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THE STATUS OF RURAL EDUCATION IN THE UNITED STATES

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BUREAU OF EDUCATION

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ILLUSTRATIONS.

LETTER OF TRANSMITTAL.

DEPARTMENT OF THE INTERIOR,
BUREAU OF EDUCATION,
Washington, D. C., November 8, 1912.

SIR: In the Federal Census of 1910, 58.5 per cent of the population of the United States from 6 to 20 years of age, both inclusive, are classed as rural, which means that nearly three-fifths of our total school population live in the open country, or in villages and small towns, under rural conditions. The total rural population of this class at the time this census was taken was 16,230,406. By the end of the current school year it should be approximately 17,000,000. The education of these children and young people, and of the other millions who follow after them as the years go by and who are to make up the bulk of our population, rural and urban alike, in the near future, is the most important problem of those States having a large rural population, and the most important interest of the nation as a whole. On their education all things wait in State and nation, whether of material wealth, civic righteousness, social purity, or spiritual uplift and idealism.

One of the most important factors in the education of these children is the rural school, which for this reason must be reckoned among the most important factors of our national life and civilization, and the improvement of which should be our chief concern. Until very recently few careful studies of the rural schools have been made, and we yet have little accurate information about them and little knowledge of the factors entering into the problem of their improvement. We do know in a general way that their terms are short, their support inadequate, their teachers poorly prepared, their attendance irregular, their management unscientific and wasteful of money, time, and energy, their courses of study ill-adapted to their needs, and the houses in which the children are taught cheap and poorly equipped and furnished. That this is not true of all rural schools goes without saying, but it is unfortunately true in a large measure of most of them. With the rapid growth of our cities in population and wealth, much attention has been given to education and schools in urban communities, and frequently to the neglect of the country.

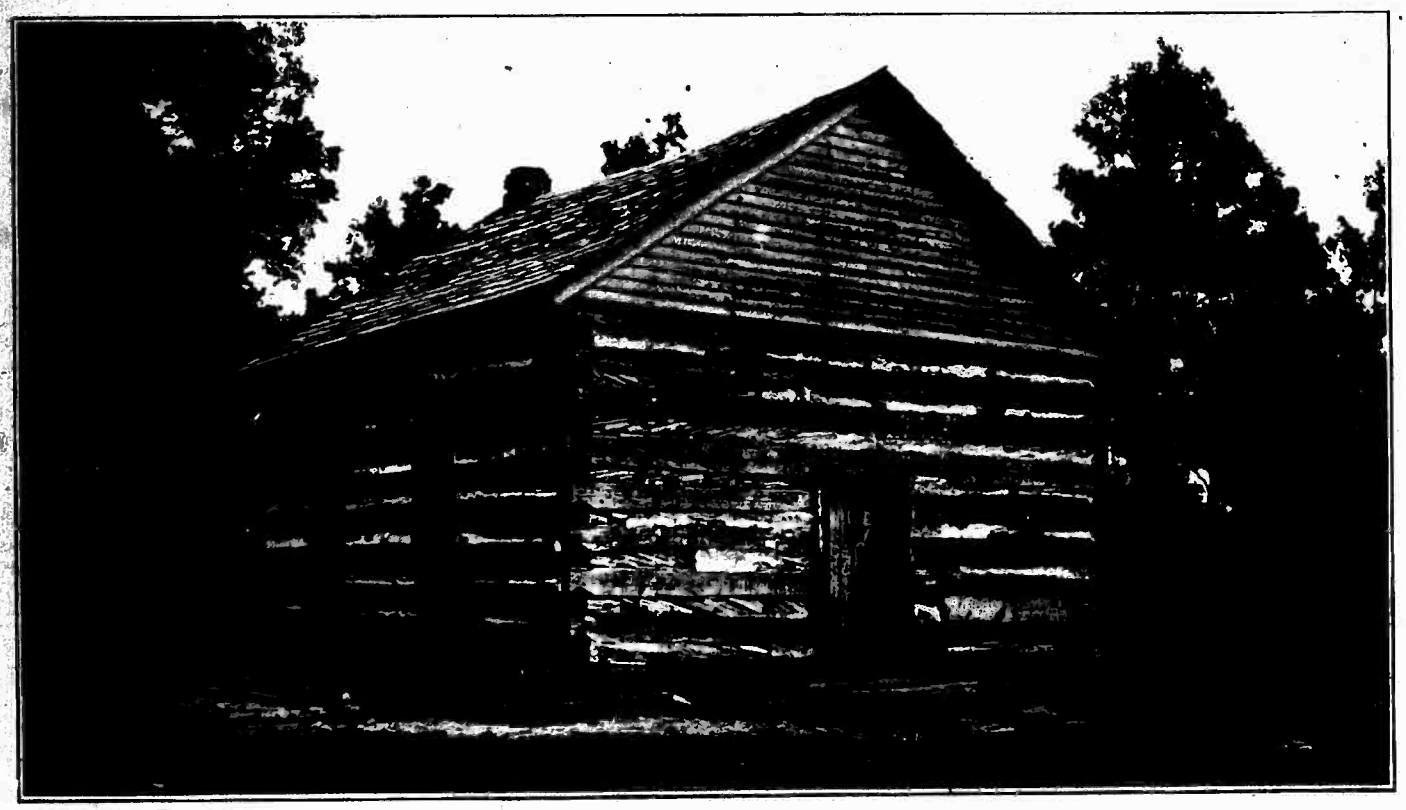
With the help of recent appropriations made by Congress for this purpose, this bureau has undertaken to make a careful study of the conditions and needs of the rural schools of the several States, with the hope of being able to make some definite contributions toward the solution of the problem of their improvement.

The accompanying manuscript, prepared by Mr. A. C. Monahan, specialist in rural education in the bureau, is one of the first results of our studies into their present condition. It is in no way either complete or exhaustive, but is the best possible under the circumstances and with the facilities until now at our disposal. Incomplete as it is, it makes a very valuable contribution toward a clearer understanding of the rural schools as they are, and I therefore recommend that it be published as a bulletin of this bureau.

Respectfully submitted.

P. P. CLAXTON,
Commissioner.

The SECRETARY OF THE INTERIOR.



A KENTUCKY LOG SCHOOLHOUSE: USED UNTIL 1910.

There are about 5,000 such buildings still in use for school purposes in the United States.

THE STATUS OF RURAL EDUCATION IN THE UNITED STATES.

INTRODUCTION.

A great deal has been written and said complimentary to the public schools of the United States, concerning their high standing and progressiveness, as indicated by the constant adoption of new and better methods of teaching and of better buildings and equipment. A general impression has been created that there exists an American school system which is efficient and nation wide, with equal educational opportunities in all parts of the country. The impression is erroneous. It is probably true that the public schools, both urban and rural, have made considerable progress, but the marked progress has been confined almost wholly to the city and town. During the past three decades the American rural school has in most States made little progress except that resulting from the activities of the past 10 years. Opportunities for education in most of the rural sections of the United States are exceedingly meager, in comparison with the opportunities offered in cities. The city systems of schools are approximately similar throughout the United States. Outside of the cities, however, there is no uniform system.

In the city system, school affairs are on the whole well managed, the schools are supervised by trained educators, and are taught by well-educated and professionally trained teachers. The schoolhouses are modern, sanitary, and well equipped with adequate furnishing and facilities for teaching. On the other hand, it is generally true for the United States as a whole that rural schools lack intelligent and economical management, adequate supervision, and efficient teaching. The majority of them are housed in uncomfortable buildings, unsuitable from almost every standpoint, without proper furniture or facilities for heating, ventilating, and lighting; without adequate provisions for guarding the health and morals of the children, and with comparatively little equipment for teaching.

The attention of our best educators has during the past half century been devoted to the development of the city school. The country school has been left largely to itself. The development of the city school has in a measure retarded the country school, as the

city has drawn, and is continually drawing, the best teachers away from the country. A program, course of study, system of grading, and textbooks have been developed for city schools, all in large measure suitable for the schools whose conditions caused their development. In too many instances those courses and methods have been thrust upon the country school, which exists under conditions entirely different from those surrounding the city school; it is needless to say that they have proved unsatisfactory.

Attention is now turning toward the neglected schools of the open country. An attempt is being made to redirect their work by the addition of new studies to the curriculum, but the redirection must be more fundamental. The institution, more than the curriculum, needs redirection. Reform must begin with the management. No extended progress is possible unless the school affairs are wisely administered. Supervision must be provided. No extended improvement in the quality of the teaching is possible without proper oversight and guidance. Trained teachers must be obtained and means of training provided. We need but look to the development of our best city systems to realize the truth of these statements.

The instructional work of the school must be in some way readjusted to the needs. This readjustment in the course of study, the arrangement of the program, and the classification of the pupils can be intelligently made only when a comprehensive understanding exists regarding the management of the school and the economic and social conditions which are outside of the school itself, but which affect the affairs and work of the school.

Few realize the magnitude of the rural education problem now before us. It is not generally known that illiteracy in rural territory is twice as great as in urban territory. This is in spite of the fact that thousands of illiterate immigrants are crowded in the great manufacturing and industrial centers. The illiteracy among native-born children of native parentage is more than three times as great as among native children of foreign parentage, largely on account of the lack of opportunities for education in rural America, in which comparatively few immigrants live. Few know that approximately 62 per cent of the total school enrollment is in rural schools, but that the rural aggregate attendance is only 51 per cent of the total aggregate attendance; that about 60 per cent of those in rural schools are in one-teacher country schoolhouses, and that the instructional work in the average one-teacher country school is of very low grade. The following pages show in some degree the conditions under which the rural school is laboring. The unsatisfactory conditions are in no way exaggerated, but are on the whole underestimated rather than overestimated. Every possible means has been taken to make the figures accurate.

URBAN AND RURAL SCHOOL DATA ON THE 2,500 POPULATION BASIS.

Comparatively little material is available relating to the status of the rural school and rural education in the United States as distinct from urban conditions. Few State departments of education make any distinction between rural and urban schools in collecting information. In a few a distinction is made, but no uniform definition of the terms "urban" and "rural" has been adopted; consequently the data given do not permit easy comparison.

In many States the schools under the supervision of the county superintendent are called rural, as city and incorporated towns are usually set off as independent districts. State reports from such States include statistics separately for independent districts and county systems. The division, however, is not altogether a division between the urban and the rural. Many progressive villages in nearly all sections of the country are organized as separate districts, while many cities remain a part of the county system. In Delaware, Florida, Louisiana, and Maryland with a few exceptions all urban schools are parts of the county systems, under county boards of education, and under the supervision of county superintendents. In New England, and in Ohio outside the cities, all schools are under the supervision and management of township officers. In both cases school reports include data for all the schools, with no distinction on account of location. This variation in organization, and consequently in the forms of the reports issued in the various States, precludes the possibility of any widely extended comparisons between educational facilities in urban and rural territory.

