regarding the efficiency of rural supervision, as then conducted, was asked from the departments of education in 34 States having county superintendents. In nearly all of these States the superintendents were elected by popular vote and had no assistants. All of the replies indicated various items in which this system was unsatisfactory. A few of these are quoted:

Counties too large and county superintendent has too much work to give time to supervision.

Not definite enough; officers not professionally equipped for proper supervision.

Territory too large for effective work.

Too many schools for one to supervise.

Inefficiency of county superintendents.

No deputies allowed, and too much ground to cover.

We need smaller units.

Supervision and supervisors under the county superintendents.

Too much work for county superintendents to do. Each has from 70 to 300 teachers, 60 to 200 buildings, voluminous office work, and no assistance.

The system of electing county superintendents consists of rotation of office, which very much limits the efficiency of the system.

These quotations show the general tenor of the replies and indicate a remarkable unanimity of feeling throughout the country as to the inefficiency and inadequacy of the plan for rural supervision.

Table No. 1 reports the results of a study made in 1911–12 in a Middle Western State, and shows a comparison of supervision in city and county. Its results are similar to those of other studies in other parts of the United States. It is based on a comparison of the training of teachers, distance traveled, clerical duties of superin-

tendent, etc., with the idea of showing the relative efficiency of city and county supervision. The qualifications and ability of the superintendents are assumed to be alike. The study shows the difficulty that the most capable and conscientious superintendent has in doing justice to the supervision of schools under his jurisdiction. The counties in the table are fairly typical of the State in which they are located, and the conditions, while possibly not typical of other States, at least represent conditions which exist in many States where the county superintendent is elected at large, has no assistance, much territory to cover, and teachers with the lack of training usually found in rural schools. As the contributing circumstances in the cities and counties used in this study were as nearly alike as they are likely to be in the ordinary community, it is probably a fair indication of the supervisory possibilities in city and county under the system above described. The cities are small—of less than 10,000 population; two of the counties are agriculutral and in the third coal mining is the chief industry.

TABLE 1.—*Comparative table of county and city supervision.*

	Case 1.		Case 2.		Case 3.	
	County.	City.	County.	City.	County.	City.
Number of square miles in superintendency district	3,852	70	2,592	18	4,792	15
Number of schools	47	8	50	8	84	7
Number of teachers	100	60	54	50	114	62
Teachers with normal or college training	55	45	9	40	22	37
Teachers without normal or college training	45	15	41	10	92	25
Teachers with no professional training and no previous experience	6	0	14	0	16	0
Teachers with less than high-school training	16	0	6	0	20	0
Number of one-room schools	22	0	46	0	61	0
One-room schools with more than 20 pupils (average daily attendance)	10	All.	6	All.	50	All.
Number of children of school age (census)	3,598	2,000	2,222	2,508	6,754	2,867
Number of children enrolled in schools	3,236	1,800	1,800	1,881	3,781	2,146
Number of school principals	22	8	4	7	20	7
School principals who have one free period for supervision	3	6	0	7	2	7
Number of special supervisors devoting whole time to supervision	0	4	0	3	0	3
Number of visits to each teacher (by superintendent or staff)	(1)	30	(1)	36	(1)	54
Proportion of schools reached by common carrier, per cent	10	All.	14	All.	22	All.
Proportion of schools reached by private conveyance only, per cent	90	0	86	0	78	0
Estimated number of miles traveled by private conveyance per year	1,500	0	2,500	0	1,500	0
Proportion of time taken up by routine office work, per cent	50	0	66	0	50	0
Average salary of teachers (per month)	$61	$85	$43	$92½	$57½	$114½
Average length of term (in months)	8	9	7	9	7	9
Daily attendance (compared with total enrollment), per cent	71	80	60	80	76	80
Salary of superintendent (per year)	$1,200	$2,000	$500	$2,500	$2,800	$2,000
Is the superintendent required to have educational qualifications and experience	No.	Yes.	No.	Yes.	No.	Yes.
Does superintendent select textbooks	No.	Yes.	No.	Yes.	No.	Yes.
Is superintendent consulted in the selection of teachers	No.	Yes.	No.	Yes.	No.	Yes.

[1] Less than one.

It is apparent from the table that the county superintendents in these particular locations are unable to approach real supervision. In the first place, because of extent of territory and number of schools, they are unable to reach every school in the county once a year; second, they are so burdened with office work that they are unable to give any considerable proportion of their time and attention to supervision as a profession; third, salaries are too low and tenure of office too short to insure securing competent educators; fourth, they have no voice in the selection and engagement of teachers who attend meetings and carry out the requests of the superintendent by courtesy largely; fifth, educational qualifications are not required except when the sentiment of the community is so urgent as to influence political parties, the inevitable result being that superintendents in many counties are elected for political qualifications, and only accidentally are they competent teachers or supervisors. That conditions indicated above are not rare and the cases are not isolated ones is indicated by the general summary concerning the work of the county superintendent contained in Tables 3, 4, and 8.

There is a growing feeling that the county superintendent of schools should be a man or woman of training and experience in educational work, that he should be assisted by a competent corps of supervisors, and that he should have clerical assistance for his office work. The county superintendent should be a man of affairs, of strong personality, capable not only of guiding and directing school matters, but of forming public sentiment in all things concerning the educational welfare of the community. In addition to being a trained educator, he should have a keen insight into the needs of country life and how the school can meet them. He needs such a knowledge of rural vocations as will enable him not only to teach and supervise vocational subjects, but to be a leader among the farmers of the community and one with whom they may consult on matters of general community welfare. He should be the one to select books and to compile a course of study that will adjust the school to the vocational and industrial life of the community. There is urgent need for a curriculum that will educate country people for the country as efficiently as city schools educate city people for the city; one that will dignify country life, create and foster a love for the out of doors, and teach in terms of country life; one that is closely related to the life and needs of farm boys and girls and whose practical benefit is sufficiently evident to hold the majority of children in school beyond the legal school age, and enable them to leave the elementary school with the foundation for an education which will lead to the intelligent pursuit of whatever vocation they may select. This kind of education must be furnished to the farmer's children without the ne-

cessity of breaking up the farm home, as is the case when children are sent away to the neighboring city or town high school or the family moves away from the farm during the school session. The farmer should not be obliged to pay for two school systems, one at home in the form of taxation and one in the near-by city in the form of tuition. The kind of organization, administration, and guidance of public opinion which brings about such results demands a county superintendent with high salary and tenure of office during efficient service.

The county superintendent should have some voice in engaging teachers and fixing salaries; something to say about the expenditure of funds and the amount of tax levied; some advisory control over the kind of buildings and equipment; complete control over textbooks and course of study; some power in enforcing the attendance laws; and he should be a member of or a consulting adviser to the administrative board in control of the county or township schools.[1] The tendency in the most progressive States is toward the realization of a system for rural schools which shall make these advantages possible. Many States are assuming the responsibility of supervision through State appropriations for the payment of salaries for rural supervisors, through special grants to schools which reach a stated degree of efficiency, through certification of rural supervisors, and through the encouragement of special help for industrial supervision in rural schools. These plans will be described later in this bulletin.

[1] The advantages of county organization for administration and supervision are treated in U. S. Bu. of Educ. Bul., 1914, No. 44.

II. STATUS OF RURAL SUPERVISION.

Throughout the United States the county is the unit of rural-school supervision, except in the New England States and in New York, Virginia, and Nevada. In the New England States the township is the unit, city schools being under the same management and supervision as the schools in the rural territory included within the township lines. In sparsely settled portions of all of the New England States two or more townships may form a union supervisory district, each employing one superintendent who divides his time among the townships in the union. In New York State an arbitrary supervisory district has been formed, composed in each case of a county or a portion of a county. The State (New York City excepted) contains 57 counties and is divided into 207 supervisory districts. Cities and union free-school districts having a population of 5,000 or over, and employing a superintendent of schools, are not included in these supervisory districts. In Virginia the unit of supervision is known as a "division," and may be a city, a county, or a combination of counties. Eighty counties constitute one division each, the other 20 counties constitute 10 divisions. In Nevada the supervisory unit is one or more counties; the supervising officer is a deputy State superintendent of public instruction. Five such officers are employed, each having supervision of the schools in from one to six counties. Table 2, reprinted from a recent bulletin of the Bureau of Education,[1] gives data for each State relative to the unit of supervision and the method of selecting the supervising officer. It also gives for each State the unit of organization for administrative purposes, as the efficiency of the supervision depends in large measure upon the organization for management. In States where the organization for administration and the unit for supervision are the same, the supervising officers are working under conditions more favorable to success. In States where the unit of organization for administration is, for instance, the local school district, and the unit of supervision is the county, the county superintendent has as many separate boards of school trustees to work with as there are schools in the county, having in many instances as many as 250 separate boards of trustees.

[1] Bulletin, 1914, No. 44, *County-Unit Organization for the Administration of Rural Schools.*

TABLE 2.—*Rural school supervision* [1]

States.	Unit of organization for administration.	Unit of supervision.	Counties.	Supervising officers.	Title of supervising officer.	How appointed or elected.	Term in years.
Alabama	County	County	67	67	County superintendents	By county boards of education	4
Arizona	District [2]	do	14	14	do	By people	4
Arkansas	do	do	81	[3] 25	do	do	2
California	District-county [4]	do	58	58	do	do	2
Colorado	District	do	63	63	do	do	4
Connecticut	Township	Township and union district. [5]	[6] 168	45	Supervisors (for 111 townships) [7]	By State board of education	2
Delaware	District	County [8]	3	3	County superintendents	By governor	1
Florida	County [8]	do [9]	47	47	do	By people	2
Georgia	County	County	146	146	do	By people or county board	4
Idaho	District	do	37	37	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 township. [9]	do	99	99	do	By presidents of township boards	4
Kansas	District	do	105	105	do	By people	2
Kentucky	County	do	119	119	do	do	2
Louisiana	Parish [8]	Parish [8]	[10] 60	60	Parish superintendents	By parish board of education	4
Maine	Township	Township and union district.	[6] 475	216	Township superintendents	By local school board	4
				74	Union superintendents (for 214 townships).	By union board [11]	1
Maryland	County [8]	County [8]	[12] 23	23	County superintendents	By county board of education	1
Massachusetts	Township	Township and union district.	[6] 346	79	Union superintendents (for 244 townships) [7]	By union board	2
Michigan	District and township. [7]	County	83	83	County school commissioners	By people	3
Minnesota	District	do	86	86	County superintendents	do	4
Mississippi	District-county	do	79	79	do	do	2
Missouri	District	do	114	114	do	do	4
Montana	do	do	41	41	do	do	4
Nebraska	do	do	92	92	do	do	2
							2

[1] 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.

[2] 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.

[3] In 25 counties; whether or not county superintendents shall be employed is optional with the counties.

[4] Two units separated by a hyphen indicates the responsibility is divided.

[5] The union district in New England is composed of two or more townships.

[6] Number of townships.

[7] Other townships have individual superintendents.

[8] City schools are included in the county systems.

[9] Organized on two distinct units.

[10] New Orleans Parish excluded.

[11] Composed of one or more delegates from each township.

[12] Baltimore city excluded.

TABLE 2.—*Rural school supervision*—Continued.

States.	Unit of organization for administration.	Unit of supervision.	Counties.	Supervising officers.	Title of supervising officer.	How appointed or elected.	Term in years.
Nevada	District	Supervisory district	16	5	Deputy superintendents of public instruction (1 to 5 counties each).	By State board of education	4
New Hampshire	Township	Township and union district.	[1] 234	30	Union superintendents (for 96 townships).[2]	By union board	1
New Jersey	do	County	21	21	County superintendents	By State commissioner of education	3
New Mexico	District	do	26	26	do	By people	2
New York	do	Supervisory district [3]	57	207	District superintendents (for 57 counties).	By supervising district board of directors.	5
North Carolina	County	County	100	100	County superintendents	By county board of education	2
North Dakota	Township and district.[4]	do	52	52	do	By people	2
Ohio	County-township	do	88	88	do	By county board of education	3
				540	District superintendents	By presidents of township boards	1
Oklahoma	District	do	77	77	County superintendents	By people	2
				34	do	do	4
Oregon	do	do	34	24	District supervisors (assistants to county superintendents).	By county board of education	4
Pennsylvania	Township	do	[5] 66	66	County superintendents	By township directors	4
Rhode Island	do	Township and union district.	[1] 38	37	City and town superintendents	By city and town boards	1
South Carolina	County-district	County	43	43	County superintendents	By people	2 or 4
South Dakota	District	do	63	63	do	do	2
Tennessee	County	do	96	96	do	By county court	2
Texas	District-county	do	251	191	County superintendents (for 185 counties).	By people	2
				60	County judges (ex officio)		
Utah	County	do	27	[6] 32	County superintendents	By county board	2
Vermont	Township	Township and union district.	[1] 246	66	Union superintendents	By State board of education	1
Virginia	County-magisterial district.	Division (1 or 2 counties)	100	90	Division superintendents (10 have 2 counties each).	do	4
Washington	District-county	County	39	39	County superintendents	By people	2
West Virginia	Magisterial district	do	55	55	do	do	4
				82	Magisterial district supervisors (assistants to county superintendents).	By district board of education	4
Wisconsin	District	do	71	[6] 72	County superintendents	By people	2
Wyoming	do	do	27	21	do	do	2

[1] Number of townships.
[2] Other townships have individual superintendents.
[3] The New York supervisory district is a county or a part of a county.
[4] Organized on two distinct units.
[5] Philadelphia County excluded.
[6] Ten superintendents have one-half county each.