Some idea of the extent of the rural school problem may be obtained from the figures given in the six tables immediately following this section. In collecting data the bureau found it necessary to adopt a definition of urban and rural schools. In order that comparisons in school enrollment, attendance, etc., might be made with population and illiteracy, it was found advisable to use the distinction between urban and rural which is now used by the United States Bureau of the Census in its population statistics. The Census Bureau defines urban population as "that residing in cities and other incorporated places of 2,500 inhabitants or more, and rural population as that residing outside of such incorporated places." There are, therefore, included as rural many hundreds of villages of from 1,000 to 2,500 population where the occupations of the people and the conditions of living are

those of the city rather than of the country, and where the schools are graded and are as well equipped in trained teachers, buildings, and apparatus as the schools of the average small city. A village of 1,000 persons would have under average conditions 320 children 5 to 20 years of age, 192 of whom would be enrolled in school. Of the 320 children, 223 would be between their fifth and fifteenth birthdays. This means children enough for a graded school with from 20 to 25 pupils in each class. Investigation shows that the conditions of the schools in such villages are fairly satisfactory when compared to city schools. It is the situation in the open country, usually in the one-teacher schools, that is generally unsatisfactory, and where on account of the existing conditions immediate attention is needed.

The data in the following tables are based upon the definitions of urban and rural given above. The population and illiteracy figures were furnished by the Bureau of the Census. Part of the other data is taken from a recent publication of the Bureau of Education entitled *Urban and Rural School Statistics*, in which figures are given concerning rural conditions obtained by subtracting from the totals for the entire State the total city enrollment, attendance, etc. The State totals are obtained from the State departments of education, the city data directly from the city school authorities. Inaccuracies may be noted in the tables, notwithstanding the care that has been used in this office in transcribing and tabulating. All figures, unless otherwise indicated, are for the school year 1909–10, in order that comparisons may be made with the 1910 population figures of the Bureau of the Census.

SUMMARY OF TABLES.

(Urban and rural as defined by the Bureau of the Census.)

Population:		
Urban	42,623,383 or	46.3 per cent
Rural	49,348,883 or	53.7 per cent
Total	91,972,266 or	100.0 per cent
School population (6–20, inclusive):		
Urban	11,520,193 or	41.5 per cent
Rural	16,230,406 or	58.5 per cent
Total	27,750,599 or	100.0 per cent
Illiterate (10 years of age and over):		
Urban	1,766,135 or	5.1 per cent
Rural	3,750,028 or	10.2 per cent
Total	5,516,693 or	7.7 per cent
Place of birth:		
In State of residence	61,185,305 or	66.5 per cent
In other States	17,271,075 or	18.8 per cent
Foreign born	13,515,886 or	14.7 per cent

School enrollment:		
Urban	6,713,899 or	37.7 per cent
Rural	11,100,553 or	62.3 per cent
Total	17,814,452 or	100.0 per cent
Urban enrollment to urban school population		59.1 per cent
Rural enrollment to rural school population		68.4 per cent
Total enrollment to total school population		64.3 per cent
Average daily attendance:		
Urban	5,324,749 or	41.5 per cent
Rural	7,509,558 or	58.5 per cent
Total	12,834,307 or	100.0 per cent
Number attending daily in every 100 enrolled:		
Urban		79.3
Rural		67.6
All schools		72.1
Aggregate attendance:		
Urban		48.7 per cent
Rural		51.3 per cent
All schools		100.0 per cent
Average length of session in days:		
Urban		184.3 days
Rural		137.7 days
All schools		157.0 days
Excess of urban over rural		46.6 days
Aggregate amount paid teachers:		
Urban	$140,729,057 or	54.5 per cent
Rural	$117,692,786 or	45.5 per cent
Total	$258,421,843 or	100.0 per cent
School population in 17 Southern States (white and negro separate):		
White urban		1,354,249
Negro urban		548,291
Total urban		1,894,659
White rural		5,513,987
Negro rural		2,626,195
Total rural		8,192,023
Illiterate (10 years and over) in 17 Southern States (white and negro separate):		
White urban	115,401 or	3.3 per cent
Negro urban	329,704 or	21.7 per cent
White rural	1,095,005 or	9.7 per cent
Negro rural	1,804,257 or	36.8 per cent

Table I deals wholly with population. The figures are for 1910 and were furnished by the Bureau of the Census. The extent of the rural school problem is shown by the fact that 53.7 per cent of the total population is rural. The variation for the different States is great, from 3.3 per cent in Rhode Island, to 89 per cent in North Dakota. It is less than 26 per cent in the entire North Atlantic Division and more than 74 per cent in the South Atlantic and South Central Divisions, and from 51 to 55 per cent in the rest of the country. It may be said, however, that the rural population of the New England States is probably greater than the figures indicate, for the New England "town" includes not only the village but the surrounding farms of the township, and "towns" have been classed as urban wherever the total population of the township reached or exceeded 2,500.

The data show also that the ratio of children from 6 to 20 years of age, inclusive, in rural districts to the total number of children (6 to 20) is greater than the ratio of the total rural population to the total population by 4.8 per cent. There are more children in proportion to the population in rural districts than in urban districts in every State except Maine, New Hampshire, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, and Nevada. The larger ratio of rural children means that the burden of the support of the school, if equal facilities are provided, is greater in rural United States than urban United States; 53.7 per cent of the total population have the task of educating 58.5 per cent of the total school population in the rural part of the country, while the 46.3 per cent of the total population who are in the cities of the United States have but 41.5 per cent of the total school population to educate.

Table II deals with the illiteracy, comparing the per cent of illiterates in rural and urban districts. The real test of school service is the amount of illiteracy it leaves about it. It is noteworthy that the percentage of illiteracy for the entire country is twice as great in rural territory as in urban territory. The rate of rural illiteracy is greater than the urban rate in 34 States and less in 14, namely, Maine, New Hampshire, Vermont, Massachusetts, Rhode Island, Connecticut, New York, New Jersey, Ohio, Illinois, Michigan, Iowa, Nebraska, and Kansas. The reason for the greater illiteracy in the rural districts is undoubtedly the lack of proper school facilities. The high rate of rural illiteracy in the South can not be laid entirely to the negro, although illiteracy in the negro race is much greater than in the white race. The urban and rural illiteracy in the Southern States for whites and negroes separately is given in the next table.

Table III gives the white and negro population separately for 17 Southern States; also the population in the same States 6 to 20 years of age both urban and rural, the white and negro separate.

Table IV divides the illiteracy in the same group of Southern States among whites and negroes both in urban and in rural territory. The rural illiteracy among whites is nearly three times the urban illiteracy; the rural negro illiteracy 1.7 times the urban illiteracy.

Table V shows the number of persons born in the State of residence, the number born in other States, and the number foreign born. That illiteracy in any one State is not due wholly to the schools or the lack of schools in the State is shown by the figures of the table. They emphasize the fact that education is no longer a local problem; it is at least a national problem. That 18.8 per cent of our population were born in States other than the one in which they are now living, and that 14.7 per cent were born in foreign countries, is sufficient evidence that every State is concerned in what every other State is doing to educate her youth. The number of persons born in the State in which they are now living is lowest, as would be expected, in the Western Division, where it is but 34.8 per cent. However, omitting the entire Western Division, the number for the rest of the United States living in the State of residence is but 69.1 per cent of the population of those States, with 16.7 per cent born in the other States of the Union and 14.2 per cent foreign born.

Table VI deals with the school enrollment. It should be noted that while but 53.7 per cent of the total population is rural, 58.5 per cent of the youth from 6 to 20 years of age is rural, and 62.3 per cent of the total school enrollment is in rural schools. The total enrollment is 19.2 per cent of the total population, the urban enrollment 15.7 per cent of the urban population, and the rural enrollment 22.5 per cent of the rural population. Of the total number of children from 6 to 20, inclusive, 64.3 per cent are enrolled in school; the urban enrollment is 59.1 per cent of the urban school population, and the rural enrollment is 68.4 per cent of the rural school population 6 to 20 years of age. A larger per cent of children in proportion to the total number in rural districts (6 to 20, inclusive) is enrolled in school than the per cent in urban districts in every State except 11: Texas, Oklahoma, Montana, Colorado, New Mexico, Arizona, Utah, Nevada, Idaho, Oregon, and California. The figures given for the enrollment in rural schools are probably somewhat too high. This is due to the fact that in many States the rural school records are so incomplete and unsatisfactory that all duplicate enrollment can not be eliminated.

Table VII gives the average daily attendance and shows that the rural attendance is relatively low when compared to the enrollment, but equal to the urban when compared to the population of school age. The number of rural children 6 to 20 years of age is 58.5 per cent of the total number of children; the number enrolled in school is 62.3 per cent of the total; and the number in daily attendance is 58.5 per cent of the total. Where 79.3 in every 100 enrolled in city schools are in attendance daily, there are but 67.6 in every 100 in

rural schools. Many reasons may be given for this poorer attendance in rural schools. Among them are the unattractiveness of the ordinary country school, with its plain building, meager equipment, and untrained teacher; the poor roads, and the difficulty of traveling in storm, mud, and snow; and the character of the work on the farm and in the farm home, which presents constant need for keeping the boy or girl at home to help.

The aggregate attendance in rural schools is but 51.3 per cent of the total aggregate. Aggregate attendance is the sum of the number of days attended in the annual session by every pupil. It is made up of two factors, daily attendance and the length of the annual session. The shorter sessions in the rural schools are, of course, in large measure accountable for the low per cent of aggregate attendance. If we may measure education on the basis of the time unit "one child one day," then the 11,160,553 children enrolled in rural schools receive but 2.6 per cent more education than the 6,713,899 enrolled in urban schools. On this time unit basis, one rural child receives about 65 per cent as much schooling as the city child.

Table VIII gives the average annual session in days for all schools and for urban and rural schools separately. Investigation shows that the 137.7 days given for the length of the annual sessions of rural schools is much higher than that of the one-teacher country schools. This difference is pointed out later in this bulletin. While the length of the urban session does not vary greatly in the various States, the length of the rural session shows a great variation, from 90.1 days in New Mexico to 190.2 in Rhode Island. Four States in 1910 had rural sessions of less than 100 days, or 5 school months—North Carolina, South Carolina, Arkansas, and New Mexico; while 14 had sessions of more than 160 days, or 8 months, and 3 had sessions of at least 180 days, or 9 months. It should be remembered that these figures were for the session 1909–10, and that the annual session in many States has greatly increased in the past two years.

Table IX includes the total amounts paid for teachers' salaries and the amounts paid for urban teachers and for rural teachers separately. No data are available relative to the number of teachers in urban and rural work, respectively; so that the average salary of the rural teacher can not be given. The average salary for several States is given later for one-teacher country schools.

A comparison of population, enrollment, and attendance with the aggregate salaries is made in the following table, showing the percentage of urban and rural separately:

	Total population.	School population.	School enrollment.	Average daily attendance.	Aggregate attendance.	Amount paid teachers.
Urban	46.3	41.5	37.7	41.5	48.7	54.5
Rural	53.7	58.5	62.3	58.5	51.3	45.5

TABLE I.—*Total population, urban and rural, and school population, urban and rural (6 to 20 years of age, inclusive), 1910.*

States.	Total population.	Urban population.	Rural population.	Ratio of rural to total.	Total population, 6 to 20 inclusive.	Urban population, 6-20 inclusive.	Rural population, 6-20 inclusive.	Ratio of rural to total, 6-20 inclusive.
				Per ct.				*Per ct.*
United States	91,972,266	42,623,383	49,348,883	53.7	27,750,599	11,520,193	16,230,406	58.5
North Atlantic Division	25,868,573	19,178,718	6,689,855	25.9	7,086,368	5,219,818	1,866,550	26.3
South Atlantic Division	12,194,895	3,092,153	9,102,742	74.6	4,139,759	877,545	3,262,214	78.8
South Central Division	17,194,435	3,551,085	13,662,750	79.4	5,946,923	1,017,114	4,929,809	82.9
North Central Division	20,898,542	13,490,987	16,397,555	54.9	8,811,377	3,624,762	5,186,615	58.9
Western Division	6,825,821	3,329,840	3,495,981	51.2	1,766,172	780,054	985,218	55.7
North Atlantic Division:								
Maine	742,371	381,443	360,928	48.6	195,197	100,246	94,951	48.6
New Hampshire	430,572	255,099	175,473	40.8	111,634	69,490	42,144	37.8
Vermont	355,956	168,943	187,013	52.5	94,701	44,661	50,040	52.8
Massachusetts	3,366,416	3,125,367	241,049	7.1	881,024	820,776	60,248	6.8
Rhode Island	542,610	524,654	17,956	3.3	148,102	143,747	4,355	2.9
Connecticut	1,114,756	999,839	114,917	10.3	298,454	269,119	29,335	9.8
New York	9,113,614	7,185,494	1,928,120	21.2	2,454,428	1,959,243	495,185	20.2
New Jersey	2,537,167	1,907,210	629,957	24.8	708,525	535,853	172,672	24.4
Pennsylvania	7,605,111	4,630,669	3,034,442	39.6	2,194,303	1,276,683	917,620	41.8
South Atlantic Division:								
Delaware	202,322	97,085	105,237	52.0	57,932	25,674	32,258	55.7
Maryland	1,295,346	658,192	637,154	49.2	388,486	182,269	206,217	53.0
District of Columbia	331,069	331,069	0	.0	79,249	79,249	0	.0
Virginia	2,061,612	476,529	1,585,083	76.9	697,649	136,310	561,339	80.5
West Virginia	1,221,119	228,242	992,877	81.3	396,818	63,697	333,121	83.9
North Carolina	2,206,287	318,474	1,887,813	85.6	785,583	100,262	685,321	87.2
South Carolina	1,515,400	224,832	1,290,568	85.2	564,260	70,007	494,253	87.6
Georgia	2,609,121	538,650	2,070,471	79.4	925,865	157,801	768,064	83.0
Florida	752,619	219,080	533,539	70.9	243,917	62,276	181,641	74.4
South Central Division:								
Kentucky	2,289,905	555,442	1,734,463	75.7	755,709	153,661	602,048	79.7
Tennessee	2,184,789	441,045	1,743,744	79.8	738,478	123,371	615,107	83.3
Alabama	2,138,093	370,431	1,767,662	82.7	750,357	107,524	642,833	85.7
Mississippi	1,797,114	207,311	1,589,803	88.5	644,805	61,151	583,654	90.5
Louisiana	1,656,388	496,516	1,159,872	70.0	575,866	148,296	427,570	74.3
Texas	3,896,542	938,104	2,958,438	75.9	1,363,713	275,994	1,087,719	79.7
Arkansas	1,574,449	202,681	1,371,768	87.1	551,672	57,989	493,683	89.5
Oklahoma	1,657,155	320,155	1,337,000	80.7	566,321	89,128	477,195	84.3
North Central Division:								
Ohio	4,767,121	2,665,143	2,101,978	44.1	1,313,809	695,794	618,015	47.0
Indiana	2,700,876	1,143,835	1,557,041	57.6	777,849	299,012	478,837	61.1
Illinois	5,638,591	3,476,929	2,161,662	38.3	1,615,914	943,719	672,195	41.6
Michigan	2,810,173	1,327,044	1,483,129	52.8	796,887	357,122	439,765	55.2
Wisconsin	2,333,860	1,004,320	1,329,540	57.0	732,544	294,468	438,076	59.8
Minnesota	2,075,708	850,294	1,225,414	59.0	648,775	228,293	420,482	64.8
Iowa	2,224,771	680,054	1,544,717	69.4	675,222	182,100	493,122	73.0
Missouri	3,293,335	1,398,817	1,894,518	57.5	993,998	369,451	624,547	62.8
North Dakota	577,056	63,236	513,820	89.0	183,336	17,267	166,069	90.6
South Dakota	583,888	76,673	507,215	86.9	183,979	20,267	163,712	89.0
Nebraska	1,192,214	310,852	881,362	73.9	373,868	83,182	290,686	77.7
Kansas	1,690,949	493,790	1,197,159	70.8	515,158	134,087	381,069	74.0
Western Division:								
Montana	376,053	133,420	242,633	64.5	93,771	31,943	61,828	65.9
Wyoming	145,965	43,221	102,744	70.4	35,776	10,326	25,450	71.1
Colorado	799,024	404,840	394,184	49.3	215,940	101,727	114,213	52.9
New Mexico	327,301	46,571	280,730	85.7	105,403	13,648	91,755	87.0
Arizona	204,354	63,260	141,094	69.0	56,897	16,169	40,728	71.6
Utah	373,351	172,934	200,417	53.7	121,016	51,982	69,034	57.0
Nevada	81,875	13,367	68,508	83.7	16,132	2,730	13,402	83.1
Idaho	325,594	69,898	255,696	78.5	96,819	17,812	79,007	81.6
Washington	1,141,990	608,530	536,460	47.0	293,473	140,271	153,207	52.2
Oregon	672,765	307,000	365,765	54.4	175,386	68,465	106,921	61.0
California	2,377,549	1,469,739	907,810	38.2	555,554	325,881	229,673	41.3

TABLE II.—*Illiteracy of the population 10 years of age and over, total and urban and rural, 1910.*[1]

States.	Urban and rural.			Urban.			Rural.		
	Total.	Illiterate.		Total.	Illiterate.		Total.	Illiterate.	
		Number.	Per cent.		Number.	Per cent.		Number.	Per cent.
United States	71,580,270	5,516,893	7.7	34,649,175	1,766,135	5.1	36,931,095	3,750,028	10.2
North Atlantic Division	20,777,129	1,154,818	5.6	15,467,982	801,706	5.8	5,309,467	282,912	5.0
South Atlantic Division	9,012,838	1,444,294	16.0	2,493,358	211,146	8.5	6,519,467	1,233,148	18.9
South Central Division	12,572,621	1,917,706	15.3	2,842,222	134,803	4.7	9,730,399	1,682,901	17.2
North Central Division	23,666,260	755,426	3.2	11,035,304	364,029	3.3	12,630,956	390,959	3.3
Western Division	5,551,134	244,449	4.4	2,810,328	64,451	2.3	2,740,808	180,108	6.6
North Atlantic Division:									
Maine	603,893	24,554	4.1	312,251	14,982	4.8	291,642	9,572	3.3
New Hampshire	354,118	16,396	4.6	208,549	11,740	5.6	145,569	4,646	3.2
Vermont	289,123	10,806	3.7	138,047	5,425	3.8	151,081	5,381	3.5
Massachusetts	2,742,684	141,541	5.2	2,543,364	133,259	5.2	199,320	8,282	4.1
Rhode Island	446,065	33,354	7.5	425,215	32,923	7.7	14,850	931	6.1
Connecticut	901,028	53,965	6.0	806,986	48,814	6.0	94,040	4,851	5.1
New York	7,410,819	406,220	5.5	5,821,825	343,712	5.9	1,588,994	62,308	3.9
New Jersey	2,027,946	113,502	5.6	1,519,977	87,980	5.8	507,969	25,522	5.0
Pennsylvania	6,007,730	354,290	5.9	3,691,748	212,871	5.8	2,316,002	141,419	6.1
South Atlantic Division:									
Delaware	163,080	13,240	8.1	79,374	5,185	6.5	83,706	8,055	9.6
Maryland	1,023,950	73,397	7.2	536,900	25,360	4.7	487,050	48,041	9.9
District of Columbia	279,088	13,812	4.9	279,088	13,812	4.9			
Virginia	1,536,297	232,911	15.2	385,258	35,277	9.2	1,151,039	197,634	17.2
West Virginia	908,822	74,886	8.3	182,597	8,229	4.5	721,225	67,637	9.4
North Carolina	1,578,595	291,497	18.5	246,920	30,508	12.3	1,331,675	260,989	19.7
South Carolina	1,078,161	276,980	25.7	177,169	27,326	15.4	900,992	249,654	27.7
Georgia	1,885,111	389,775	20.7	430,544	51,757	12.0	1,454,567	338,018	23.2
Florida	564,722	77,816	13.8	175,509	14,686	8.4	389,213	63,130	16.2
South Central Division:									
Kentucky	1,722,044	208,084	12.1	459,544	30,619	6.7	1,263,100	177,465	14.1
Tennessee	1,621,179	221,071	13.6	361,536	32,212	8.8	1,259,643	188,859	15.0
Alabama	1,541,575	352,710	22.9	293,843	38,151	13.0	1,247,732	314,559	25.2
Mississippi	1,293,180	290,235	22.4	164,754	21,049	12.8	1,128,426	269,186	23.9
Louisiana	1,213,576	352,170	29.0	397,718	42,430	10.7	815,858	309,740	38.0
Texas	2,848,904	282,904	9.9	747,547	53,209	7.1	2,101,357	229,695	10.9
Arkansas	1,134,087	142,954	12.6	102,523	10,481	10.2	971,564	132,493	13.6
Oklahoma	1,197,476	67,509	5.6	254,757	6,672	2.6	942,719	60,895	6.5
North Central Division:									
Ohio	3,848,747	124,774	3.2	2,186,020	71,811	3.8	1,662,727	52,963	3.2
Indiana	2,160,405	68,213	3.1	940,419	28,485	3.0	1,219,986	37,728	3.1
Illinois	4,493,734	168,211	3.7	2,820,830	115,243	4.1	1,672,904	53,051	3.2
Michigan	2,236,252	74,800	3.3	1,075,314	37,572	3.5	1,160,938	37,228	3.1
Wisconsin	1,829,811	57,753	3.2	809,007	24,289	3.0	1,020,804	33,480	3.3
Minnesota	1,628,635	49,337	3.0	702,070	19,799	2.8	926,565	29,537	3.2
Iowa	1,760,286	29,889	1.7	564,111	10,303	1.8	1,196,175	19,586	1.6
Missouri	2,594,600	111,604	4.3	1,102,898	38,047	3.3	1,491,701	73,069	5.1
North Dakota	424,730	13,070	3.1	51,228	1,114	2.2	373,504	11,956	3.2
South Dakota	443,466	12,751	2.9	63,172	1,034	1.6	380,294	11,712	3.1
Nebraska	924,032	18,009	1.9	255,503	6,581	2.6	668,464	11,428	1.7
Kansas	1,321,562	28,908	2.2	404,668	9,747	2.4	916,894	19,221	2.1
Western Division:									
Montana	303,551	14,348	4.7	110,008	3,648	3.3	193,543	10,809	5.6
Wyoming	117,585	3,874	3.3	36,077	1,003	2.8	81,508	2,871	3.5
Colorado	640,846	23,780	3.7	337,179	8,011	2.4	303,667	15,769	5.2
New Mexico	240,990	48,697	20.2	36,451	2,842	7.8	204,539	45,855	22.4
Arizona	157,659	32,953	20.9	50,667	5,036	9.9	106,992	27,917	26.1
Utah	274,778	6,821	2.5	132,961	2,153	1.6	141,817	4,668	3.3
Nevada	69,822	4,702	6.7	11,467	302	2.6	58,355	4,400	7.5
Idaho	349,018	5,453	2.2	57,782	987	1.7	191,236	4,486	3.8
Washington	933,556	18,416	2.0	511,832	6,697	1.3	421,734	11,719	2.8
Oregon	555,631	10,504	1.9	264,881	3,371	1.3	290,750	7,133	2.5
California	2,007,698	74,901	3.7	1,201,053	30,421	2.4	746,645	44,481	5.9

[1] The figures here given were furnished by the Bureau of the Census, as a preliminary report. The final figures differ slightly from those here given.