In the States with the county unit system cities, as a rule, are set off as separate school districts not under the supervision of the county superintendents. Delaware, Maryland, Florida, and Louisiana are exceptions to this rule. Wilmington, Del.; Baltimore, Md.; New Orleans, Lake Charles, and one or two other cities in Louisiana are the only independent city districts in these States. As a supervisory unit the average county is too large in area and contains too many rural schools for efficient supervision, unless proper arrangements are made to furnish aid to the county superintendent in this part of his work. In many counties the number of schools is greater than the number of school days in the annual session, and it is apparent that the length of the superintendent's visit to the school must be short. Data relative to the number of visits made by county superintendents to the schools of their territory are contained in Table 4. It is apparent that, if the county superintendent does much to improve the work of the school and the teacher, he must aid each by some other means than by personal criticism of methods observed in the classroom. Satisfactory results have not been obtained except in the smaller counties, and in the case of comparatively larger counties where persons of especial ability have been obtained and have served for long terms, or in the counties where assistants of various sorts have been employed. Information concerning the employment of assistants is given later in this bulletin (Table 4).

Apart from the training and experience and natural ability of the supervising officer and the amount of assistance furnished to him, the principal factors determining the degree of success in his work are the size of the territory, the number of schools, teachers, and pupils, the unit of administration, the character of the board or boards of education for whom he must work, the method of his employment, and the length of term for which he is selected. Columns 2 and 3 of Table 2 show the units of organization for administration and the units of supervision in the various States. When the entries in the two columns are the same the indication is that the superintendent has but one board of education with whom he must concern himself to any great extent. For instance, the Maryland county superintendent is responsible directly to the county board of education. When the units of organization and supervision are different, the county superintendent has many boards with which to concern himself. The West Virginia county superintendent, for instance, deals with as many boards as there are magisterial districts in the county, which may be from 4 to 20. The Pennsylvania county superintendent deals with as many boards of education as there are townships in his county, which may be from 8 to 119. The Nebraska county superintendent deals with as many boards as there are local school districts in the county, which may be from 4 to 273. It is understood,

of course, that in all of the States certain functions are given to county superintendents by State legislation, in which the local boards of education have no voice. Such powers and duties are included in Table 3 of this bulletin. It is true, however, that every rural superintendent must work directly with as many boards of education as there may be in his supervisory district, and that his work may be most successful only when the closest cooperation and harmony exist between the superintendent and these boards.

UNION, DISTRICT, AND DIVISION SUPERINTENDENTS.

The details relative to the supervisory unit and the supervisory officer in various States are given below.

New England.--In general, it may be said that the supervisory district is the township, the city being included as a part of the township under the same supervising officer as the schools in the rural territory. The great majority of city superintendents have rural territory under their supervision. As previously stated, in sparsely settled portions townships are united into union districts, and superintendents are employed whose time is prorated among the townships. The following brief description of the Massachusetts plan, together with the details of the other States wherever different from the Massachusetts plan, should prove sufficient to indicate the system.

The State of Massachusetts is composed of 346 cities and towns (townships); 112 of these are under the supervision of separate school superintendents; the other 244 are grouped into 79 "superintendency unions" with from 20 to 53 teachers in each union under a union superintendent. Union superintendency districts were optional prior to 1902. Since that date all towns are required to employ a superintendent either independently or with other towns in a "union district." The superintendent's salary is prorated among the towns in the union according to the number of teachers. To be eligible for appointment, a candidate must hold a certificate issued by the State board of education. He is appointed for a three-year term and at a minimum salary of $1,500. One-half of the salary is paid by the State. He has the same powers and duties as city superintendents. The area of the superintendency unions is small enough so that he may visit every teacher at frequent intervals. The system results in rural schools as well supervised as are those in the cities of the State.

Rhode Island contains 38 cities and towns; 36 of these have separate superintendents and two are united in a superintendency union under a single superintendent.

In New Hampshire in 1914–15 there were 11 cities, all employing school superintendents, and 80 union supervisory districts which

include 96 townships. Approximately 77 per cent of the school children of the State are attending schools which are under supervision.

The State law authorizing the formation of superintendency unions was passed in 1899. It is not mandatory, and towns forming unions may withdraw upon majority vote of the legal voters. Since the passage of the law 130 have been sometime in superintendency unions. Many have been forced out of unions by the withdrawal of individual dissatisfied towns.

Superintendents must be appointed from a list certified by the State department of education, which examines candidates. One-half the salary of each is paid by the State; the remainder is prorated among the towns in the union.

The 1915 session of the Legislature of Vermont made important changes in the system of supervision. Previous to 1915 there were employed in the State, in addition to 7 city and town superintendents employed by the 7 cities and towns, 48 superintendents in 48 supervision unions, which included 154 townships, or approximately 70 per cent of the townships of the State. The act permitting the creation of such supervision unions was passed in 1906. The school laws adopted in April, 1915, provide that the State board of education shall employ trained supervisors for all schools in the State, designating the boundaries of each supervision district. Towns and cities having 25 or more legal schools may employ their own superintendents. Superintendents employed by the State board are to be paid by the State. Those in towns and cities with 25 schools or more are to be paid at least $1,500, of which $1,200 is to come from State funds, together with one-half of any amount in excess of $1,500.

Maine has 55 cities and townships with 2,500 population or over, and 475 townships and plantations, besides unorganized territory. Of these 475 towns and plantations, 214 are formed into 79 superintendency unions, each employing a school superintendent, approximately one-half of whose salary is paid by the State. The cities and other towns employ individual superintendents. Under the law cities and towns, upon the approval of the State superintendent, may form superintendency unions, provided such unions do not contain less than 20 nor more than 50 schools. Superintendents must be examined and certificated by the State superintendent.

Connecticut has four classes of school superintendents. Superintendents in three of these classes receive part of their salaries from the State. Any city or town may employ its own superintendent. Two or more towns together employing more than 30 and not more than 50 teachers may unite in a supervisory union, the State paying one-half the salary of the supervisor, provided that the State will

not pay over $800 to any district on account of salary of its superintendent during any year. Any town employing more than 20 and not more than 30 teachers may employ a superintendent of schools holding a certificate of approval by the State board of education, the State paying one-half the salary. Towns with 20 or fewer teachers may permit the State to arrange for the supervision of their schools in supervisory unions under a person employed and paid in full by the State. Previous to 1909, from the time of the passage of the act providing this system of State supervision in 1903, the State paid only three-fourths of the salary.

The extent of the various classes of supervision is as follows: Thirty-two cities and towns employ full-time superintendents receiving no State aid; 10 towns are united into 5 unions employing 5 superintendents receiving one-half their salaries from the State; 8 towns with from 20 to 30 teachers employ 8 superintendents from those approved and certified by the State department of education, receiving one-half of their salaries from the State; 93 towns are arranged into 32 supervisory districts with supervising agents appointed and paid in full by the State. The plan is optional, local school authorities deciding for themselves whether or not supervisors shall be employed. There are 10 towns in the State not under supervision.

The success of the plan for the supervision of rural schools in Connecticut is indicated in a study made by Charles D. Hine, secretary of the board of education of the State, as recorded in the annual report of the board for 1913:

Some of the beneficial results already observable in the rural schools that have come under supervision are:

1. Better attendance.
2. Decreased number of one-room schools through consolidation.
3. Increased number of trained teachers employed.
4. Increase in the proportion of pupils graduating from the elementary schools and entering the high schools.
5. Increased regularity and punctuality of children.
6. Marked improvement in buildings.
7. Unmistakable evidence of greater interest in schools on the part of school officers and parents.

A study of the records of the small towns now having school supervision shows the following interesting changes since 1903–4:

1. Proportion of register pupils attending school every day has risen from 77 per cent to 82.7 per cent.
2. The number of one-room schools in these towns has decreased from 537 to 481, or 10 per cent.
3. The number of normal graduates employed as teachers in these towns has increased from 211 to 382, an increase of 55 per cent.
4. The number of pupils attending high schools from these towns has increased from 1,181 to 2,004, or 77 per cent.

Perhaps one of the most significant results of supervision has been the elimination of waste effort and lost time in the schoolroom. The gain in efficiency

by these economies is making possible the more rapid advancement of pupils. Already a reduction of the elementary school course from the traditional nine years to eight has been effected in schools under State supervision. The gain through economy of time and better organization of work will eventually mean the completion in the early years of the course of the necessary training in fundamental operations with numbers and in the mechanics of reading and penmanship. One or two years in the latter part of the course may be then devoted to practical studies directly helpful to pupils soon to leave school for work. There can also be lines of special preparation for pupils fortunate enough to be able to continue their studies in higher schools.

New York.—Previous to 1912 the rural schools of New York were supervised in each county by a county school commissioner. On January 1, 1912, these county officers were replaced by district superintendents, each in charge of the schools of a county or portion of a county. The law designates the number of supervisory districts in the county. Four counties constitute one district each; 8 counties are divided into two districts; 18 into three; 13 into four; 7 into five; 4 into six; 2 into seven; and 1 into eight districts. There are 207 supervisory districts in 57 counties; the average district is therefore approximately one-fourth of a county. These supervisory districts do not contain city and union free-school districts with a population of 5,000 or over, provided such districts employ school superintendents. In the supervisory district there is a board of school directors consisting of two members from each township in the district, selected at the general election for a term of five years, in the same manner as all other township officers are chosen. This board is charged with the duty of electing the district superintendent, and it has no other duties. The board must select as superintendent a citizen and resident of the State, but not necessarily of the county or district, and they must select a person holding or entitled to receive a State certificate authorizing him to teach in any of the public schools of the State without further examination, and also a special certificate showing that he has passed an examination prescribed by the State commissioner of education in the supervision of course of study in agriculture and teaching the same. He is elected for five years and must devote his entire time to the work.

Virginia.—The division superintendent, who is usually known as the county superintendent, is selected by the State board of education and paid in part from State funds. The division, as stated, is the county in 80 instances, the larger cities constituting independent divisions. The other 20 counties constitute 10 divisions. The State board of education may or may not appoint local persons as superintendents. In practice they usually do appoint a local man.

Nevada.—The law of Nevada until 1907 provided for county superintendents; the legislature in that year abolished the office and provided for the appointment of five deputy superintendents of public instruction. The 16 counties in the State are arranged into five supervisory districts; one district is composed of one county; two districts of three counties; one of three counties; and one of six counties. These superintendents receive their salary from the State and are directly responsible to the State superintendent of public instruction.

COUNTY SUPERINTENDENTS AND ASSISTANTS.

In the other 39 States of the Union the supervision of rural schools is in the hands of the county superintendents, with or without assistants. The Virginia division superintendent is as a rule a county superintendent and in the following summary will be included with the 39 States. Arkansas as yet employs county superintendents in but one-third of the counties of the State; in the other counties there is no supervision.

In four States (Delaware, Maryland, Florida, and Louisiana) the county superintendents have under their supervision all urban as well as rural territory; in the other States cities are set apart under their own supervisory officers. In at least 30 of the 40 States with county superintendents, assistant county superintendents under one title or another are employed; the number varying from that of a certain State with nearly 100 counties, only one of which employs an assistant, to Ohio with 88 county superintendents and a little over 500 district superintendents.

Ohio's present plan of supervision has been in operation since the summer of 1914 only. It was the result of the special session of the legislature held in January, 1914, when a school code practically new was adopted for the State. Under the provisions of the act Ohio has in each county a county board of education, composed of five persons elected by the presidents of the various village and rural boards of education. The rural district is usually a township and has a board of education of five members elected at large for four years. 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 village and rural schools. The county boards are authorized to subdistrict their counties, proceeding without regard to township lines whenever it seems advisable to do so. They are required to divide their counties into supervisory districts, no district containing less than 20 or 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. The actual supervision of teaching rests with these district superintendents. They

are required to meet monthly with the county superintendent for advice on matters of school efficiency.

West Virginia has a similar plan, which is optional, however, instead of mandatory. West Virginia has no county board of education, the school district being the magisterial district, a civil division corresponding closely to the eastern township. These magisterial districts may employ district superintendents, or two adjacent districts may unite in employing a single superintendent. The district superintendents are appointed by the district board of education, but are legally assistants to the county superintendents. There were approximately 82 district supervisors employed during the school year 1915–16, or sufficient so that one-third of the rural teachers in the State were in supervised districts.

In *Kentucky* a plan is in operation somewhat similar to that in West Virginia. The counties are divided into "educational divisions," two, six, or eight to a county. Each division has a board of education. The responsibility of the management of the schools is divided between the county board and the division board, the balance of power being in the hands of the county board. The division board may employ a supervisor. Approximately 200 such supervisors were employed in 1915–16. Some of these officials devote their entire time to supervising the schools in their division; most of them, however, are devoting part of their time to teaching in the central school of the division.

Oregon in 1911 passed an act providing for compulsory supervision. It required the county superintendent in every county with 60 or more school districts to appoint a county board of education to be composed of four persons and himself. This board was required to divide the county into supervisory districts, each to contain from 20 to 50 school districts, and to appoint a district supervisor for each district so created. The district supervisors are required to devote their entire time to supervision for at least 10 months in the year. They are county officers responsible to the counties through the county superintendents and are paid by the county. The legislature of 1915 amended this act, making it optional rather than mandatory, but continuing in force until voted out by the school directors of the county.

These are all instances of plans where assistants to county superintendents are employed, each of whom devotes his entire attention to the schools of a division of the county. In other States mandatory or permissive laws have been passed for assistant county superintendents working throughout the entire county from the county superintendent's office. Pennsylvania, for instance, requires every county with 200 rural teachers to employ at least one assistant superintendent; counties with 400 teachers to employ at least two,

etc. The Wisconsin Legislature of 1915 provided for supervising teachers in every county in the State, one in the majority of counties, but two in larger counties; in the 77 counties about 85 are employed during 1915–16. These supervising teachers are all women, are paid from county funds, and devote all of their time to supervising the teaching in the schools of the county. They are paid by the counties, but the counties are reimbursed by the State at the close of the year. New Jersey has a similar plan. The State commissioner may appoint in each county as an assistant to the county superintendent a "helping teacher" to assist and supervise the teachers in one and two room rural schools. Illinois allows the county commissioners to employ assistants to each county superintendent when they desire to do so. A few are employed. In Cook County there are five. In States with the county unit the county boards of education as a rule may employ as many assistants as they wish. The county boards of Maryland, for instance, have the same privilege in employing assistants to the county superintendent that the city board of Baltimore has for employing assistants to the city superintendent. In Baltimore County, with approximately 600 teachers, the board employs nine assistants.

Maryland.—The legislature in 1916 made important changes in the supervisory requirements.

Provision was made for employing as county superintendents persons thoroughly qualified for the office, who will be required to give their entire time to educational work. They are to continue to be appointed by the county board, but all candidates to be eligible for appointment must hold certificates issued by the State superintendent. They must be graduates of standard colleges and have had the equivalent of at least one year of graduate training in education, with work in certain special courses, and two years' successful experience in teaching or supervision. The term of service has been increased to four years and a minimum salary of $1,800 a year has been fixed. The State will pay one-half of the salary, up to $3,000.

The State superintendent is given power to remove any county superintendent for inefficiency or malfeasance in office. The appointment of a successor is left to the county board. The law makes clear that the county superintendent shall be the actual head of the school system, being required by legislation to take the initiative in making out the annual budget, locating school buildings, etc., and he "shall nominate all assistants and all teachers for appointment by the board." The county superintendent is given the power to assign the teachers to the particular schools.

Increased supervision has been provided by requiring all counties with 100 teachers or more to employ a primary grade supervisor at a minimum salary of $1,200. The State pays one-half of the salary,

up to $2,000. Counties with less than 100 teachers may employ such supervisors, or two counties with less than 100 teachers may appoint a joint supervisor. Every county must appoint an attendance officer approved by the State superintendent, and every county must employ at least one clerk for the county superintendent's office. One-half of the salary of the attendance officer, up to $1,200, is to be paid by the State.

Although a greatly increasing sentiment for the employment of assistant county superintendents is evident, the number employed at the present time in the 40 States with county supervision is small in comparison with the total number of counties. There are approximately 2,820 counties in these 40 States; assistant superintendents are employed in approximately 18 per cent of them. In 10 States none are employed; in 5, assistants are employed in 10 per cent, or fewer than 10 per cent of the counties. Clerical assistance in the county superintendent's office, in many cases only part time, is furnished to about 29 per cent of the county superintendents (see Table 4).

EFFICIENCY OF COUNTY SUPERVISION.

The efficiency of the supervision of the county superintendents who are working without assistants (82 per cent of the total) depends upon many things: The size of the territory under their supervision; the conditions of travel; the number of schools, teachers, pupils, etc.; the organization for the administration of school affairs; the local powers and duties conferred upon them; their education, training, and experience; the length of the term of office for which they are elected or selected; and the method of selection or election.

To determine some of these conditions the bureau sent to the county superintendents in the fall of 1915 requests for information which were responded to by approximately one-half of them. Those answering were well distributed and may safely be taken as representative of the entire number. The principal data submitted are tabulated in Tables 4 to 10, given later. The figures given in the following paragraphs refer only to those replying.

Some of the difficulties in the way of efficiency are indicated by the data given in Table 4. The average territory of the county superintendent is 1,672 square miles; in 13 States, practically all Eastern States, the average for each State is less than 600 square miles; in 13 others it is between 600 and 1,000; in 3 it is over 5,000. For comparison it may be stated that the area of the State of Rhode Island is approximately 1,248 square miles. The rural-school term in the majority of these States is so short (five to eight months) and the roads so bad that the county superintendent can not make many visits in the year. The average county superintendent spends 40 per cent of his time visiting. In one-half of the States the prevailing number of visits per year to each teacher is one; in very few of the

other half does it exceed two, the visits being from one-half hour to two hours in length. The average number of school buildings per county in the territory under the supervision of the county superintendents in the 40 States with county supervision is 84, of which 65, or 77 per cent, are one-teacher buildings. The average number of teachers per county is 132, although in Pennsylvania the average is 354, and in 4 other States the average number of teachers per county is over 200.

The type of person obtainable for the position of county superintendent depends in part upon the salary paid. It will be noted from Tables 5 and 6 that the salaries vary greatly. The maximum salary paid any county superintendent in the United States is $7,500 per year; several are paid $5,000 per year; the minimum paid any superintendent devoting full time to the work is $250. The average salaries by States vary from $3,000, paid in New Jersey to every county superintendent, to an average of $720, paid in Wyoming. There are 4 States in which the average salary is less than $1,000 per year, and there are 3 States in which the average is more than $2,000 per year; the average for the 40 States is $1,400. The most common salaries are $1,200 and $1,500. Thirty-four per cent of the county superintendents receive from $1,200 to $1,500, the greater number of these receiving $1,200; 20 per cent receive $1,500 to $1,800, the greater number of these receiving $1,500; 12 per cent receive from $1,800 to $2,100; 8 per cent receive $2,100 or over; 25 per cent receive less than $1,200. Of the county superintendents reporting their salaries to the bureau, eight-tenths of 1 per cent are receiving less than $300 per year; 2.8 per cent less than $500 per year; and 8 per cent less than $700 per year.[1]

For traveling the county superintendents are given a certain allowance in practically all States, the amount varying from almost nothing to $1,250, and the average being about $170. About 90 per cent of the superintendents are allowed office expenses; the maximum reported to the bureau, including traveling expenses, is $13,900; the average slightly less than $800.

The legal powers and duties conferred upon the county superintendents vary greatly. In some States they are very limited, the superintendents doing little more than they can persuade the school directors to allow them to do; in other States they are very numerous. For instance, the county superintendent in Washington has by law "the supervision of the common schools" of his county, power to enforce the use of the uniform course of study, authority to enforce the rules and regulations required in the examination of teachers,

[1] The salaries of superintendents employed in small cities are much higher; the average in cities of the United States between 4,000 and 10,000 in population is $1,889. In cities of from 10,000 to 25,000 population, the average is $2,437. In larger cities the salaries are much higher.

to conduct the examinations, to hold teachers' institutes and county meetings of school directors, to suspend teachers for neglect of duty, to enforce the compulsory education law, and to require reports of school directors and teachers. In addition the plans for all new school buildings in third-class districts (that is, rural districts) must be approved by him before the building may be erected. In practice, he controls the estimate of expenses in each district and has much influence in the selection of teachers; he also selects the county board of education, a professional board consisting of himself and four others, which is authorized to grade the eighth-grade examination papers, to adopt textbooks for the entire county, to prepare teachers' manuals, courses of study, rules and regulations for governing 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.

Even a cursory review of the rural-school situation in the United States will show that, while supervision of an adequate nature has a permanent place in the cities of the United States, and the salaries, demands for professional training, powers, and professional responsibilities of the superintendent are increasing, supervision in rural schools is very inadequate. Table 3, enumerating the legal duties of county superintendents in 38 States, will show that there are so many duties of a clerical, general, and administrative nature as to overshadow almost wholly those of a professional and supervisory nature. In only one State is the county superintendent regularly authorized to engage teachers; in two additional States the superintendent approves the appointment of teachers; in four States he pays teachers or approves the warrants; in three States the county superintendent enforces the course of study, and in three he is required to prepare and outline it. In nearly every State the superintendent is legally required to visit the schools at least once a year, in a few States once a term, and to have general supervision over the schools, advising teachers and boards of trustees. Many superintendents can not fulfill even these meager supervisory requirements, since it is often a physical impossibility, owing to the amount of territory to cover, to visit each school even once a year (see Table 4).

TABLE 3.—*Most common legal duties of county superintendents in 38 States.*

[Omitting New England States, New York, Nevada, Ohio, Virginia, which have special provisions for supervision.]

	Number of States.
Make report to State superintendent (usually annually)	31
Visit schools (at least once a year in most cases)	30
Some control over giving of examinations and granting of certificates (most frequent provisions: County superintendent gives examinations; questions furnished by State)	28
Hold, encourage, or conduct teachers' institutes	30

	Number of States.
Apportion State or county funds (both usually)	21
Apportion library funds (Oregon)	1
Keep records and distribute blanks	20
Have some control over district boundaries	12
Hear controversies and decide appeals (usually concerning districts and teachers)	11
Have some control over buildings, grounds, and repairs of schoolhouses	14
Have general supervision of all schools and advise teachers and trustees	20
Audit accounts (district trustees)	10
Fill vacancies in board of trustees	8
Enforce rules of State superintendent	7
Grant permits to teach or temporary certificates	5
Have some power in enforcing attendance laws or granting certificates to work	5

Exceptional legal duties of county superintendents in particular States.

[Not always assumed by county superintendent.]

Concerning teachers:	
Fill vacancies	Fla.
Pay teachers	Ala., Ariz., Ky., Miss.
Fix salaries	Miss.
Revoke certificate or suspend teachers	Ark., Del., Colo., Fla., Ga., Ill., Iowa, La.,[1] Mich., Miss., Mont., N. C., S. Dak., Wash., Wis.
Countersign warrants	Tenn.
Approve warrants	Ark.
Approve appointment of	N. C., Tex.
Concerning textbooks:	
Member textbook or library commission	Ky., Mont., S. Dak.
Distribute to indigents	Ky.
Distribute price lists	W. Va.
Compile list	Del.
Enforce rules concerning	Ga., Miss.
Concerning course of study:	
Enforce it	Ariz., Cal., Miss., Oreg., Wash.
Prepare it	Ark., Mo., Wash.
Concerning directors:	
May remove	Ill., Miss., Ky.
Hold meetings of or meet with	Mich., Minn., Mo., Mont., N. Dak., Oreg., Pa., S. Dak., Wash., Wis.
General:	
Hold public meetings in each district	Kans., Mo., Okla.
Member of county high-school board	Colo., N. Mex.
May close schools under certain conditions	Cal., Fla., S. Dak.
Member or secretary county board	Ala., Cal., Fla., Ga., Ind., Ohio, Md., Miss., Oreg., S. C., Tenn., Wash.
Member board of examiners	Mich., Mont., N. J., Oreg.

[1] Recommends revocation to parish board.

General (continued):

Appoints board of examiners	Ky.
Estimate amount of tax	Ariz., Colo., Utah.
Appoint deputies or assistants or clerks (with consent of county commissioner or similar officer; or number of schools)	Ariz., Cal., Fla., Idaho, Ill., Ind., Mich., Minn., Mont., Pa., S. Dak., Utah, Wis.
Examine eighth-grade pupils for graduation	Ind., Mo., Oreg.
Audit accounts (generally of district trustees)	Colo., Ga., Kans., Nebr., Okla., Oreg., S. Dak., Utah.
Collect certain tax (railroad and bridge)	Ky.
Report to State board of health	Wis.
Sell school lands	Ill.

From Table 2 it will be noted that the county superintendents are elected by the people in 27 States. The term of office in 16 of these States is two years only, in the other 11 it is four years. In 25 of the 27 States electing superintendents, the election is held at the regular November election of political officers; in 2 of these the county superintendent's name appears on a special ballot; in the other 2, separate school elections are held. In most of the States the term of office begins on January 1 or some time during the annual summer vacation. The county superintendents are appointed by county boards of education or some other authority in 13 States; in 5 of these the term is two years, in 2 the term is three years, and in 6 the term is four years.