TABLE III.—*Population of the Southern States, by races and urban and rural, 1910.*

States.	Total population.			Population 6 to 20 years of age, inclusive.					
				Urban.			Rural.		
	White.	Negro.	Total.	White.	Negro.	Total.	White.	Negro.
South Atlantic Division	8,071,630	4,112,487	877,545	611,662	265,742	3,262,214	2,020,653	1,238,277
South Central Division	12,475,934	4,636,903	1,017,114	742,587	272,549	4,929,809	3,493,334	1,387,926
South Atlantic Division:								
Delaware	171,103	31,181	25,674	22,715	2,958	32,258	25,134	7,120
Maryland	1,062,645	232,249	182,209	157,148	25,100	206,217	158,061	48,130
District of Columbia	236,128	94,446	79,249	55,694	23,593			
Virginia	1,389,809	671,096	136,310	90,109	46,192	561,839	364,914	196,221
West Virginia	1,150,817	64,173	63,697	59,601	4,090	333,121	318,709	14,391
North Carolina	1,500,513	697,843	100,262	62,334	37,920	685,321	456,369	226,105
South Carolina	679,162	835,843	70,007	37,034	32,971	494,258	196,668	288,458
Georgia	1,431,816	1,176,987	137,801	80,339	57,451	768,064	396,996	372,034
Florida	443,046	308,669	62,276	36,788	25,467	181,641	105,802	75,818
South Central Division:								
Kentucky	2,027,965	261,656	153,661	125,778	27,864	602,048	547,850	54,112
Tennessee	1,711,483	473,088	128,371	81,727	41,629	615,107	493,270	121,708
Alabama	1,228,841	908,275	107,524	62,240	45,271	642,833	360,598	281,905
Mississippi	786,119	1,009,487	61,151	32,662	28,469	583,654	239,324	343,862
Louisiana	941,125	713,874	148,206	100,242	48,014	427,510	220,659	206,566
Texas	3,204,898	690,020	275,994	222,921	53,287	1,087,719	887,902	199,591
Arkansas	1,181,030	442,801	57,988	40,654	17,285	498,663	351,411	142,146
Oklahoma	1,444,535	137,612	89,126	78,603	10,780	477,195	412,320	37,988

TABLE IV.—*Illiteracy of the population 10 years of age and over, white and negro, urban and rural, in the Southern States, 1910.*[1]

States.	Urban white.			Urban negro.			Rural white.			Rural negro.		
	Total.	Illiterate.		Total.	Illiterate.		Total.	Illiterate.		Total.	Illiterate.	
		Number.	Per cent.		Number.	Per cent.		Number.	Per cent.		Number.	Per cent.
South Atlantic Division	1,780,358	52,519	3.0	741,429	158,262	21.3	4,267,664	419,224	9.8	2,245,507	811,140	36.1
South Central Division	2,062,215	62,882	3.5	775,140	171,412	22.1	7,034,568	678,781	9.6	2,646,463	993,117	37.5
South Atlantic Division:												
Delaware	69,845	3,391	4.9	9,505	1,787	18.8	65,420	3,403	5.0	15,272	4,558	29.8
Maryland	453,095	12,830	2.8	83,429	12,441	14.9	389,952	18,169	4.7	97,025	29,848	30.8
District of Columbia	198,658	2,004	1.5	79,964	10,814	13.5						
Virginia	255,440	6,604	2.6	129,673	28,035	22.1	783,893	77,221	10.0	360,745	120,315	32.6
West Virginia	169,684	5,419	3.1	12,834	1,778	13.9	683,094	59,093	8.6	38,091	8,569	22.5
North Carolina	186,532	7,686	4.9	90,329	22,795	25.2	926,265	124,971	13.5	400,066	133,508	33.4
South Carolina	96,632	3,908	4.0	80,498	23,420	30.2	397,188	46,741	11.8	503,566	202,822	40.3
Georgia	247,773	6,287	2.5	182,504	45,441	25.4	790,853	74,701	9.5	663,631	263,198	39.7
Florida	102,699	3,486	3.4	72,633	11,181	15.4	227,999	14,775	6.5	101,111	48,322	30.0
South Central Division:												
Kentucky	368,104	9,319	2.5	91,363	21,288	23.3	1,144,294	140,778	12.3	118,665	36,612	30.9
Tennessee	235,117	6,017	2.6	126,318	26,167	20.7	1,025,187	116,437	11.3	234,348	72,374	30.9
Alabama	166,599	5,065	3.0	127,174	38,065	26.0	711,971	81,768	11.4	535,162	232,563	43.1
Mississippi	87,964	1,663	1.9	76,674	19,357	25.2	476,258	28,400	6.0	651,177	240,081	36.8
Louisiana	267,176	8,703	3.3	130,067	33,509	25.6	419,803	88,631	21.1	395,383	220,839	55.8
Texas	601,408	27,094	4.4	145,368	25,989	17.8	1,738,875	130,792	7.5	361,721	68,629	19.0
Arkansas	113,947	2,068	1.8	48,398	8,349	17.4	692,736	54,403	7.9	278,611	78,049	28.5
Oklahoma	221,810	2,843	1.3	29,778	3,688	12.4	825,444	34,554	4.2	71,379	14,170	19.8

[1] The figures here given were furnished by the Bureau of the Census, as a preliminary report, and differ slightly from the final figures.

TABLE V.—*Place of birth—in or outside of State of residence, foreign born, 1910.*[1]

States.	Total population.	Born in State of residence.		In other than State of residence.		Foreign born.	
		Number.	Per cent.	Number.	Per cent.	Number.	Per cent.
United States	91,972,266	61,185,305	66.5	17,271,075	18.8	13,515,886	14.7
North Atlantic Division	25,868,573	16,443,348	63.6	2,748,942	10.6	6,676,283	25.8
South Atlantic Division	12,194,895	10,425,174	85.5	1,469,727	12.1	299,994	2.4
South Central Division	17,194,435	13,034,212	75.8	3,720,206	21.6	440,017	2.6
North Central Division	29,888,542	18,907,550	63.2	6,290,531	21.1	4,690,461	15.7
Western Division	6,825,821	2,375,021	34.8	3,041,669	44.6	1,409,131	20.6
North Atlantic Division:							
Maine	742,371	578,739	78.0	53,070	7.1	110,562	14.9
New Hampshire	430,572	248,629	57.7	85,276	19.8	96,667	22.5
Vermont	355,956	250,480	70.4	55,555	15.6	49,921	14.0
Massachusetts	3,366,416	1,861,820	55.3	445,351	13.2	1,059,245	31.5
Rhode Island	542,610	267,116	49.2	96,353	17.8	179,141	33.0
Connecticut	1,114,756	607,074	54.5	178,108	16.0	329,574	29.6
New York	9,113,614	5,647,063	62.0	718,540	7.9	2,748,011	30.2
New Jersey	2,537,167	1,344,164	53.0	532,215	21.0	660,788	26.0
Pennsylvania	7,665,111	5,638,263	73.6	584,474	7.6	1,442,374	18.8
South Atlantic Division:							
Delaware	202,322	137,131	67.8	47,699	23.6	17,492	8.6
Maryland	1,295,346	1,026,355	79.2	164,047	12.7	104,944	8.1
District of Columbia	331,069	139,351	42.1	166,816	50.4	24,902	7.5
Virginia	2,061,612	1,843,152	89.4	191,403	9.3	27,057	1.3
West Virginia	1,221,119	931,077	76.2	232,824	19.1	57,218	4.7
North Carolina	2,206,287	2,089,728	94.7	110,467	5.0	6,092	.3
South Carolina	1,515,400	1,431,028	94.4	78,193	5.2	6,179	.4
Georgia	2,609,121	2,364,349	90.6	229,295	8.8	15,477	.6
Florida	752,619	463,003	61.5	248,983	33.1	40,633	5.4
South Central Division:							
Kentucky	2,289,905	2,031,385	88.7	218,358	9.5	40,162	1.8
Tennessee	2,184,789	1,873,227	85.7	292,955	13.4	18,607	.9
Alabama	2,138,093	1,857,916	86.9	260,891	12.2	19,286	.9
Mississippi	1,797,114	1,563,839	87.0	223,505	12.4	9,770	.5
Louisiana	1,656,388	1,405,936	84.9	197,686	11.9	52,766	3.2
Texas	3,896,542	2,730,757	70.1	923,847	23.7	241,938	6.2
Arkansas	1,574,449	1,055,940	67.1	501,463	31.9	17,046	1.1
Oklahoma	1,657,155	515,212	31.1	1,101,501	66.5	40,442	2.4
North Central Division:							
Ohio	4,767,121	3,546,991	74.4	621,756	13.0	598,374	12.6
Indiana	2,700,876	2,031,345	75.2	509,868	18.9	159,663	5.9
Illinois	5,638,591	3,406,638	60.4	1,026,639	18.2	1,205,314	21.4
Michigan	2,810,173	1,761,085	62.7	451,538	16.1	597,550	21.3
Wisconsin	2,333,860	1,558,455	66.8	262,540	11.2	512,865	22.0
Minnesota	2,075,708	1,121,376	54.0	410,737	19.8	543,595	26.2
Iowa	2,224,771	1,416,584	63.7	534,423	24.0	273,765	12.3
Missouri	3,293,335	2,222,925	67.5	840,631	25.5	229,779	7.0
North Dakota	577,056	197,847	34.3	222,555	38.6	156,654	27.1
South Dakota	583,888	225,125	38.6	257,973	44.2	100,790	17.3
Nebraska	1,192,214	595,551	50.0	420,001	35.2	176,662	14.8
Kansas	1,690,949	823,628	48.7	731,871	43.3	135,450	8.0
Western Division:							
Montana	376,053	99,314	26.4	182,026	48.4	94,713	25.2
Wyoming	145,965	31,782	21.8	85,163	58.3	29,020	19.9
Colorado	799,024	233,516	29.2	435,921	54.6	129,587	16.2
New Mexico	327,301	184,749	56.4	119,406	36.5	23,146	7.1
Arizona	204,354	78,949	38.6	76,640	37.5	48,765	23.9
Utah	373,351	243,054	65.1	64,475	17.3	65,822	17.6
Nevada	81,875	21,640	26.4	40,544	49.5	19,691	24.1
Idaho	325,594	90,225	27.7	192,791	59.2	42,578	13.1
Washington	1,141,990	262,694	23.0	623,055	54.6	256,241	22.4
Oregon	672,765	226,102	33.5	334,527	49.7	113,136	16.8
California	2,377,549	903,996	38.0	887,121	37.3	586,432	24.7

[1] The figures here given were furnished by the Bureau of the Census, as a preliminary report, and differ slightly from the final figures.