The States in which the county superintendents are selected by means other than general election by the people and the manner of their selection are given in the following:

The township school directors of Pennsylvania, who are elected by the people, meet annually and at every fourth annual meeting select a superintendent for a four-year term.

The county boards of education of Ohio, which are selected by the presidents of the village and township boards in each county, select the county superintendents, who act as secretaries and executive officers of the boards as well as perform specific duties given to them by State legislation.

The township trustees from each township in the county in Indiana, who are elected by the people, meet every four years to select a county superintendent. These same trustees, with the county superintendent and the presidents of the town and city boards of education, constitute a "county board of education," which meets semiannually. This is the only county board of education of Indiana. In the selection of the county superintendent, however, the town and city representatives have no votes.

In Iowa a meeting is held every second year, composed of representatives of all the townships in the county, to select a county superintendent for a two-year term. In townships organized on the township basis in school affairs, the president of the township board of education is the representative; in townships organized on the single-district basis, the trustees of the various schools meet and select one of their number to represent the township. Both township and district trustees are elected by the people.

The Maryland county board of education, appointed by the governor, selects the county superintendent for a four-year term. He serves as its secretary, treasurer, and executive officer. The members of the county boards are selected for six-year terms, one-third of the terms ending every second year. The board is therefore continuous.

The Delaware county superintendents are appointed by the governor of the State.

The New Jersey county superintendents are appointed by the State commissioner of education.

The North Carolina superintendents are selected by the county boards of education, members of which are elected by the State legislature.

The Tennessee superintendent is selected by the county court.

The Louisiana county (parish) superintendent is selected by the parish board of education, which is elected by the people.

In Alabama and Utah the county superintendents are selected by the county boards of education, which are elected by the people.

The Virginia division superintendents are appointed by the State board of education.

In Georgia two methods are in use, superintendents being elected in some counties and appointed by county boards of education in others. Georgia in 1887 provided for the appointment of all county superintendents by the county boards of education. In 1909 this law was repealed, and provision was made for their election by popular vote for four-year terms. The counties, however, were permitted to adopt a unit system in which city districts become part of the county district, with boards of education elected by the people, and county superintendents appointed by the board. Fifteen counties in the State are now organized on this basis. This appears to be the only instance in recent times in which a State, having once provided for appointed county superintendents, has returned to the old system.

Of the 40 States employing county superintendents, 26 require certain educational qualifications to be eligible for appointment; 18 of these require experience in teaching. In the others no educational qualifications are required whatever. It may be said, how-

ever, that in some of the States where no educational qualifications are required by law, better-trained persons are selected, as a rule, than in some of the States where educational qualifications are required.

In Tables 8 and 9, given later in this bulletin, are included the general education and special training of the county superintendents of the United States, as far as the information is available. It will be seen from this detailed table that 6 per cent of the county superintendents have attended elementary schools only; 3 per cent elementary school and one year at secondary schools; 3 per cent two years at secondary schools; 4 per cent three years at secondary schools; and 20 per cent four years at secondary schools. Seventeen per cent of the county superintendents are graduates of secondary schools, with one year or less than one year of higher education; 17 per cent have had two years of higher education; 6 per cent have had three years; and 22 per cent have had four years. To state this in another way, of all the county superintendents of the United States, 6 per cent have elementary education only; 10 per cent have had elementary education and a partial high-school course; 20 per cent have had a complete high-school course, but nothing beyond; 40 per cent have had a complete secondary-school education and a partial college course; and 22 per cent are college graduates. In making these averages, if the county superintendents of Ohio, who are practically all college graduates, and those of Pennsylvania and Indiana, in which a large percentage are college graduates, should be omitted, the percentages with secondary education or less for the other 30 States would be much greater than the figures given and would represent more nearly the average condition in the United States.

It is interesting to compare the general education of county superintendents in the States where they are appointed with those in the States in which they are elected by popular vote. A summary is given in Table 9. In this summary the States are divided into four groups: (1) The New England group; (2) the 12 States in which the superintendents are appointed; (3) the 11 States in which the superintendents are elected by popular vote for four-year terms; (4) the 17 States in which the superintendents are elected by popular vote for two-year terms.

These figures seem to show that persons with better general education are selected as county superintendents when the selections are made by boards of education than when they are elected by popular vote. From data contained in Table 8 it would seem that persons are selected who have had more teaching experience previous to selection. Table 9 shows the number of superintendents in the States where appointment prevails and in the States where superintendents

are elected who are serving their first, second, and third or more than third term. The summary shows that among the appointed superintendents 36 per cent are serving their first term, 29 per cent their second term, and 35 per cent their third or more than their third term (the New England group, New York, and Ohio are omitted). Among the elected superintendents 52 per cent are serving their first term, 28 per cent their second term, and 19 per cent their third term. The records of some of the individual States are interesting. One State where the county superintendents are elected by popular vote has as high as 73 per cent of the county superintendents serving their first term. A study of the number of superintendents who have been in office more than eight years shows that most of these are in the group of appointed superintendents and very few in States where selection is by popular vote.

Of the 2,820 county superintendents in the United States 544, or 19 per cent, are women. Nine of the rural superintendents of New England and 37 of those of New York are likewise women. Data collected by the Bureau of Education would seem to indicate that the women county superintendents as a class have more general education and professional training than the men as a class, and that they devote a larger percentage of their time to visiting schools.

The States in which women are employed as rural superintendents are given below:

States with women rural superintendents.

States.	Women.	Men.	Total.
New England:			
Maine	3	76	79
Massachusetts	2	72	74
New Hampshire	1	29	30
Rhode Island	1	15	16
Vermont	2	64	66
New York	37	170	207
Arizona	9	5	14
California	25	33	58
Colorado	46	17	63
Idaho	25	12	37
Illinois	8	94	102
Indiana	1	91	92
Iowa	54	45	99
Kansas	54	51	105
Kentucky	24	95	119
Michigan	10	73	83
Minnesota	28	58	86
Missouri	20	94	114
Montana	40	1	41
Nebraska	49	43	92
New Mexico	5	21	26
North Dakota	17	35	52
Oklahoma	18	59	77
Oregon	2	33	35
South Dakota	38	25	63
Tennessee	6	90	96
Texas	10	241	251
Washington	19	20	39
Wisconsin	18	54	71
Wyoming	18	3	21

III. SPECIAL FORMS OF RURAL SUPERVISION IN VARIOUS PARTS OF THE UNITED STATES.

STATE SUPERVISION OF RURAL SCHOOLS.

From an article by L. J. HANIFAN, State Supervisor of Rural Schools of West Virginia.

The beginning of State supervision for rural schools in the South came through the assistance of the Southern Education Board and the General Education Board. Up to the time when the southern group of State supervisors were appointed, comparatively little was known of rural-school conditions in the South or in any other section of this country. Therefore the first problem that confronted these State supervisors was to find what the school situation is and what must be done to improve rural conditions. In practically every one of these States a cursory survey was made in the beginning. It is interesting to note the varied methods pursued by these rural workers. In Virginia the line of attack was mainly by means of county school fairs; in North Carolina through consolidation of schools; in Georgia the problem was one of securing a better system of taxation, and hence the supervisor directed his energies toward tax legislation; in Mississippi the supervisor began by organizing the boys and girls into corn and tomato clubs; in South Carolina the supervisor undertook the general revision of the school laws of the State; in Kentucky demonstration schools at strategic centers were established. In West Virginia, where a plan of local supervision had been in effect for a few years, the problem was attacked through extending the supervision of country schools. Similarly other supervisors adopted a plan which seemed to be most likely to effect rural-school improvement.

Each of the State supervisors undertook other projects for meeting the most urgent needs, but his main efforts were directed along the lines of work indicated. The first year was, therefore, somewhat experimental, the Southern Education Board serving as a clearing house of results. In order to get a compendium of plans and results of the work and to formulate plans for the future, a conference of supervisors of the Southern States was called in April, 1911. Reports were gone over and plans for the future mapped out. It was decided that each State supervisor should devote as much of his time as he could spare to research, the results to be reported at

the next meeting of the conference. The committees appointed worked on the following special problems: Legislation and taxation, courses of study, rural activities, consolidation of schools, experimental schools, and rural supervision. In addition to this, each State supervisor did more or less independent research work on problems of peculiar interest in his own State, as, for example, a study of tenure of position in the rural schools in South Carolina, made by W. K. Tate, who found that 63 per cent of the rural teachers were teaching their first year in their present position, 23 per cent their second year, 8 per cent their third year, and only 6 per cent more than three years. The results of the study of the committees and individuals have been handed to each of the State supervisors. Quarterly reports made to the southern board have been handed to each. This close association has been of inestimable value in furthering the progress of the work.

The State supervisor's work.—There are so many possible activities for State supervisors of rural schools that success depends upon good judgment in the selection of the particular activity to undertake.

1. State rural leadership. The legal and actual head of any State school system should be the State superintendent of public instruction. Because of the multiplicity of duties connected with his office, he can exercise leadership only in so far as he is able to inspire and direct the activities of his subordinate officers or affiliated leaders. The opportunity of the State superintendent to be a leader of rural forces comes best through the State supervisor of rural schools. Rural forces are feebly organized; they lack federation and cooperation. The time is ripe for a more effective organization of all the forces working toward the improvement of rural conditions. This cooperation should not be local or sectional; therefore the State supervisor of rural schools should be one who can unify all the effective agencies of rural improvement in the State, not only for rural schools but for rural conditions in general.

In most States the State supervisor has as a basis of his activities and as a nucleus of organization county superintendents, the district or township supervisor, and the county or district boards of education. He has the right to expect the cooperation of the extension service of the State college of agriculture, State normal schools, department of education in the State university, rural high schools, and the State department of good roads. It ought to be possible for him to secure the cooperation of the State grange, federation of women's clubs, the civic league, the annual conference of the various religious denominations represented in the State, the school-improvement associations, and any other organizations that have as their object the general social welfare. If these institutions and organi-

zations are to render the maximum service, there must be a definite plan and concerted action for the whole State. This field of leadership is open to the State supervisor. Time and experience only will determine whether he will meet successfully this fine opportunity.

2. Work as an investigator and constructionist. Both teachers and executive officers of schools are inclined to hold on to things as they are; therefore weak school systems, faulty methods, or bad practices may require many years to correct. They are handed down from one set of school men to another, from one generation to another, each following what their teachers or patterns thought or did. It is mainly for this reason that the county superintendents for many years did little more than make their annual visits, say "good morning," make a speech, say "good day," and move on to the next school. All the while it did not occur to the people that this sort of supervision is no supervision at all, in the true sense of the word. Nor did they know even the meaning or the importance of the right kind of supervision. It becomes the duty of the State supervisor of rural schools to study the school situation in the country to find out as nearly as may be what the actual conditions are, to make them known to the people in the legislature, and to wage a campaign of constructing such a school system as will meet the educational needs of the country school districts. He may do so through the press, from the platform, by conferences with leading men, or with bulletins distributed throughout the State. His is a consistent campaign of public enlightenment on both rural-school and rural-life conditions, paralleled by a campaign of wise constructive statesmanship.

Miscellaneous work.—Most of the work of a State supervisor of rural schools could well be classed under the divisions above, research and reconstruction, and State rural leadership. He has, however, many opportunities that will not admit of definite classification. He may be of inestimable service to the State superintendent in collecting information on rural problems for his reports and for his general use in his larger work of administering the whole State school system; in carrying out his general policies in so far as they relate to the rural schools; by representing the State superintendent at public meetings of an educational nature, when it is impossible for the superintendent to be present; by taking over the actual leadership of the rural educational forces in the field. He can serve the State board of education by expert advice upon the right kind of rural school curriculum, by assisting in the actual preparation of a State course of study, by seeing that the State course of study is enforced, by advising and assisting this board in discharging their other varied duties. He may serve the county and district superintendents by making his office a clearing house for collecting and disseminating information of the best that is current in educational

work; by advice and instructions of a varied nature through correspondence, circulars, and personal conferences; through the sympathy and encouragement that he may show them in many ways. He can serve the teachers by personal instruction and encouragement to them assembled in groups, for example, at teachers' institutes, State associations, and round tables; by personal correspondence with those who will undertake any kind of work of a special nature or with any others who care to call upon him for expert judgment on particular problems in their schools; by supplying them with bulletins, educational bibliographies, and references to special educational articles in magazines or newspapers. He may serve the local boards of education by distributing among them bulletins and education literature dealing particularly with the problems of their office; by direct correspondence with them on needed school improvements in their communities; by advice upon how to bring about improvements that they already see the need of; by going to these local communities and giving personal assistance toward winning over to the cause of progress a majority of the voters. He can serve the people as a whole by directing the organization of clubs, leagues, and societies for rural life improvement; by personal visits to the meetings of these organizations, thus lending to them the prestige of the office he represents; by furnishing newspaper articles on subjects that are of common concern to the whole Commonwealth.