TABLE VI.—*Public school enrollment, total and urban and rural, 1909–10.*

States.	Enrolled in all public schools.	Enrolled in urban schools.	Enrolled in rural schools.	Ratio of rural enrollment to total enrollment.	Ratio of total enrollment to total population 6–20, inclusive.	Ratio of urban enrollment to urban population 6–20, inclusive.	Ratio of rural enrollment to rural population 6–20, inclusive.
				Per cent.	*Per cent.*	*Per cent.*	*Per cent.*
United States	17,814,452	6,713,899	11,100,553	62.3	64.2	58.3	68.4
North Atlantic Division	4,216,879	2,936,614	1,280,265	30.4	39.5	56.2	68.6
South Atlantic Division	2,573,386	494,244	2,079,142	80.8	62.2	56.3	63.7
South Central Division	3,813,989	579,979	3,234,010	84.8	64.1	57.0	65.6
North Central Division	5,982,589	2,161,036	3,821,553	63.9	67.9	59.6	73.7
Western Division	1,227,609	542,026	685,583	55.8	69.5	69.4	69.6
North Atlantic Division:							
Maine	144,278	62,210	82,068	56.9	73.8	62.1	86.4
New Hampshire	63,972	33,900	30,072	47.0	57.3	48.8	71.3
Vermont	66,615	23,499	43,116	64.7	70.3	52.6	86.1
Massachusetts	535,869	492,850	43,019	8.0	60.8	60.0	71.4
Rhode Island	80,061	76,453	3,608	4.5	54.1	53.2	82.8
Connecticut	190,353	175,274	15,079	7.9	63.8	65.1	51.4
New York	1,422,969	1,117,146	305,823	21.5	57.9	57.0	61.7
New Jersey	429,797	290,594	139,203	32.4	60.6	54.2	80.6
Pennsylvania	1,282,965	664,688	618,277	48.2	58.5	52.1	67.3
South Atlantic Division:							
Delaware	35,950	13,331	22,619	62.9	62.1	51.9	70.1
Maryland	238,393	88,425	149,968	62.9	61.4	48.5	72.7
District of Columbia	55,774	55,774			70.4	70.4	
Virginia	402,109	73,100	329,009	81.8	57.7	53.6	58.6
West Virginia	276,458	41,420	235,038	85.0	69.6	65.0	70.6
North Carolina	520,404	59,486	460,918	88.5	66.2	59.3	67.2
South Carolina	340,415	40,867	299,548	88.0	60.3	58.4	60.6
Georgia	555,794	84,798	470,996	84.7	60.0	53.7	61.3
Florida	148,089	37,043	111,046	75.0	60.7	50.9	61.1
South Central Division:							
Kentucky	494,863	80,536	414,327	83.7	65.5	52.4	68.8
Tennessee	521,753	72,286	449,467	86.1	70.7	58.6	73.1
Alabama	424,611	48,323	376,288	88.6	56.6	45.0	58.5
Mississippi	469,137	33,909	435,228	92.8	72.7	55.5	74.6
Louisiana	263,617	59,648	203,969	77.4	45.8	40.2	47.7
Texas	821,631	171,566	650,065	79.1	60.2	62.2	59.8
Arkansas	395,978	39,231	356,747	90.1	71.8	67.6	72.2
Oklahoma	422,390	74,480	347,919	82.3	74.6	83.6	72.9
North Central Division:							
Ohio	838,080	402,956	435,124	51.9	63.8	57.9	70.4
Indiana	531,459	192,012	339,447	63.9	68.3	64.2	70.9
Illinois	1,002,087	530,107	472,580	47.1	62.0	56.2	70.3
Michigan	541,501	222,566	318,935	58.9	68.0	62.3	72.5
Wisconsin	464,311	155,354	308,957	66.5	63.4	52.7	70.5
Minnesota	440,083	136,205	303,878	69.0	67.8	59.7	72.2
Iowa	510,661	127,225	383,436	75.1	75.6	69.9	77.7
Missouri	707,031	216,609	490,422	69.3	71.1	58.6	78.5
North Dakota	139,802	11,471	128,331	91.8	76.3	66.4	77.3
South Dakota	126,253	13,801	112,452	89.0	68.6	68.1	68.7
Nebraska	281,975	55,602	226,373	80.3	75.4	66.8	77.8
Kansas	398,746	97,128	301,618	75.6	77.4	72.4	79.1
Western Division:							
Montana	66,141	24,359	41,782	63.2	70.4	76.2	67.6
Wyoming	24,584	7,014	17,570	71.5	68.7	67.9	69.0
Colorado	168,798	83,099	85,699	50.8	78.2	81.7	75.0
New Mexico	56,304	7,366	48,938	86.9	53.4	54.0	53.3
Arizona	31,312	13,054	18,258	58.3	55.0	80.7	44.8
Utah	91,611	41,238	50,373	55.0	75.7	79.3	72.9
Nevada	10,200	[1] 2,809	6,591	64.6	63.2		
Idaho	76,166	15,521	60,647	79.6	78.7	87.1	76.8
Washington	215,688	84,525	131,163	60.8	73.5	60.2	85.6
Oregon	118,412	45,984	72,428	61.1	67.5	67.2	67.7
California	368,391	216,257	152,134	41.3	66.3	66.4	66.2

[1] The urban enrollment as reported by the city superintendents is larger than the total school population given by the Census Bureau. This may be explained in part by the large number of rural children attending city schools.

TABLE VII.—*Public-school attendance, total and urban and rural, 1909–10.*

States.	Average daily attendance.			Ratio of rural to total average daily attendance.	Number attending daily in every 100 enrolled.			Aggregate attendance.	
	In all public schools.	In urban schools.	In rural schools.		In all public schools.	In urban schools.	In rural schools.	In urban schools.	In rural schools.
				Per ct.				*Per ct.*	*Per ct.*
United States	12,834,307	5,324,749	7,509,558	58.5	72.1	79.3	67.6	48.7	51.3
North Atlantic Division	3,315,279	2,369,321	945,958	28.5	78.5	80.0	73.9	74.7	25.3
South Atlantic Division	1,687,965	367,833	1,319,732	78.2	65.7	79.4	63.4	29.4	70.6
South Central Division	2,468,257	429,287	2,038,970	82.6	64.8	74.0	63.0	23.7	76.3
North Central Division	4,465,915	1,737,767	2,728,148	61.1	74.7	80.4	71.4	43.5	56.5
Western Division	897,191	420,441	476,750	53.1	73.0	77.5	70.0	52.4	47.6
North Atlantic Division:									
Maine	106,965	50,066	56,899	53.1	74.4	80.5	70.0	52.3	47.7
New Hampshire	50,101	27,615	22,586	45.1	78.3	81.2	76.0	58.9	41.1
Vermont	52,104	17,841	34,263	65.8	78.2	76.0	78.4	39.5	60.5
Massachusetts	444,090	407,095	36,995	8.3	82.9	82.6	86.0	92.1	7.9
Rhode Island	61,487	58,485	3,002	4.9	76.8	76.4	74.9	94.9	5.1
Connecticut	152,190	138,867	13,323	8.7	77.5	79.2	88.4	91.4	8.6
New York	1,122,649	882,728	239,921	21.4	79.1	79.0	78.5	79.6	20.4
New Jersey	324,289	241,653	82,586	25.5	75.4	83.2	59.3	75.5	24.5
Pennsylvania	1,001,464	545,051	456,413	45.6	78.3	82.0	72.6	60.1	39.9
South Atlantic Division:									
Delaware	22,559	10,424	12,135	53.8	63.0	78.2	51.4	51.5	48.6
Maryland	145,762	67,182	78,580	53.9	61.3	76.0	51.0	47.6	52.4
District of Columbia	44,627	44,627			80.0	80.0		100.0	
Virginia	259,394	53,963	205,431	79.2	64.6	73.8	62.4	26.5	73.5
West Virginia	189,980	30,576	159,324	83.9	68.5	73.9	67.7	21.2	78.8
North Carolina	331,335	41,907	289,528	87.4	63.7	70.3	62.8	20.0	80.0
South Carolina	243,901	29,795	214,106	87.8	71.8	72.9	71.5	21.3	78.7
Georgia	346,296	63,073	283,222	81.8	62.8	74.4	60.1	22.2	77.8
Florida	103,892	26,486	77,406	74.5	70.3	71.5	69.7	35.3	64.7
South Central Division:									
Kentucky	315,196	63,519	251,677	79.9	63.7	78.9	60.7	29.3	70.7
Tennessee	363,953	57,367	306,586	84.2	69.8	79.3	68.2	21.0	79.0
Alabama	286,589	34,482	252,107	87.1	62.8	71.3	61.7	19.7	80.3
Mississippi	261,384	24,471	236,913	90.7	55.8	72.2	54.4	11.9	88.1
Louisiana	182,659	45,820	136,839	74.9	69.3	76.8	67.1	31.5	68.5
Texas	544,691	120,397	424,294	77.9	66.3	70.2	65.3	29.1	70.9
Arkansas	255,135	29,717	225,418	88.4	64.5	75.7	63.2	19.0	81.0
Oklahoma	278,650	53,514	225,136	80.7	66.1	71.8	64.7	24.1	75.9
North Central Division:									
Ohio	648,544	325,010	323,534	49.9	77.4	80.6	74.4	54.5	45.5
Indiana	420,780	152,819	267,961	63.7	79.3	79.6	78.9	43.6	56.4
Illinois	779,040	425,977	353,063	45.3	77.9	80.3	74.7	59.1	40.9
Michigan	443,458	183,832	259,626	58.5	82.0	82.6	81.4	44.6	55.4
Wisconsin	320,439	128,390	192,049	59.9	69.1	82.6	62.2	42.4	57.6
Minnesota	348,500	112,618	235,882	67.7	79.2	82.7	77.6	39.8	60.2
Iowa	360,178	102,688	257,490	71.5	70.5	80.7	67.2	30.1	69.9
Missouri	490,390	165,328	325,062	66.3	69.4	76.3	66.3	41.2	58.8
North Dakota	90,149	9,378	80,771	89.6	64.5	81.8	62.9	13.0	87.0
South Dakota	80,032	11,451	68,581	85.7	68.5	84.0	61.0	15.4	84.6
Nebraska[1]	193,076	44,783	148,293	76.8	68.0	80.5	65.5	24.3	75.7
Kansas	291,329	75,493	215,836	74.1	73.0	76.3	71.6	27.6	72.4
Western Division:									
Montana	41,314	19,080	22,234	53.8	62.5	78.3	53.2	53.0	47.0
Wyoming	16,730	5,905	10,825	64.7	68.0	84.2	61.6	41.2	58.8
Colorado	107,520	61,603	45,917	42.7	68.7	74.1	53.6	68.3	31.7
New Mexico	37,389	5,065	32,304	86.4	66.4	69.0	66.0	22.2	77.8
Arizona	20,094	8,950	11,144	55.4	64.2	68.5	61.0	57.3	42.7
Utah	69,246	33,743	35,503	51.3	75.6	81.8	70.5	51.2	48.8
Nevada	7,400	2,633	4,767	64.4	72.5	73.0	72.3	41.4	58.6
Idaho	51,137	11,276	39,861	77.9	67.1	72.6	65.7	29.0	71.0
Washington	156,064	64,931	91,133	58.4	72.3	76.8	69.5	44.4	55.6
Oregon	103,553	37,914	65,639	63.4	87.8	82.4	90.6	46.0	54.0
California	286,744	168,421	118,323	41.4	77.9	77.0	77.7	59.7	40.3

[1] Estimated.