THE STATE RURAL-SCHOOL INSPECTOR IN WISCONSIN.

By W. E. Larson.

The law providing for a rural-school inspector in Wisconsin was passed in 1905. At the same session the legislature enacted a law providing for holding annual school-board conventions in every county of the State. The State superintendent planned to have the rural-school inspector represent the State department of education at these meetings.

As a result of this law, about 100 conventions of school officers have been held annually in the State. The most important work that the rural-school inspector has done is to help the county superintendents in these meetings. Because of the services of this member of the department it has been possible to plan and carry out definite campaigns for school improvement throughout the whole State. The influence of these gatherings has been great, in that the people themselves have become more intelligently interested in school matters.

The rural-school inspector, in common with the other inspectors of the department, has the power to condemn school buildings that are

unfit for use or to order repairs to be made. As a result of this law, which was passed in 1909, many school buildings have been repaired and improved and many new ones have been built.

The State superintendent receives during the year many requests to have members of the department visit communities to explain school matters of various kinds, such as consolidation, the organization of State graded schools, the organization of union high schools, and the like. The rural-school inspector is frequently sent to such communities to conduct meetings and discuss school problems. Many such meetings are held during the year.

The rural-school inspector has assisted in visiting the county training schools and advising with the teachers in these schools. The members of the department visit the training courses in the high schools, and this work is shared by the rural-school inspectors.

Because of the increasing demand made upon the rural-school inspector, the State superintendent arranged to add another such worker to his staff in January, 1913. The time of both of the inspectors has been fully taken up, the second devoting most of her time to assisting the county supervising teachers mentioned on page 30.

The inspectors attend several teachers' meetings of various kinds during the year. They also spend some time with the county superintendents, visiting rural schools. During the year 1914–15 about 200 rural schools had to be visited to determine whether or not special State aid should be granted. The law considered is now repealed, but in its place another has been enacted providing special State aid to rural-school teachers, and the inspectors will visit a number of these schools with the county superintendents in order that there may be a reasonable uniformity in the standard.

The inspectors, when possible, attend special gatherings of various kinds, such as county commencements, social-center meetings, and farmers' clubs, aiding as far as possible the movement to use the schoolhouse for community purposes.

A portion of the correspondence of the State superintendent is taken care of by the inspectors, especially those letters and questions dealing with rural educational problems. Suggestions are given and questions are answered by the inspectors whenever they, because of their contact with rural problems, are able to give the best information.

The rural-school inspectors are required to keep in touch with the improvements in rural education in other States and countries, in order that they may be able to bring before the people the best information with reference to school betterment. This information may be given in public addresses, in private counsel with teachers, officers, and patrons, and in literature sent out from the State super-

intendent's office. Several of the publications sent out from the department of public instruction have been prepared in part by the inspectors.

In general it may be said that the rural-school inspectors have special charge of such questions in the department of public instruction as relate to country schools. They are the State superintendent's special advisers on questions pertaining to rural education. Most of the time is spent in the field advising with county superintendents, school officers, trainers of rural teachers, and with the teachers themselves, or in studying the conditions and problems confronting the people, thus keeping the educational department in close touch with the actual situation.

HISTORY OF STATE SUPERVISION IN CONNECTICUT.

By HERBERT O. CLOUGH, Inspector of State Supervision.

Supervision of schools in the small towns of Connecticut dates from 1903, in which year the legislature passed a law providing that towns having less than 10 teachers might petition the State board of education for the appointment of a supervisor who should perform the duties usually performed by such officers. The State board appointed the supervisor, the town fixed the amount of his remuneration, of which the town paid one-fourth and the State three-fourths. The popular response to this law was not immediate. Only eight towns asked for the appointment of a supervisor the first year—Beacon Falls, Bethlehem, Burlington, East Granby, North Canaan, Prospect, Somers, and Saybrook.

Following is a table showing the number of towns under the system since 1903:

Towns having supervisors of schools.

Year.	Number of towns.	Number of supervisors.
1903–4	8	4
1904–5	12	5
1905–6	11	6
1906–7	12	6
1907–8	22	13
1908–9	41	23
1909–10	55	29
1910–11	73	33
1911–12	83	36
1912–13	93	34
1913–14	91	[1] 35
1914–15	93	[2] 32

[1] One supervisor of agriculture included.
[2] Two supervisors of agriculture included.

As the system did not gain in popularity, the legislature of 1907 increased the number of towns which might ask for an appointment of a supervisor by including those with 20 or fewer teachers. The number of towns asking for supervisors increased at once to 22, and the following year to 41. The number of supervisors likewise increased until 1912, when there were 93 towns in the system and 34 supervisors. Another factor in increasing the number of towns asking for an appointment was the act of the legislature of 1909, which passed a law providing that the State should pay the entire salary of the supervisors instead of three-fourths, as before that time. This made the system a State system.

The supervisors perform the duties required by law of the "acting school visitors," but further than having the power of disapproving teachers in average-attendance towns who are not qualified for their work, they derive their powers from the committees of the various towns. The committees may give to them any powers regarding the schools they wish and may withdraw those powers at pleasure. Hence the supervisors are dependent for most of their power upon the local authorities and must work in harmony with them. Supervisors are expected to carry out the desires of the State board of education, but their carrying them out depends on their ability to persuade the local committees. In practice this has worked well, better probably, considering the feeling of independence of local authorities, than would a scheme giving the State more complete power. Supervisors are in the rather difficult position of working for two sets of masters, and the fact that they are able so to work seems to speak well for the wisdom of the State board, the good sense of the town authorities, and the qualities of leadership displayed by the men themselves.

In 1912 several towns had increased the number of teachers they employed to more than 20, and by a ruling of the attorney general it was then necessary for them to withdraw from State supervision and provide for a supervisor of their own. Hence at this time the number of towns in the system became less. At the present time all but about 10 towns which can have a State supervisor have one. This is evidence that the system is popular and on the whole satisfactory.

Before 1907 there was little organization of the work of State supervision. Each supervisor acted independently of others to a large degree. It became increasingly evident that with the frequent changes in the supervision force this plan was not adapted to our needs, as the changes in supervisors also meant changes in courses of study in use in the different schools. During the year 1907–8 the supervisors met with the secretary of the State board of education

from time to time for conference and discussion of plans for their work. The result of these conferences was twofold; they impressed on the supervisors the importance of certain definite lines of work, and they emphasized the fact that there was little agreement among the supervisors regarding the methods to be followed in the schools under their charge. From this time on the matter of agreement among the members of the force became of greater importance and an effort was made to bring the work of the different men into harmony. The group meetings have been continued since 1907.

In the summer of 1908 prospective supervisors for the State system were required to attend the Danbury summer school to become familiar with methods of teaching under the system. In 1910 a further step toward harmonizing the various methods of work being followed in our schools was taken. All supervisors were asked to come to Danbury for a two weeks' conference in connection with the Danbury summer school. Since that time each summer has seen a meeting of all the supervisors, at which committees of them have discussed methods and recommended plans for the coming year. Thus has grown up a close supervision system, in which strong men find sufficient latitude for expression of their views and which does not subject a town to changes in the essential parts of school work, as would be the case if there was no agreement concerning the work to be accomplished. In 1914 a definite course of study was put in use in all the schools in the system, the same for all.

During the first few years of State supervision the secretary of the State board of education kept in touch with the work of the supervisors personally by visits to their towns, one year visiting some schools of every supervisor. As time went on, however, and the number of towns increased, it became impossible for him personally to give as much attention to this as seemed desirable, and Mr. J. R. Perkins, the principal of the Danbury Normal School, was appointed by the State board as inspector of the system, exercising this power during a part of the year 1911–12.

In the fall of 1912 three members of the supervision force were appointed inspectors of the supervision work throughout the State. Since then regular inspection of the schools in the system has been made. The inspections are not meant to be critical merely, but constructive as well. While checking up the work of supervision the inspectors try to give help as needed to supervisors. There are at present two inspectors, and they also have towns to supervise. Therefore they are kept close to the work of supervision and have to obey the same rules they make for the other supervisors.

The legislature of 1913 passed a law providing that one teacher in each town might be approved as a model teacher under certain restrictions and receive pay from the State in addition to that given

by the town. This teacher is to demonstrate to other teachers approved methods of work in schools and to help them in as many ways as she is able to make their schools more efficient. These model schools have enabled the supervisors to demonstrate to the teachers generally in their towns good methods, profitable seat work, and school work of a higher grade than would have been possible otherwise. Also the law has made it possible for towns to get better teachers for a few schools because of higher wages paid to them. The effect of these model schools has been excellent in stimulating teachers to better work and in raising the standards for equipment of schools as well as the teaching in them.

The improvements in the rural schools of the State due to supervision may be classified under the following heads:

1. Improved buildings.
2. Better equipment.
3. Teachers. Better trained teachers have taken the place of those who had no training for their work and little genuine intelligence in school matters.
4. Well-planned and progressive course of study, and teachers instructed in the best methods to use in following it.
5. Greater interest of people in the schools.
6. Attendance of children in school has been promoted and increased.
7. The city high schools generally have been willing to accept the certificates of supervisors that pupils fitted for high school in the rural schools are ready for the work and do not require special examinations from them.
8. Special work. Considerable work is being done in the country schools which looks toward better preparation for rural life later. Agriculture, sewing courses, manual training, and encouragement of the performance of home duties have brought the school nearer to the home.
9. Salaries. Teachers generally receive better wages than 10 years ago.

SUPERVISION OF NEGRO SCHOOLS THROUGH THE JEANES FUND.

The Jeanes fund is a foundation with a million-dollar endowment established by Miss Anna T. Jeanes, of Philadelphia, the income from which, amounting to about $40,000 a year, is spent in the country schools for Negro children throughout the South.

Some of the money is spent in helping country districts to build and equip houses, kitchens, shops, etc., and to extend the school term. A large part of it is spent in supplying industrial supervisors for the rural schools.

The fund is administered by a board, of which J. H. Dillard, formerly dean of Tulane University, New Orleans, La., is president and general manager. The plan of supervision being worked out originated in Henrico County, Va., and consists in supplying a supervising industrial teacher who visits the rural schools of a particular territory or county and introduces and supervises simple forms of industrial work. This supervisor, though paid by the Jeanes fund, is appointed by the county or parish superintendent and works under his direction, and is in fact one of his corps of teachers. In some instances the local school authorities add to the amount of appropriation, either by augmenting the salary of the supervisors or by contributing to the expenses of traveling over the county.

Besides supervising industrial work the supervisors assist the teacher in every way they can; stay in a community long enough to become acquainted with its needs and become social workers, organizing improvement leagues, mothers' clubs, children's clubs, etc.; work for better buildings, better sanitary conditions, and general social and educational uplift. Among the accomplishments of these supervisors enumerated in reports to Dr. Dillard are such as these: Extended school term on an average of one month; many new buildings, and others enlarged; better attendance; better teaching; more interest among the people; better physical conditions in the community; the teachers employed in the work are graduates of Hampton, Tuskegee, Petersburg, Cheney, Fisk, Atlanta, and kindred institutions.[1]

The president's annual report for 1914 shows the following:

Number of States	13
Number of counties	119
Number of supervising teachers	118
Number of special teachers	4
Amount of salary paid by fund	$34,262
Amount of salary paid by counties	$6,255
Average total salary	$333.05

The following circular letter indicates the nature of the work which President Dillard expects of the supervisors:

NEGRO RURAL SCHOOL FUND.

JEANES FOUNDATION.

[Circular letter to supervising teachers.]

I take this means of addressing each one of you on the subject of your work. You are one of a body of workers whose salaries are paid by this fund for the purpose of enabling you to devote whatever ability and skill you possess, and all your most earnest efforts, to the betterment of the rural schools and com-

[1] Pres. Dillard's annual report, 1914.

munities of your race in our Southern States. You know, in a general way, that our desire is for you to do whatever you can for school and neighborhood improvement in the communities which may be visited by you. Purposely you have not been given very specific rules and directions, and this for two reasons: First, the work of this fund is new, both in time and in plan. It is necessary to learn gradually the best way of doing things, so that the work may be intelligent as well as earnest. Second, conditions vary from State to State, from county to county, and even from community to community. The kind and method of work best suited to one place may not be suitable in another place. For this reason it is to be expected that the reports which you make each month should show considerable difference in the character of the work.

You can see that it would be difficult to prescribe precisely what each worker should do, but enough is known to guide you in the main lines.