TABLE VIII.—*Length of session (in days). 1909–10.*

States.	In all schools.	In urban schools.	In rural schools.	Urban excess over rural.
United States	157.0	184.3	137.7	46.6
North Atlantic Division	179.7	188.5	159.7	28.8
South Atlantic Division	132.4	178.7	119.5	59.2
South Central Division	125.7	174.0	117.6	56.4
North Central Division	164.7	184.1	152.7	31.4
Western Division	161.8	180.7	145.0	35.7
North Atlantic Division:				
Maine	159.0	177.4	142.5	34.9
New Hampshire	164.0	176.0	149.7	26.3
Vermont	160.2	185.0	147.0	38.0
Massachusetts	186.0	188.5	160.7	27.3
Rhode Island	193.0	194.0	190.2	3.8
Connecticut	184.7	185.0	181.2	3.8
New York	187.5	189.9	178.6	11.7
New Jersey	184.0	186.5	176.7	9.8
Pennsylvania	170.0	187.6	149.4	38.2
South Atlantic Division:				
Delaware	172.5	193.0	157.0	36.0
Maryland	185.0	191.0	179.8	11.2
District of Columbia	181.2	181.2	.....	.....
Virginia	140.0	177.8	130.5	47.3
West Virginia	134.0	176.0	127.5	28.5
North Carolina	101.9	161.8	93.3	68.5
South Carolina	105.1	183.0	94.5	88.5
Georgia	144.4	180.6	141.5	39.1
Florida	115.1	159.2	100.1	59.1
South Central Division:				
Kentucky	125.0	181.8	110.6	71.2
Tennessee	130.0	172.5	122.0	50.5
Alabama	117.3	178.3	108.5	69.8
Mississippi	135.0	170.5	131.0	39.5
Louisiana	135.6	170.2	124.1	46.1
Texas	131.0	173.0	119.2	53.8
Arkansas	106.5	174.0	98.0	76.0
Oklahoma	136.0	171.2	128.5	43.2
North Central Division:				
Ohio	170.0	184.7	155.0	29.7
Indiana	147.9	177.2	130.3	46.9
Illinois	171.0	185.8	154.8	31.0
Michigan	171.0	185.5	161.6	23.9
Wisconsin	180.0	191.0	173.0	18.0
Minnesota	149.0	184.0	132.5	51.5
Iowa	172.0	181.0	168.6	12.4
Missouri	155.0	190.0	137.7	52.3
North Dakota	147.3	182.8	143.2	39.6
South Dakota	165.9	178.0	163.8	14.2
Nebraska	173.0	180.5	170.5	10.0
Kansas	163.5	174.1	160.0	14.1
Western Division:				
Montana	158.0	181.5	138.5	43.0
Wyoming	140.9	173.5	136.0	37.5
Colorado	156.0	180.3	123.8	56.5
New Mexico	100.0	163.2	90.1	73.1
Arizona	135.5	174.6	105.0	69.0
Utah	164.8	173.7	157.0	16.7
Nevada	145.3	170.0	131.8	38.2
Idaho	137.0	179.5	112.5	67.0
Washington	172.0	183.8	164.0	19.8
Oregon	138.0	173.5	118.7	54.8
California	182.0	180.0	178.0	8.0

TABLE IX.—*Aggregate amounts paid for teachers' salaries—Total and urban and rural, 1909–10.*

States.	In all schools.	In urban schools.	In rural schools.	Per cent urban.	Per cent rural.
United States	$258,421,843	$140,729,057	$117,692,786	54.5	45.5
North Atlantic Division	85,998,816	65,228,736	20,770,080	75.8	24.2
South Atlantic Division	18,930,699	7,210,736	11,719,963	38.0	62.0
South Central Division	29,793,849	8,514,288	21,279,563	28.6	71.4
North Central Division	96,602,359	45,243,859	51,358,500	46.8	53.2
Western Division	27,096,120	14,531,440	12,564,680	53.6	46.4
North Atlantic Division:					
Maine	1,921,209	906,816	1,014,493	47.2	52.8
New Hampshire	1,052,109	594,123	458,046	56.5	43.5
Vermont	928,260	410,826	517,434	44.3	55.7
Massachusetts	12,189,259	10,250,391	1,938,868	84.1	15.9
Rhode Island	1,504,571	1,416,328	88,243	94.2	5.8
Connecticut	3,218,063	3,098,294	119,769	96.3	3.7
New York	36,851,566	29,709,890	6,941,676	81.0	19.0
New Jersey	8,876,300	6,877,077	1,999,223	77.5	22.5
Pennsylvania	19,657,319	11,964,991	7,692,328	60.9	39.1
South Atlantic Division:					
Delaware	417,620	208,834	208,786	50.1	49.9
Maryland	2,842,418	1,532,744	1,309,674	54.0	46.0
District of Columbia	1,576,582	1,576,582		100.0	
Virginia	2,911,141	813,561	2,097,580	28.0	72.0
West Virginia	2,881,652	668,736	2,212,916	23.2	76.8
North Carolina	2,245,974	563,295	1,682,679	25.1	74.9
South Carolina	1,487,444	378,576	1,108,868	25.5	74.5
Georgia	3,401,200	1,116,236	2,284,964	32.8	67.2
Florida	1,160,668	352,172	814,496	30.3	69.7
South Central Division:					
Kentucky	3,890,528	1,322,545	2,567,983	34.0	66.0
Tennessee	3,007,804	1,030,054	1,977,250	34.3	65.7
Alabama	2,837,537	664,848	2,172,694	23.4	76.6
Mississippi	2,276,582	432,606	1,843,976	19.0	81.0
Louisiana	2,701,603	997,684	1,703,919	37.0	63.0
Texas	8,506,457	2,532,817	5,973,640	29.8	70.2
Arkansas	2,708,367	485,058	2,223,309	17.9	82.1
Oklahoma	3,864,871	1,048,079	2,816,792	27.0	73.0
North Central Division:					
Ohio	15,332,221	8,690,481	6,641,740	56.7	43.3
Indiana	9,399,658	3,997,985	5,401,693	42.5	57.5
Illinois	17,444,346	10,955,906	6,488,440	63.0	37.0
Michigan	8,771,896	4,388,238	4,383,658	50.1	49.9
Wisconsin	6,719,059	3,404,146	3,314,913	50.7	49.3
Minnesota	7,360,244	3,110,450	4,258,704	42.2	57.8
Iowa	8,335,917	3,132,258	5,203,659	37.6	62.4
Missouri	8,332,832	4,005,847	4,326,985	48.1	51.9
North Dakota	2,501,102	302,751	2,198,351	12.1	87.9
South Dakota	2,059,797	308,012	1,751,785	14.9	85.1
Nebraska	4,562,945	1,228,129	3,334,816	26.9	73.1
Kansas	5,773,342	1,719,676	4,053,666	29.8	70.2
Western Division:					
Montana	1,452,039	695,648	756,391	48.0	52.0
Wyoming	487,260	144,350	342,910	29.7	70.3
Colorado	3,336,715	1,889,954	1,446,761	56.6	43.4
New Mexico	513,552	127,803	385,659	24.9	75.1
Arizona	695,106	250,744	444,362	36.1	63.9
Utah	1,445,044	805,517	639,527	55.7	44.3
Nevada	249,200	118,329	130,871	47.4	52.6
Idaho	1,225,890	358,255	867,635	29.3	70.7
Washington	4,960,727	2,495,282	2,465,445	50.3	49.7
Oregon	2,599,689	1,060,660	1,239,029	46.2	53.8
California	10,430,898	6,584,808	3,846,090	63.0	37.0

THE ONE-TEACHER COUNTRY SCHOOL.

The preceding tables are based upon the definition of urban and rural schools given in the introductory remarks, and, as already pointed out, the statistics under the heading "rural" include data of villages and towns which have less than 2,500 population, many of which are manufacturing centers where the conditions are those of the city and not of the strictly rural section. An attempt has been made to determine facts regarding the school in the open country, but, as previously explained, little available material of a comprehensive character has been found.

The great majority of country schools are in one-teacher, one-room buildings. Consolidated schools are found in every State; in a few States the movement for consolidation has spread extensively. Little, however, will be said about it in the following pages, as that subject is treated in another bulletin of the bureau now in preparation. It is in the one-teacher school that the greatest problem in rural education is centered. In the consolidated school all the facilities which make a school efficient are easily possible. In the one-teacher school they are possible only under exceptional conditions. The following statistical statements relative to the one-teacher school are given in order that the extent of the problem may be made apparent. The figures have been made as accurate as possible, information having been taken from every authentic source available. All the data in this section have been submitted to the various State departments of education for correction. The table shows the number of one-teacher schools, enrollment in such schools, and the number with 15 or fewer pupils from all States from which data could be obtained. The figures are the latest obtainable, and are in most instances for the school year 1910.

Data are included from 32 States. The total number of one-teacher schools in the 32 States is 147,227, which is 80 per cent of the total number of 183,824 public schools in those States. The word "school" is used here to mean a school building in actual use, whatever the number of teachers or departments included may be. It may be noted from the table that these 32 States are well distributed among the 48 in the Union. It is probable, therefore, that the ratio of one-teacher schools to total schools in the 32 States would hold nearly true for the entire country. If this supposition is correct, then there are in the United States 212,389 one-teacher rural schools.

The total enrollment in one-teacher schools is available from 21 States. These 21 States report 114,753 one-teacher schools, with an enrollment of 3,621,278 pupils, an average of 31.5 to each school. At the same rate the enrollment in the 147,227 one-teacher schools reported in the 32 States would be 4,636,650, and in the estimated

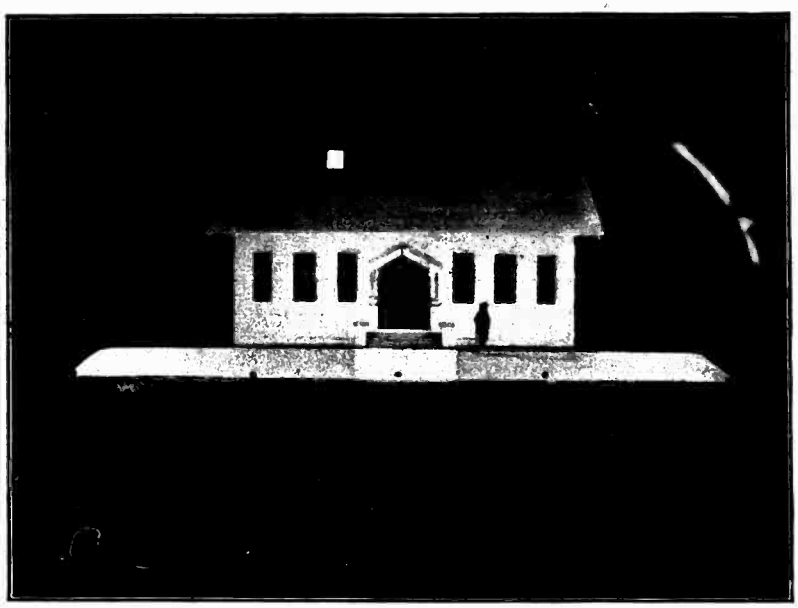
212,380 one-teacher schools of the entire country 6,689,970. This is 37.6 per cent of the total enrollment in all public schools, and 60.2 per cent of the total enrollment in all rural schools.

While the average number of pupils to the school may be determined from the reports of 21 States, in only a few of them can the number of schools where the enrollment is much above or below the average be found. However, in 15 States the number of one-teacher rural schools with 15 or fewer pupils can be determined. In them there are 24,082 schools in this class out of a total of 87,284 one-teacher schools. That is, in these 15 States 27.6 per cent of their one-teacher schools have an enrollment of 15 or fewer pupils. It is evident, therefore, that the number of schools in which the enrollment is much greater than 30 is considerable. The average number of pupils per school, and, therefore, per teacher, in the one-room rural school is a little below the number of pupils per teacher in all public schools for the entire United States, the numbers being, respectively, 31.5 and 34. It must be remembered, however, that among the pupils in each one-teacher school there are boys and girls in all stages of advancement from beginners up to those who have completed the equivalent of 8 or 9 years' work. While in all other schools the pupils are graded, with from 1 to 5 grades to a teacher.