1. You should keep in touch with the school officials under whom you are working and follow their directions whenever given.
2. You should exercise tact and discretion in dealing with the teachers of the schools which you visit, and show that you have no desire to usurp authority, but wish to be a helper and fellow worker.
3. You should assist in organizing the people of the community into associations for self-help, for school improvement, for extension of terms, for sanitation or any other good purpose.
4. You should cooperate with the minister or ministers of the community, and thus endeavor to bring the great influence of the churches to bear upon the practical life of the people.
5. You should endeavor to introduce in every school some one or more of the home industries, and any form of industrial work suited to that community.
6. You should by word and example promote orderliness, promptness, and cleanliness, being particularly careful, for the sake of the influence on the children, that the schoolrooms and school surroundings, no matter how poor, be kept neat and tidy, and in as good condition as possible.
7. You should urge and demand care and accuracy in the work which you supervise, remembering that one good purpose of such training is to prevent the doing of things in a slovenly way.

While, as has been said, your reports show that you are not all working in exactly the same way, yet it seems true that all of you are doing good in the various places in which your work lies. I wish to express gratification at the earnestness and fine spirit which so many are showing.

Two monthly report blanks are sent to the superintendent with your salary check, one of which is to be returned to the superintendent. In making your reports write plainly the names of the schools and communities visited, and tell briefly and specifically what you did at each school or community. Prepare and return the reports promptly after the month's work is ended. Have the report cover the full month indicated at the top, and only that month. Remember that the more schools and communities you can visit, the better pleased we shall be with the report.

In conclusion I wish to say that your letters, whether of information or inquiry, are always welcome, and you may be sure that they will receive careful attention.

Yours, truly,

JAMES H. DILLARD.

COOK COUNTY SYSTEM OF RURAL SUPERVISION.

By E. J. Tobin.

Cook County, Ill., has five country-life directors, each having charge of about 25 schools. Each must reside in his division. Their tenure is as long as they do their work satisfactorily to the county superintendent. They are charged with three definite lines of work, namely, supervision and direction of all academic school work, the initiation and supervision of all school-home project work, the initiation and direction of all community and recreation work in their divisions. They have no clerical duties. It has been said that they are the only community secretaries employed and paid by the public in rural America. They must see that all pupils over 10 years of age take at least one school-home project as a part of their regular school work. The Cook County system of rural supervision springs in part from the idea that the home life of the boys and girls must be more closely connected with school training, and that the book learning of the school and the actual doing of useful things about and in the home must be related. For this purpose we have outlined the Cook County work in school-home projects, the intent of which is to make the home subjects the center of school interests. Six projects have been outlined, as follows: Field and garden, poultry, cow testing, music, sewing, and cooking, and business.

Education of this kind requires that parents and teachers work in concord. By it boys and girls are being prepared for rural leadership. They are learning to do the necessary things of life well and with a good spirit. The success of this kind of teaching is absolutely dependent upon cooperation between the parents and teachers. The parents' cooperation in Cook County proves that they are ready and willing to cooperate with the schools whenever our plans and projects make a clear and forceful appeal.

The link that should have bound together book learning and home activities seems to have been missing. The Cook County course in school-home projects was devised to be the missing link to unite the home and the school. School-home project work is an extension of the rural school system and is directed and supervised by the same officials who direct the work in reading, writing, and arithmetic. As close supervision and direction is needed, if the work is to be successful, as is required for other school work. To provide this kind of supervision, rural Cook County is divided into five divisions, each in charge of a country-life director, whose duty it is to supervise and direct all school-home project work in their divisions. During the summer vacation months of July and August, the country-life directors give their time to visiting and directing the supervision

of field school-home projects. As each country-life director's division had about 500 pupils during 1915 engaged in field school-home project work, it was found necessary to provide additional supervision, if each project was to be supervised and directed with the same efficiency as is other school work. To supply this need Cook County appropriated $2,800, which allowed each country-life director $560 for additional supervision of school-home projects in his division. These "wandering supervisors" were teachers from the division and were selected for their efficiency in this work by the country-life director. This provided for 15 wandering teachers in addition to the 5 country-life directors, a sufficient number so that each pupil's project was visited once a week or thereabout.

This work of supervision is of great value. It takes the teacher directly into the homes. It makes the school a force in the community by linking the pupils' work with the family life and the rural business of the farm. It directs the pupils' energies in a profitable way during the vacation months. By this method the school period is extended and the rural school is placed on a basis of efficiency. Parents realize through this kind of school work that the school is really interested in their families and become extremely sociable and willing to cooperate.

This system provides that the net profits from a school-home project belong to the pupil and must be banked, loaned, or wisely expended The making, expending, and saving of money is practically taught in this way, as each pupil is obliged to keep an itemized account of his receipts and expenditures. Business principles are inculcated. Initiation and "stick-to-it-iveness" are developed as each pupil must start and carry through to completion at least one school-home project each year.

We are all human and like to be praised when we have done anything worthy of praise. Realizing this as a worthy motive, we have introduced the achievement idea. All pupils who successfully carry through a school-home project are publicly granted an achievement emblem, consisting of a four-pointed star. The emblem has eight holes. It is awarded to the pupil on the completion of his first school-home project. Year after year silver stars are welded in the emblem as a recognition for completion of further projects. A magazine, *Achievement*, devoted to the interests of the pupils carrying on school-home projects, is published annually.

It can be truly stated that the pupils, parents, and teachers have been benefited. Pupils have been benefited financially. They have been taught thrift, industry, business methods, and the dignity of labor, and a real interest in home life. This kind of education fits them for lives of usefulness and success. Teachers have seen a new

vision by being brought in direct contact with the parents, while the parents have been brought to realize how necessary is cooperation.

School-home projects bring about good team work between the father and son, the daughter and mother, and between parents, teachers, and pupils; in fact, between everybody concerned.

RURAL SUPERVISION IN VERMILION COUNTY, IND.

This particular county is made up of five townships. The county superintendent convinced the township trustees of four of these that better supervision was necessary, resulting in their combining in two groups, each group engaging a supervisor to work under the direction of the county superintendent. The supervisors had no administrative duties, and each could devote all of her time to supervision. The first three or four weeks were given to visiting schools and helping the teachers in the details of the work, making out programs, classifying pupils, reporting needs in the way of books and equipment to the township trustees, and making suggestions to the teachers incidentally on methods of work. Home economics and agriculture were being introduced, hence the two supervisors, working in cooperation, made monthly outlines for work in these subjects. Teachers' meetings were organized and held one evening of each week at convenient places where six or eight of the teachers could come together. During the first series of meetings, the problems of the different teachers were taken up, and the supervisor directed these from the standpoint of the fundamental principles of teaching. The teachers read Bagley's *Educational Values* and Rowe's *The Physical Nature of the Child*. The discussion of these books led into a discussion of methods of teaching.

The second series of meetings consisted in a study of the method of teaching grammar for the teachers in the upper grades and methods of teaching primary reading for the teachers of the primary and intermediate grades. The supervisors supplemented this work with outlines and suggestions. During school hours the supervisor spent most of her time in the schoolroom cooperating with the teacher in teaching these subjects by applying the methods discussed in the teachers' meetings.

Systematic work in other subjects was not undertaken at this time, but the special successes of the different teachers were reported, and this served as a stimulus to them to grow. Particularly good work in reading and oral language was emphasized, and a reading day

was given in which the children of one township met in the rooms of one of the consolidated schools and the best readers from the different schools read a selection or told a story.

Tests for speed and accuracy in arithmetic were given throughout the townships, which resulted in increasing interest on the part of the children and helped teachers to form the habit of reporting to the supervisor, as well as bringing their special problems and interests for her approval or suggestion.

At the close of the school year the township trustees requested the supervisor to make suggestions in hiring and placing teachers, and each township gave $250 for the purchase of books and equipment. The result of this was that the teachers were more satisfactorily placed and selected, and a number of supplementary reading books purchased for each school.

A detailed course in language and reading was planned during the summer, and each school was provided with a list of poems, stories, and books to be read in each grade. The teachers' meetings in the early fall were given over to the methods of teaching reading and language according to the outlines provided. Such books as Cooley's *Teaching of Language* and McClintock's *Elementary Literature* were studied by the teachers. At these meetings the teachers rather than the supervisor did the work. Dramatization was promoted and encouraged by permitting the children who did good work to give plays attended by the children in the other schools.

Uniform methods of reporting absence and tardiness, use of uniform composition paper and tablets, the correlation of agriculture and hygiene with the interests and needs of the community emphasized the necessity of better cooperation with the patrons and citizens, and boys' and girls' clubs were organized as a means to accomplish this. The superintendent secured an illustrated lecture on beautifying the farm. Lecturers were procured and lectures given in five or six of the different communities. The farmers' institute, already organized, cooperated, and a school exhibit was held. In this exhibit all the children cooperated and were given an opportunity not only to participate themselves, but to see what other children were doing. Through the cooperation of the president of the State parent-teachers' association, branches were organized in the three consolidated schools. This same organization provided an illustrated lecture on health conditions in the schools and the need of better school buildings. These activities do not represent completed plans, but means of paving the way for more professional and systematic work in the rural schools and better cooperation with the homes.

RURAL SUPERVISION IN A COUNTY OF TENNESSEE.

By Miss Jennie Burkes, Superintendent of Schools, Claiborne County, Tenn.

Claiborne County lies in the Cumberland Mountains of east Tennessee and is a typical mountain county as far as ruggedness, bad roads, and low property assessment are concerned.

Three years ago the county was confronted with every problem known to education—short term, poor pay, bad buildings, no equipment. Our most valuable asset was a county board of education, consisting of men who had little schooling, but an abundance of common sense, rugged honesty, wholesome spirit, and willingness to do something for the betterment of the schools.

We learned that every board of education should have a clearly defined, definitely planned school policy; so our slogan for the first year became *Better schools* and a *Longer school term.* After a series of educational campaigns, conducted in every district of the county, the court met and raised our public-school levy from 35 to 60 cents, which, in turn, raised our school term from three and one-half months to five months and allowed better salaries for our teachers.

Before our schools opened, the teachers were assembled in a county institute for three weeks, where they were given special training along the public-school subjects and a little psychology.

With the courage which only the inexperienced know, we took our schools out of politics, abandoned recklessly old, and established a new, order of administration. The last straw fell when the board employed a rural supervisor of schools. The people considered this action a piece of unheard-of extravagance and questioned its legality. The court, at its next session, took up the matter and voted against the employment of a supervisor by a majority of 17 to 5. When this honorable body were told that they had absolutely nothing to do with the hiring of a supervisor, they settled back with this question: "What *will* she do next?"

The answer came a few weeks later, when the county, State, and Federal Government, under the Smith-Lever bill, employed a county agricultural agent to help the farmers in their work. We hope that these agricultural object lessons will speedily bring about an economic revolution, because it is an economic problem, fundamentally, that our mountain people have to face.

The indifference of the country people toward the schools and the unsightly school buildings and grounds compelled us to adopt for our slogan for the second year *A school improvement association for every school.*

Appropriations from the county and State made it possible to have a very much better institute for the teachers the second year.

For four weeks some of the best educators of the State gave a course, including practical psychology, public-school music, primary methods, story-telling, games and plays, agriculture, home economics, and special lectures on history, English, and sanitation. At the close of this institute the teachers unanimously adopted 36 items of standardization, including the following:

Library and bookcase.
Drinking fountain or water cooler, with individual cups.
Flowers in yard, on table, or in window.
Sanitary outhouses.
Two pictures well framed, and additional picture each year.
Proper ventilation.
Proper heating.
Minimum of at least three public gatherings at school.
Visiting every home or reason for failure.
Domestic arts at home or school; two exhibits from at least one-half of the girls.
Manual training at home or school; an exhibit at close of school from at least one-half of the boys.

Every school that complies with 75 per cent of the items of standardization will be classed a "standard school"; 85 per cent a "superior school."

This was a very progressive and courageous step the teachers had taken, when it is considered that the best-equipped school in the county at that time could not measure up to half standard. Every school made an effort toward standardization, and through the earnest work of teachers, patrons, and pupils, at the close of the school year out of the 102 schools there were 29 superior schools and 52 standard schools.

We know that our schools have not fulfilled their whole mission until they reflect the everyday life and activities of the country people, so our slogan for the past year became *Better education for all.* Through the volunteer service of some of our teachers a number of moonlight schools were organized, and nearly 100 adult illiterates were taught to read and write, while scores of men and women extended their education along subjects of their choice.

In the mountain section the one-teacher school is at present a necessity, but we believed that in our valleys consolidation was possible, roads or no roads, if the people really wanted it. We argued, "If good roads will bring consolidation of schools, why won't consolidated schools bring good roads?" The State and county each appropriated $1,000 to foster the idea of consolidation, and this $2,000 was offered to the community that would raise the largest amount toward the construction of a model consolidated school building. And to-day there stands in Powells Valley, on 7 acres of land, a beautiful brick building, where the children from three 1-teacher

schools and one 2-teacher school are enjoying advantages they never knew before.

At its very next session the county court issued pike-road bonds to the amount of $377,000, so that good roads may go hand in hand with good schools in Claiborne County.

This year our increased assessment will give us at least a six-months' school term. Teachers' salaries have been raised until we shall not hold a county institute, but require our teachers to attend a State normal school or the Summer School of the South. Another county agent, under the Smith-Lever bill,[1] has been employed to organize girls' canning clubs and to do extension work in home economics.