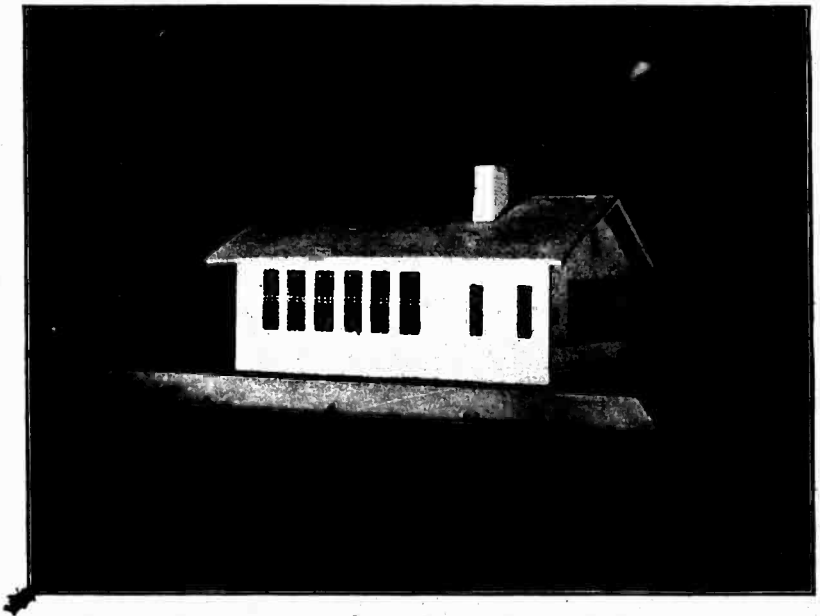
TABLE X.—*One-teacher schools, and enrollment in them.*

States.	Number of one-teacher schools.	Enrollment in these schools.	Number with 15 or fewer pupils.
North Atlantic Division:			
Maine	2,520	45,509	
Vermont	1,009	21,000	882
Massachusetts	[1] 900		
Connecticut	[1] 900	18,000	
New Jersey	839	28,539	
South Atlantic Division:			
Delaware	395		
Virginia	5,157	195,966	
West Virginia	5,771	166,204	
North Carolina	5,964	286,300	
South Central Division:			
Kentucky	7,101		
Alabama	4,898	368,534	88
Mississippi	5,450		
Louisiana	[2] 565	[1] 120,000	
Texas	10,942	485,598	
Arkansas	5,050	207,625	291
North Central Division:			
Ohio	10,071	290,814	[1] 4,000
Indiana	6,715		1,339
Illinois	10,638	307,111	1,512
Michigan	7,555	214,288	[1] 1,000
Wisconsin	6,494	[1] 160,000	1,139
Iowa	12,403	249,680	8,057
North Dakota	4,390	93,600	
South Dakota	4,653	91,311	1,766
Nebraska	6,604		1,033
Kansas	7,873	181,737	3,909
Western Division:			
Montana	947		325
Colorado	1,671		750
Nevada	266		150
Idaho	911		
Washington	2,102	38,786	
Oregon	1,951		
California	2,522	50,685	
Total	[3] 147,227	[2] 3,621,278	[4] 24,082

[1] Approximate. [2] In 32 States. [3] In 21 States; in 114,753 schools. [4] In 15 States; in 87,284 schools.



A. FRONT VIEW.



B. REAR VIEW.

An ideal one-teacher schoolhouse, well arranged, well lighted, sanitary, and beautiful in design. The building contains a library room and a workroom for cooking, sewing, and manual training. From a bulletin in preparation on "Rural Schoolhouses," by F. B. Dressler.

GENERAL CONDITIONS IN CERTAIN STATES.

The figures given in the preceding paragraphs indicate in no uncertain way that the one-room country school is an important factor in the school situation. The following extracts from publications of the various State departments of education or from statements of the State superintendents of public instruction referring largely to one-teacher schools throw further light upon the situation in rural education. They contain statements of facts relative to conditions true not only in the State indicated but also in large measure in nearly every other State.

Arkansas.—The State includes 4,796 common-school districts, with 6,295 schools, of which 5,050 are one-room buildings. Of this number, 120 are log buildings. The average value of the one-room school building and grounds is $352. The average cost of maintaining the 6,295 country schools, including the teacher's salary, was in 1911 $286 each. The length of the school year was 100 days. There were 110 schools with 10 or fewer pupils; 179 with from 11 to 16, and 636 with from 16 to 26 pupils.

Colorado.—The average monthly salary paid men teachers in rural schools is $58.59; women teachers, $52.80. The total number of rural teachers is 1,896, of whom 1,671 are teaching in one-room schools. Of these one-room schools, 338 are sod, adobe, or log buildings. There are 316 schools with fewer than 10 pupils, and 869 with from 10 to 20 pupils each. In 1911, 331, or nearly 17 per cent, of the rural teachers were inexperienced.

Illinois.—The State has 10,615 ungraded schools, with an average enrollment of 27 pupils in each school, and an average annual session of 7.5 months. Ten of these ungraded schools were in 1910 in log buildings. There were 99 schools with an enrollment of 5 or less; 568 with 10 or less; and 1,512 with 15 or less. There were employed 3,063 teachers who were teaching in 1910 their first year. In these ungraded schools in that year there were 3,448 teachers who had less education than the equivalent of a complete high-school course.

Indiana.—The average daily wage paid teachers in their 6,715 rural schools was in 1910, approximately, $2.95 for a term averaging 140 days. There were 430 schools with 12 or fewer pupils; 899 with from 12 to 16; and 1,838 with 16 or more. Three log buildings were in use in 1910.

Iowa.—The State department classifies the rural school buildings as, approximately, 60 per cent "good," 30 per cent "fair," and 10 per cent "poor"; 5 per cent are without suitable and separate outhouses. There were 12,640 one-room country schools in 1910. The State superintendent reports that in January of that year 257 of these had an enrollment of 5 or fewer pupils; 1,814 from 6 to 11; 2,986 from 11 to 16; and 2,453 from 16 to 21. He secured

reports from 10,350 of these schools, giving the actual attendance for the best day in the third week of January, 1910. Ten schools reported 1 pupil each; 35 reported 2 pupils each; 73 reported 3 each; 160 reported 4 each, and 244 reported 5 each. There were altogether 522 schools with an actual attendance of 5 or less; 2,498 with attendance of from 6 to 11; 3,127 with from 11 to 16; and 2,168 with from 16 to 21. In these country schools were 4,676 teachers teaching their first year, and 2,500 who began the year with less than 1 year's experience; 1,659 of them were receiving less than $35 per month; 7,301 from $35 to $50 per month. The average number of months the schools were taught during the year was 8. Owing to the great number of changes in teachers during the year, the average number of months each teacher was employed was, approximately, 5.

Kansas.—About 300,000, or 60 per cent of the entire school population (5 to 21), lived in rural districts in 1910. Of this number 242,187 lived in districts served by one-teacher schools. The average enrollment in such schools was 22, the average daily attendance 15, and the length of term 26.3 weeks; the cost of maintaining the schools was $3.98 per pupil per month.

Louisiana.—Among the 1,561 one-room schools for white pupils—

one-third are properly lighted, well heated, ceiled, painted, roomy, and attractive; one-third are fair; and one-third poor; 58 per cent are well equipped; 21 per cent have attractive grounds; 34 per cent sanitary toilets; and 27 per cent have teachers equal in ability to the average teachers in the Louisiana graded school.—(From report of State supervisor of rural schools).

There are also 1,005 one-room country negro schools.

Michigan.—The State contains 6,750 ungraded school districts; 7,555 teachers are necessary to supply these ungraded schools. Owing to frequent changes in 1910 the whole number of different teachers employed in these ungraded schools was 8,215.

Minnesota.—In 1910 there were 8,719 teachers in rural districts. Men received an average salary of $51.47; women, $42.67. The enrollment in 346 schools was less than 10 pupils, and in 1,911 schools it was from 10 to 20. The average session for these small schools with less than 20 pupils was 7 months. Each pupil attended on an average but 92 days. The teachers in them were paid an average of $39.37 per month, which is $3.69 less than the average paid for all rural teachers of the State, and $12.86 less than the average paid for all teachers, both urban and rural, for the State.

Missouri.—There were 10,882 school districts in 1910, including 697 with fewer than 20 pupils of school age and 1,567 with more than 20 but less than 30. There were 461 schools with fewer than 15 pupils and 1,795 with from 15 to 25 pupils. There were 1,234 schools with an average attendance of fewer than 12, and 3,061 with an average attendance of from 12 to 20; 41 schools were in session less

than 4 months, and 748 between 4 and 6 months. There were 1,106 schools which had a "divided term" with at least 4 weeks between the two sessions.

Mississippi.—The State supervisor of rural schools reports that three-fourths of the rural schools of the State are one-teacher schools. The average salary paid all rural teachers is $34.44 per month for a session averaging 117 days.

Montana.—The State has 947 one-room district schools. In 1910 there were 22 schools with less than 5 pupils; 16 with 5; 18 with 6; 21 with 7; 20 with 8; 23 with 9; 32 with 10; 38 with 11; 34 with 12; 34 with 13; 37 with 14; and 652 with 15 or more. Of the 947 districts, 81 maintained school four months in 1910; 67, five months; 81, six months; 103, seven months; 176, eight months; and 312, nine months or more.

Nebraska.—Of the 6,604 one-teacher schools in the State, 445 had in 1910 an average attendance of less than 6 pupils; 1,488 from 6 to 11; 1,761 from 11 to 16; 1,174 from 16 to 21; and 833 from 21 to 31, making a total of 3,694 with an average attendance of 15 or less, and 5,701 with an average attendance of 30 or less. There were 410 districts which maintained school less than three months or none at all; 5,651 maintained schools from three to six months; 4,132 from six to nine months; and 1,964 nine months or more. The average number of days in the session in all districts was 139.

Nevada.—The State is divided into five supervisory districts. The first contains 61 school districts with 20 schools having less than 10 pupils each; 80 per cent of the teachers are from other States; 64 per cent of the whole are normal graduates. The second district contains 56 one-teacher schools, 1 two-teacher school, and 1 three-teacher rural school. Nine of these schools have a total enrollment of 238 pupils or 26.4 each. The other 49 have a total enrollment of only 148 pupils, an average of 3 each. These small schools are so located that it would be very difficult to unite them. The third district has 39 one-room schools and 5 others with an average attendance in all schools of 851. The fourth district has 60 rural schools with an enrollment of 732 pupils. The fifth district has 50 one-room schools and 5 two-room schools. The average salary paid rural teachers in the entire State is about $80 per month.

New Hampshire.—The State has 101 rural schools with 6 or fewer pupils and 367 with from 7 to 12, inclusive. About one-half of the children in rural districts of the State are enrolled in one-teacher schools.

North Carolina.—The average salary paid in 1910 to the 9,440 rural teachers was $143.60 for 90 school days, or $31.94 a month. Of these teachers, 2,942 had normal training; 1,252 were college gradu-

ates; and 4,460 had taught not less than four years. The average valuation of 7,350 rural schoolhouses was $421 each. In 1911 there were 9,635 rural teachers receiving an average salary of $146.24 for 91.5 days. There were 1,330 college graduates, 3,473 with normal training, and 4,716 with four years' experience or more. Data from 42 counties, or less than one-half of the State, show that 269 schools for white pupils had 15 or fewer pupils, that 25 per cent of the teachers were teaching their first year, and that 9.7 per cent of those engaged in one-room schools had college diplomas.