[1] Federal act approved May 8, 1914 (38 Stat. L., 372), giving financial assistance to the States for cooperative agricultural extension work.

IV. STATISTICAL TABLES.

TABLE 4.—*Number of buildings, teachers, etc., per superintendent, and number of visits per school year—Averages by States.*

States.	Total number of counties.	Superintendents reporting.	School buildings.	One-teacher buildings.	Number of teachers.	Square miles in supervisory district.	Number of field assistants.		Number of office assistants.		Per cent of superintendents' time spent in supervision.	Number of visits to each school per year.	Average time (hours) spent in each school.
							Full time.	Part time.	Full time.	Part time.			
Connecticut		9	12	5	32	34		1					
Maine		23	20	15	37	93		7		2	55	21+	0.75
Massachusetts		27	13	5	38	62	2				60	11	1.00
New Hampshire		7	19	10	36	32	[1] 45		2	2	65	24	1.00
Rhode Island		4	13	10	20	42			1		70	20	1.00
Vermont		28	35	19	40	110					42	10	1.00
							2				80	12	1.50
Total		98											
Average			18+	10+	34−	62+	49	7	3	4			
New York	[2] 207	130	52	44	82	254			2	1	62	16+	1+
											51	3	2.00
Alabama	67	22	85	67	114	700	10		4		47	2	2.00
Arizona	14	10	43	23	110	7,178			2		38	2+	1.00
Arkansas	75	14	83	68	122	708					57	2	2.70
California	59	21	59	45	109	542	3		9	1	38	1	2.00
Colorado	63	32	54	43	83	1,977			2	2	36	2	
Delaware	3	2	146	115	240	1,000				1	74	2+	.75
Florida	50	11	61	37	99	898	1		4		41	2−	1.66
Georgia	152	46	51	36	73	822	5	1	3	1	36	2+	2.00
Idaho	37	13	51	40	93	2,960			5	3	33	1+	2.40
Illinois	102	46	113	99	217	547	6		15	2	40	1+	2.00
Indiana	92	56	86	69	167	407	14		20	8	31	2−	1.00
Iowa	99	50	139	123	200	605	5		28	1	38	1+	1.00
Kansas	105	68	87	78	111	764	1		7	2	29	1+	2.00+
Kentucky	120	32	66	57	85	374	0	16	5	1	30	2−	2.50
Louisiana	61	30	43	39	86	670	9		6	1	36	2+	2.00
Maryland	24	12	100	79	176	365	7		5		48	2+	1.00
Michigan	83	42	106	88	168	582	2	2	16		37	2	1.50
Minnesota	86	63	99	58	132	873	12	1	12		34	2	2.00+
Mississippi	80	12	99	73	125	576					24	1+	2.00−
Missouri	114	50	89	78	115	747				2	33	1	2.00
Montana	41	12	58	41	88	2,861			4		35	1+	1.50
Nebraska	93	52	81	72	110	816			4	4	32	1	1.00
New Jersey	21	12	90	48	287	516	3		12		58	3	1.00
New Mexico	26	8	56	44	81	6,112			1		40	2	2.00
North Carolina	100	33	81	49	122	500	15		8		40	1	2.00
North Dakota	52	35	100	96	107	1,076	16		26		34	2	2.00
Ohio	88	49	114	101	174	463	[3] 206		15	1	46	1	1.00+
Oklahoma	79	49	87	66	140	1,051	7		25	5	32	1+	2.00
Oregon	35	12	64	48	108	2,380	3		7		48	2+	2.00+
Pennsylvania	66	35	217	166	354	630	32		7		58	2−	1.00
South Carolina	44	14	77	43	28	587	6		2		24	1	1.50
South Dakota	63	27	88	82	102	1,356	2	2	4	4	25	1+	1.00
Tennessee	96	38	62	42	90	350	8	1	1		25	1+	2.00
Texas	257	78	51	31	87	1,421	2		1		27	1+	1.00
Utah	27	7	26	7	95	2,290	12		6	1	44	3	1.00+
Virginia	102	25	81	56	130	815	7				33	2	1.00
Washington	39	25	81	54	174	1,796	7	2	11	2	33	1+	1.50
West Virginia	55	25	116	94	150	361	21				33	1	2.00
Wisconsin	60	53	107	95	145	709	6		20	19	45	1+	1.50
Wyoming	21	10	48	39	72	5,370				1	35	1+	2.00
Average for 40 States [4]			84	65	130	1,672					40		

[1] Includes special supervising teachers.
[2] Supervisory districts.
[3] Township superintendents; paid by townships.
[4] Omitting New England, Nevada, and New York.

TABLE 5.—*Salaries of county or other rural superintendents—Number receiving.*

States.	Less than $300.	$300 to $500.	$500 to $700.	$700 to $900.	$900 to $1,200.	$1,200 to $1,500.	$1,500 to $1,800.	$1,800 to $2,100.	$2,100 to $2,400.	$2,400 to $2,700.	$2,700 to $3,000.	$3,000 or more.	Maximum.	Number of counties reporting.	Total number of counties.
Connecticut															
Maine	[1] 1	[1] 2				9	4	2	2	1			$2,500	9	....
Massachusetts							7	3	1				2,200	23	....
New Hampshire							6	14	4	3			2,650	27	....
Rhode Island	[1] 1	[1] 2					2	4	1				2,200	7	....
Vermont							1						1,500	4	....
New York						110	19	8	1				2,100	28	....
							9	9				2	3,600	130	....
Alabama				1	4	5	8	3				1	3,000	22	67
Arizona					2	2	2	2		2			2,400	10	14
Arkansas				1	2	8	2						2,100	14	75
California			2		2		4	6	1	3		3	4,000	21	59
Colorado			6	5	9	8		4					2,000	32	63
Delaware						2							1,200	2	3
Florida					2	4	1	2	1	1			2,400	11	50
Georgia		2	6	8	12	12	3	2			1		2,700	46	152
Idaho					4	5	3	1					1,800	13	37
Illinois						5	11	19	3	3	2	1	7,500	46	102
Indiana					1	53				2			2,400	56	92
Iowa						8	37	4		1			2,650	50	68
Kansas			9	7	4	45	1	2					1,800	68	105
Kentucky			6	9	6	5	5	1					1,800	32	120
Louisiana					1	10	7	7	3	1		1	3,000	30	61
Maryland				1	1	4	1	4	1				2,250	12	24
Michigan		4	1	2	4	10	11	8	1	1			2,500	42	83
Minnesota			2	2	13	15	14	15	1		1		2,750	63	88
Mississippi					3	6	1	2					1,800	12	80
Missouri				9	21	18	2						1,650	50	114
Montana				3		3							1,500	12	41
Nebraska		2		1	11	28	8	2					2,200	52	93
New Jersey												12	3,000	12	21
New Mexico						1	1	6					2,000	8	26
North Carolina			4	2	7	5	13	1		1			2,400	33	100
North Dakota						2	26	7					2,000	35	52
Ohio						1	8	16	10	9	2	3	3,600	49	98
Oklahoma						39	7	3					2,000	49	79
Oregon					1	8	2	1					1,800	12	35
Pennsylvania							4	12	3	7	1	8	7,000	35	66
South Carolina			1	4	6	1	1	1					1,800	14	44
South Dakota			1	3	9	6	8						1,500	27	63
Tennessee	2	5	7	12	5	3	3			1			2,400	38	96
Texas	6	7	13	2	3	17	30						1,500	78	257
Utah	1	1					1	2			1	1	3,400	7	27
Virginia		2		1	8	7	3	3	1				2,160	25	102
Washington			2	4	6	8		5					2,000	25	39
West Virginia				1	11	8		2					1,900	25	55
Wisconsin					16	25	9	2		1			2,500	53	60
Wyoming			4	4	2								900	10	21
Forty States	11	27	64	82	179	506	293	185	34	38	8	32	7,500		

[1] Part time.

TABLE 6.—*County, district, and township superintendents—Salaries, office expenditures, and salaries of assistants.*

States.	Total number of counties.	Number reporting.	Salary.			Allowance for traveling.				Allowance for office expenditures (traveling expenses included) and assistants.			
			Maximum.	Minimum.	Average.	Number of counties making.	Maximum.	Minimum.	Average.	Number of counties making.	Maximum.	Minimum.	Average.
Connecticut		9	$2,500	$1,500	$1,933	4	$150	0	$50	6	$1,000	$150	$217
Maine		23	2,200	250	1,357	2	750	0	39	11	750	0	82
Massachusetts		27	2,650	1,500	1,912	7	100	0	10	21	3,650	0	250
New Hampshire		7	2,200	1,600	1,850					2	300	0	70
Rhode Island		4	1,500	200	600	1	200	0	50	1	200	0	50
Vermont		28	2,100	1,500	1,644	22	100	0	80	27	600	0	56
Total		98				36				68			
Average					1,535				46				120
New York		130	3,600	1,200	1,315	130	500	$150	300	130	1,500	100	400
Alabama	67	22	3,000	875	1,464					14	1,500	0	287
Arizona	14	10	2,400	900	1,620	9	500	0	255	10	4,700	1,000	2,223
Arkansas	75	14	2,400	800	1,293	1				11	500	0	119
California	59	21	4,000	600	1,910	19	1,250	0	364	21	12,500	100	3,974
Colorado	63	32	2,000	600	1,070	28	300	0	175	28	900	0	255
Delaware	3	2	1,200	1,200	1,200	2	600	500	550	2	1,200	500	850
Florida	50	11	2,400	1,000	1,490	5	400	0	119	8	1,600	0	557
Georgia	152	46	2,700	450	1,053	24	300	0	75	36	2,300	0	221
Idaho	37	13	1,800	1,000	1,317	12	1,000	0	563	13	1,800	200	1,087
Illinois	102	46	7,500	1,250	1,915	19	900	0	124	42	2,980	0	730
Indiana	92	56	2,400	900	1,434	56	100	100	100	56	1,600	200	401
Iowa	68	50	2,650	1,250	1,516	50	285	178	250	50	3,450	250	732
Kansas	105	68	1,800	600	1,156	60	280	0	101	65	700	0	182
Kentucky	120	32	1,800	600	1,026	20	400	0	90	27	1,500	0	243
Louisiana	61	30	3,000	1,000	1,613	22	500	0	168	28	4,070	0	711
Maryland	24	12	2,250	800	1,185	9	600	0	185	12	2,020	200	1,213
Michigan	83	42	2,500	300	1,364	36	500	0	204	38	6,735	0	801
Minnesota	86	63	2,750	500	1,420	49	600	0	791	54	4,200	0	1,967
Mississippi	80	12	1,800	1,000	1,290					10	200	0	89
Missouri	114	50	1,650	700	1,079	1	17	0		39	2,300	0	1,045
Montana	41	12	1,500	800	1,250	12	500	78	302	12	2,000	300	914
Nebraska	93	52	2,200	400	1,319	20	500	0	71	37	1,750	0	300
New Jersey	21	12	3,000	3,000	3,000	12	350	350	350	12	1,200	800	1,000
New Mexico	26	8	2,000	1,400	1,702					8	587	100	285
North Carolina	100	33	2,400	600	1,242	19	300	0	81	31	4,600	0	556
North Dakota	52	35	2,000	1,200	1,674	34	1,000	0	425	35	6,000	92	1,900
Ohio	88	49	3,600	1,200	2,132	32	300	0	171	45	5,000	0	554
Oklahoma	79	49	2,000	1,200	1,393	46	600	0	218	49	2,650	100	795
Oregon	35	12	1,800	1,000	1,296	12	800	100	275	12	4,500	200	1,420
Pennsylvania	66	35	7,000	1,500	2,402					35	13,900	50	1,734
South Carolina	44	14	1,800	600	1,005	14	200	50	118	14	2,100	100	454
South Dakota	63	27	1,500	600	1,216	27	200	200	200	27	2,000	200	1,098
Tennessee	96	38	2,400	230	832	3	200	0	10	17	1,200	0	130
Texas	257	78	1,500	730	808		300	0		56	1,180	25	326
Utah	27	7	3,400	50	1,800	3	400	0	120	7	9,500	350	4,265
Virginia	102	25	2,160	320	817	7	655	0	57	17	1,050	0	625
Washington	39	25	2,000	500	1,180	25	800	60	410	25	4,567	270	600
West Virginia	55	26	1,900	700	1,108					16	700	0	137
Wisconsin	60	53	2,500	1,000	1,207	53	500	100	274	53	3,500	200	849
Wyoming	21	10	900	600	720	10	500	100	300	10	500	125	318
Forty States	2,820	1,460				917	1,200		170	1,280	13,900		788

TABLE 7.—*County superintendents—Term and election.*[1]

State.	Total number county superintendents.	Date of beginning of present term.	Number serving first term.	Percentage of all county superintendents serving first term.	Elected at regular general election.	Name on same ballot as other officers.	Special ballot.	Elected at special election.
Alabama	67	Oct. 1, 1913	29	43	×	×		
Arizona	14	Jan., 1914	8	57	×	×		
Arkansas	25	Nov. 1, 1914	6	24	×	×		
California	58	Jan. 1, 1915	23	40	×	×		
Colorado	63	Jan., 1914	39	63	×	×		
Delaware	3	July, 1915	0					
Florida	52	Jan., 1913	25	48	×	×		
Georgia	152	Jan. 1, 1913	60	39				
Idaho	37	Jan. 11, 1915	16	43	×	×		
Illinois	102	Nov. 3, 1914	41	40	×	×		
Indiana	92	June, 1911	39	42				
Iowa	99	Sept. 1, 1915	21	21				
Kansas	105	May, 1915	45	43	×	×		
Kentucky	120	Jan. 1, 1914	67	56	×	×		
Louisiana	64	July, 1913	22	34				
Maryland	23	Aug. 1, 1914	2	9				
Michigan	83	July 1, 1915	22	26	×	×		
Minnesota	86	Jan. 1, 1915	24	28	×		×	
Mississippi	80	Jan. 1, 1916	46	57	×	×		
Missouri	114	Apr., 1915	47	42				×
Montana	41	Jan., 1915	19	46	×	×		
Nebraska	93	Jan. 1, 1915	44	47	×	×		
New Jersey	21		4	19				
New Mexico	26	Jan. 15, 1912	19	73	×	×		
North Carolina	100	July, 1915	17	17				
North Dakota	52	Jan. 1, 1915	22	42	×		×	
Oklahoma	77	July 1, 1915	27	35	×	×		
Oregon	35	Jan. 1, 1913	21	60	×	×		
Pennsylvania	66	June 1, 1914	12	18				
South Carolina	44		18	40	×	×		
South Dakota	63	Jan. 5, 1915	37	58	×	×		
Tennessee	96	Jan., 1915	26	27				
Texas	126	—, 1914	56	44	×	×		
Utah	34	July, 1915	10	29				
Virginia	103	July 1, 1913	18	17				
Washington	39	Sept. 1, 1915	18	46	×	×		
West Virginia	55	July 1, 1915	36	65	×	×		
Wisconsin	72	Spring, 1915	9	12				×
Wyoming	21	Jan. 1, 1915	11	53	×	×		

[1] Data compiled in January, 1916, and refer to superintendents then in office.

TABLE 8.—*Education and experience of county and other rural superintendents.*

State.	Total number of counties.	Number reporting.	General education of superintendents.										Average number of years in present position.	Previous experience (years) in teaching.
			Elementary school only.	Secondary school.				Higher education.						
				One year.	Two years.	Three years.	Four years.	Less than 1 year.	One year.	Two years.	Three years.	Four years or more.		
Connecticut		9								2		7	6	13
Maine		23							2	1	2	18	3	10
Massachusetts		27								3		24	6	15
New Hampshire		7										7	3½	18
Rhode Island		4										2	7	3
Vermont		28					2			4		23	4	11
							1							
Total							[1] 3.1		[1] 2.0	[1] 10.2	[1] 2.0	[1] 82.7	[2] 5.0	[2] 11⅓
New York	207	130		4	3	6	13	3	13	31	16	41	5	6½
Alabama	67	22		3	2	3	5		6		1	2	6	3
Arizona	14	10	1		1		1		4		1	2	2½	8
Arkansas	75	14			1	1	4		1	2	1	2	3½	12
California	59	21	9	1	1	2			2	4	1	1	6½	13
Colorado	63	32	2			1	12	2	5	6	2	4	2+	9½
Delaware	3	2								1		1	4½	18½
Florida	50	11	3		2	2		2				2	4	6
Georgia	152	46	3	1	3	2	9		5	9	6	8	12	10
Idaho	37	13	1				1	2		3		6	4	5
Illinois	102	46	8			1	12	4	7	9		5	5	3
Indiana	92	56			2		5	3	7	9	5	25	7	12
Iowa	68	50		2			17		8	11	2	10	4½	9
Kansas	105	68	7		3	5	18	1	8	18	3	5	2+	10
Kentucky	120	32	1		4	6	8		6	3	4		3½	10
Louisiana	61	30	1			1	3		3	8	2	12	6	6
Maryland	24	12			1	1		1		2		7	6	17
Michigan	83	42			2	4	8		7	11	4	6	6	11
Minnesota	86	63	6		2	5	8	6	17	3	5	11	5	9
Mississippi	80	12			2	4	1		1	1	1	2	10	6
Missouri	114	50	1	2	2	3	6	2	8	8	9	9	3+	11
Montana	41	12		1			2		3	2		4	8	9
Nebraska	93	52				4	5	1	13	15	1	13	2½	8
New Jersey	21	12						2		2	1	7	7½	14
New Mexico	26	8			1	1	1			2		3	4	9
North Carolina	100	33	2	1			3		2	3	6	15	5	4
North Dakota	52	35					3		5	4	3	20	2½	8
Ohio	88	88							1		7	41	1+	16
Oklahoma	79	49		1	4	1	13	2	4	12	6	6	2	8
Oregon	35	12					6	2		4			4½	1½
Pennsylvania	66	35	1				4	4	2	6		18	9	11
South Carolina	44	14	1	1			4	3		3		2	4	5
South Dakota	63	27	4	2			13	3		3		2	2½	9
Tennessee	96	38	2		2		9	3	2	12		8	4	7
Texas	257	78	15	6	1		30	7	6	7		3	3	7
Utah	27	7							1	1		5	2	14
Virginia	102	25		4	1		3	4		9		4	7	6
Washington	39	25		4		1	3	5	3	3		6	3	10
West Virginia	55	26	4	7			5	2	3	2		3	5	7
Wisconsin	60	53		7			20	13		8		5	6	8½
Wyoming	21	10		1	2		2	1	1	2		1	2½	11
Forty States			[1] 5.8	[1] 3.7	[1] 3.5	[1] 4.0	[1] 20.0	[1] 6	11	[1] 17	[1] 6.0	[1] 22	[2] 4.5	[2] 8.0

[1] Per cent. [2] Average.

TABLE 9.—*General education of county and other rural superintendents, by groups of States.*[1]

States.	Total number of superintendents.	Number reporting.	Number having elementary education only.	Number having secondary education only.				Number having higher education.				
				One year.	Two years.	Three years.	Four years.	Less than one year.	One year.	Two years.	Three years.	Four years or more.
NEW ENGLAND STATES.												
Connecticut		9								2		7
Maine		23							2	1	2	18
Massachusetts		27								3		24
New Hampshire		7										7
Rhode Island		4					2					2
Vermont		28					1		2	4		23
Total, in per cent							3.1		2.0	10.2	2.0	82.7
New York	207	130		4	3	6	13	3	13	31	16	41
Percentage				3.1	2.3	4.6	10.0	2.3	10.0	23.8	12.3	31.6
APPOINTED BY COUNTY BOARDS, ETC.												
Delaware	3	2										
Indiana	92	56			2		5		7	1		1
Iowa	99	50		2			17		8	9	5	25
Louisiana	61	30	1			1	3		3	11	2	10
Maryland	24	12			1	1		1		8	2	12
New Jersey	21	12						2		2		7
North Carolina	100	83	2	1	1		3		2	2	1	7
Ohio	88	49							1	3	6	15
Pennsylvania	66	35	1				4	4	2	6	7	41
Tennessee	90	38	2		2		9	3	3	12		18
Utah	27	7							1	1		8
Virginia	102	25		4	1		3	4		9		5
Total, in per cent			1.7	2.6	2.0	.5	12.6	4.9	7.4	18.3	6.6	43.8
ELECTED FOR 4-YEAR TERM.												
Alabama[2]	67	22		3	2	3	5		6		1	2
California	59	21	9	1	1	2			2	4	1	1
Florida	50	11	3		2	2		2				2
Georgia	152	46	3	1	3	2	9		5	9	6	8
Illinois	102	46	8			1	12	4	7	9		5
Kentucky	120	32	1		4	6	8		6	3	4	
Michigan	83	42			2	4	8		7	11	4	6
Mississippi	80	12			2	4	1		1	1	1	2
Missouri	114	50	1	2	2	3	6	2	8	8	0	9
Oregon	35	12					6	2		4		
West Virginia	55	26	4	7			5	2	3	2		3
Total, in per cent			9.1	4.4	5.6	8.4	18.8	3.8	14.1	15.9	8.1	11.9
ELECTED FOR 2-YEAR TERM.												
Arizona	14	10	1		1		1					
Arkansas	75	12			1	1	4		4		1	2
Colorado	63	32	2			1	12	2	1	2	1	2
Idaho	37	13	1				1	2	5	6	2	4
Kansas	105	68	7		3	5	18	1	8	18	3	5
Minnesota	86	63	6		2	5	8	6	17	3	5	11
Montana	41	12		1			2		3	2		4
Nebraska	93	52				4	5	1	13	15	1	13
New Mexico	26	8			1	1	1			2		3
North Dakota	52	35					3		5	4	3	20
Oklahoma	77	49		1	4	1	13	2	7	12	6	6
South Carolina	44	14	1	1			4	3		3		2
South Dakota	63	27	4	2			13	3		3		2
Texas	257	78	15	6	1		30	7	6	7		3
Washington	39	25		4		1	3	5	3	3		6
Wisconsin	60	53		7			20	13		8		5
Wyoming	21	10		1	2		2	1	1	2		1
Total, in per cent			6.6	4.2	2.7	3.4	25.0	8.2	12.5	16.6	3.9	16.9

[1] Data compiled in fall of 1915.

[2] Alabama changed from elective to appointive system Jan. 1, 1917.

TABLE 10.—*Terms of service of county and other rural superintendents, by groups of States.*[1]

States.	Per cent of total reporting.	Number serving first term.	Number serving second term.	Number serving third or more than third term.	Number served 4 years but less than 8 years.	Number served 8 or more years.	Maximum number of years served by any superintendent.
NEW ENGLAND STATES.							
Connecticut		3	4	2	4	1	18
Maine		8	5	10	3	1	16
Massachusetts		11	9	7	6	6	17
New Hampshire		2	1	4	2		7
Rhode Island		1		3		1	20
Vermont		7	4	17	12		8
Total, in per cent		32.7	23.5	43.9	27.6	9.2	
New York [2]							
APPOINTED BY COUNTY BOARDS, ETC.							
Delaware	66.7	1		1	1		7
Indiana	60.9	24	18	14	18	14	20
Iowa	73.5	14	16	20	17	3	17
Louisiana	49.2	14	9	7	9	7	19
Maryland	50.0	2	4	6	3	3	19
New Jersey	57.1	4	1	7	2	5	20
North Carolina	33.0	15	6	12	2	10	20
Ohio [3]							
Pennsylvania	53.0	12	9	14	9	14	22
Tennessee	39.6	8	12	18	13	5	16
Utah	25.9	4	2	1	1		6
Virginia	24.5	8	9	8	9	8	30
Total, in per cent	45.5	35.3	28.7	36.0	28.0	23.0	
ELECTED FOR 4-YEAR TERM.							
Alabama [4]	32.8	9	9	4	9	4	22
California	35.6	10	5	6	5	6	
Florida	22.0	6	5		5		7
Georgia	30.3	20	14	12	14	12	24
Illinois	45.0	25	12	9	12	9	16
Kentucky	26.7	21	10	1	10	1	13
Michigan	50.6	20	11	11	11	11	22
Mississippi	15.0	5	2	5	2	5	20
Missouri	43.9	32	18		18		8
Oregon	34.3	8	2	2	2	2	9
West Virginia	45.3	14	9	2	9		4
Total, in per cent	34.8	53.3	30.4	16.3	30.4	15.7	
ELECTED FOR 2-YEAR TERM.							
Arizona	71.4	6	2	2	2		6
Arkansas	18.7	3	7	4	4		5
Colorado	50.8	21	8	3	3		7
Idaho	35.1	6	2	5	3	2	9
Kansas	64.8	40	13	6	5	1	10
Minnesota	73.3	20	16	27	16	11	25
Montana	29.3	7	2	3	2	1	9
Nebraska	55.9	34	6	12	10	2	12
New Mexico	30.8	1	5	2	2		
North Dakota	67.3	16	9	10	8	2	11
Oklahoma	62.0	31	13	6	6		6
South Carolina	31.8	8		6	5	1	10
South Dakota	42.9	15	8	4	3	1	12
Texas	28.2	36	24	18	15	3	29
Washington	64.1	13	10	2	2		8
Wisconsin	88.3	11	20	22	8	14	22
Wyoming	66.7	8	4	2	2		5
Total, in per cent	48.25	50.3	26.1	23.6	16.9	6.7	

[1] Data compiled in fall of 1915.
[2] All serving first term, as system was first put in operation January, 1912.
[3] All serving first term, under new law.
[4] Alabama changed from elective to appointive system January 1, 1917.