Ohio.—In the 10,071 one-teacher schools nearly 7 per cent had two different teachers during the year.

Rhode Island.—In 182 ungraded schools of the State, in most of which only 1 teacher is employed, there were enrolled 4,702 pupils in 1910. Of these schools, 33 had fewer than 10 pupils; 85 had from 10 to 20; 48 had from 20 to 30; and 15 from 30 to 40. The average enrollment in one-teacher schools was 19.

South Carolina.—In 1910 there were 4,490 country schools, of which 2,182 were for negroes and 1,985 were one-teacher white schools; 248,254 pupils were enrolled in these country schools, 61 per cent of whom were colored. The average length of the annual session for all the country schools was 18 weeks, the session in the white schools being 23 weeks.

Utah.—The State Superintendent of public instruction reports:

> The people in this State almost entirely live in villages and cities, not on their farms. As the consequence, there are practically no one-room schoolhouses. Perhaps there are not more than 20 such buildings in the State.

Vermont.—In 1910 in the 1,446 one-teacher schools there were 130 with fewer than 9 pupils and 702 with from 9 to 16.

Wisconsin.—In the 6,494 one-teacher schools in the State, 4,403 have 30 or fewer pupils. Of this number, 90 have fewer than 6; 381 from 6 to 11; 668 from 11 to 16; 933 from 16 to 21; 1,163 from 21 to 26; and 1,168 from 26 to 31.

SCHOOLHOUSES AND GROUNDS.

A definite statement indicating with any degree of exactness the sort of buildings used for rural schools would be hard to make. It may be said, however, that in very few instances are buildings provided for country schools of as good quality as the average home of the section. In general appearance and conditions of repair the impression is given to the general observer that the country school buildings and grounds are in a state of neglect, approached only by the homes of the most shiftless residents of the district. The department of church and country life of the board of home missions of the Presbyterian Church have made county surveys in from one to three

A. A RURAL SCHOOLHOUSE WITHOUT PLAYGROUND.

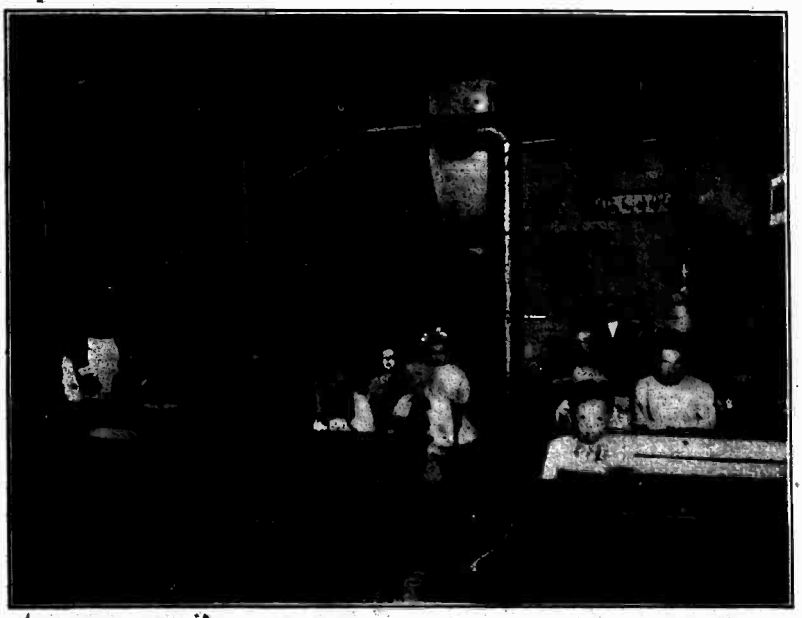
Typical of thousands throughout the country in its lack of playground. Children spend their recesses in the street and in the church shed.

B. A RURAL SCHOOLHOUSE WITH PLAYGROUND.

A good building with a beautiful yard and shade trees. Here the children may play without interfering with any private property.

A. UNJACKETED STOVE IN A COUNTRY SCHOOLHOUSE.

Typical of the heating arrangements in the great majority of such schools.



B. A JACKETED STOVE WITH A FOUL-AIR EXTRACTOR.

The temperature in the ordinary schoolroom heated by this stove will not vary more than 4 degrees in any part of the room. Fresh air is brought in from the outside, while the bad air is extracted through the pipe shown on the right.

counties in each of seven States—Pennsylvania, Illinois, Indiana, Missouri, Kentucky, Maryland, and Ohio. The surveys were concerned primarily with church conditions, but included also economical, social, and educational affairs. They were made by representatives of the department who spent from one to three months in each county collecting information by personal visits. Their descriptions of the rural school buildings in all of the sections examined differ but little from the following paragraph quoted from the report on the Illinois survey:

> Rural school buildings.—These are for the most part old and out of date—one room, low ceilings, dingy and dark. Large grounds surround these buildings, but they are bleak and, for most part, bare of any attractiveness or beauty. Where the most of the population are tenant farmers, the buildings are poorly kept, and there is often strong opposition from the landlords to any improvements. The surroundings and inadequate equipment of most of the rural schools have much to do with driving the young people to the towns and cities.

A recent study of conditions in 28 counties in 8 Southern States has been made by representatives of the Southern Education Board. These counties contain 1,579 schools for white children, 1,107 of which are in one-teacher buildings; and 289 in two-teacher buildings; 938 are reported to be in "old" buildings, 633 were unpainted, 122 unceiled, 485 were not weather tight, 455 had homemade desks, 27 had no desks, but were equipped with benches only.

Apart from the condition of the schoolhouses, as shown by their general appearance, rural school buildings are deficient in many other essentials. Very few, in proportion to the whole number, are found properly lighted, the window space being often insufficient and the light usually coming from two or three sides. It is not at all unusual to find windows directly in front of the pupils. The best authorities agree that the light should come from the left side only or from the left and rear, and that the window space should equal or exceed one-sixth of the floor space. Light from the front and cross light resulting from windows on two sides are both very injurious to the eyes of the children. Only about 5 per cent of the rural schools visited by representatives of the bureau were found to have adequate facilities for ventilation, and even a smaller proportion were equipped with jacketed stoves or furnaces. The usual heating arrangement is a common stove in the center of the room, which in cold weather has been found in many buildings to make a difference in temperature of 25 degrees between the desks nearest to the stove and those farthest away.

In the Missouri survey mentioned above, which included 3 counties, the water supply for 75 per cent of the schools was unfiltered cistern water obtained from the roofs of the buildings. Several other schools

were found with no water supply whatever. Decent and sanitary outhouses are lacking in all parts of the rural United States. One State reports that over 10 per cent of the country schools of the State have no outhouses whatever. This same condition to an equal extent exists in several States.

A recent study has been made of the rural school-building and grounds by F. B. Dresslar, specialist in school hygiene of the Bureau of Education. The complete results will probably be included in a bulletin on country schoolhouses now in preparation. A small part of the data obtained is included here, as it throws light upon the question under discussion.

The information was collected directly from the rural teachers in counties selected by State superintendents of public instruction as typical of their State. A personally directed letter was addressed to each rural teacher in these counties, and she was asked to answer definite questions about her school building, grounds, and equipment. Over 3,300 letters were sent out. From the replies, 1,296 of the most complete were selected and studied. These replies were from the following States: Alabama 41, Arkansas 15, Colorado 40, Indiana 27, Illinois 202, Maryland 35, Minnesota 155, Missouri 82, Montana 43, Nebraska 66, North Carolina 28, North Dakota 69, Oklahoma 66, Pennsylvania 122, South Dakota 68, Tennessee 20, Texas 65, West Virginia 34, and Wisconsin 118.

The results show the following conditions:

Size of grounds: Less than one-half acre, 321 schools; from one-half to 1 acre, 406; 1 to 2 acres, 394; 2 to 3 acres, 74; 3 acres or more, 50.

Area used for school gardens: None, 1,106; less than one-tenth acre, 156; more than one-tenth acre, 34.

Character of grounds: Suitable for playground, 1,030; rough or hilly, 253; undrained, 234; no trees, 340.

School building: Wood, 1,134; brick, 110; stone, 37; cement, 7; "new," 464; "old," 805; one room only, 1,162.

Heating: Common stove, 765.

Lighting: From one side, 25; two sides, 880; three sides, 346; four sides, 35.

Window space: Less than one-tenth floor space, 171; less than one-sixth floor space, 559; one-sixth or more than one-sixth of floor space, 482.

Window shades: None, 144.

Floors: Single, 611; double, 644.

Janitor service, 213; teacher does janitor work, 1,049.

Water supply: Well or running water on school grounds, 567; no source of water on school grounds, 700; nearest source of water at least one-fourth mile away, 226; common drinking cup, 650.

The indications at the present time point toward marked improvement in the rural school building, ground, equipment, and toilets. New buildings are under construction in large numbers in many sections and, as a rule, the new buildings are a great improvement over the old ones. Virginia, North Carolina, and several other States provide that the plans for all new school buildings must be approved by the State department of education or its representative, before the building is erected. A similar provision might be carried into effect in every State where the balance of power in educational affairs rests with the State or county board. In the majority of States however, where the balance of power is in the hands of a single district board of trustees, little toward the improvement of rural-school buildings can be accomplished by legislation, but better conditions must be brought about by public sentiment.

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THREE ESSENTIALS FOR EFFICIENCY LACKING IN RURAL SCHOOLS.

Many of the reasons why rural schools are inefficient are indicated in the preceding paragraphs. The great number of one-room schools, including a large number with very small enrollment, the large proportion of them which are housed in insanitary, uncomfortable, ugly buildings with little equipment and with rough furniture, the great number of poorly educated and untrained teachers, the low salaries paid them, and the short length of service given by them in the same position are all indications of inefficiency. It is true that a good school may exist in the poorest building and with the poorest equipment, but, as a rule, the condition of the building and equipment is a good indication of the instructional work of the school. In other words, instructional work of a high grade in a school reacts upon the material equipment, for whether the good instruction is due directly to the teacher or indirectly to a good supervisor through her, its influence is sooner or later felt by the school directors and by the school patrons, and results in a general improvement of the material facilities. Investigation, as far as it has been carried out, seems to show that, as a rule, wherever the greatest advance has been made in rural schools, improved buildings and equipment have followed improved teaching. It seems, therefore, that the question of the *teacher* is of the greatest importance, and with it the question of *supervision* and the *organization and administration* of the school system, because no widespread improvement in teaching is possible unless proper supervision is provided and the school affairs are properly managed.

In these three essentials the rural school situation is far behind the American city situation. The results of a study into the status of the rural teaching force, the kind and amount of rural supervision, and the organization of the school administrative district are included in the following pages. The situation will be better understood if the urban conditions relative to the teaching force and the supervision and administration are kept in mind.

In the typical city system of the United States there is a school board elected by the people or appointed by city officials holding elective positions. This board has full charge of all of the schools of

the city, regardless of their location. A superintendent is appointed by the board who is the representative of the board, both in administrative and in supervisory affairs. As far as information is available every city in the United States of 4,000 population or over, except in four States where the city schools are parts of the county systems, has a superintendent of schools, and by far the larger number of incorporated places of 2,500 inhabitants or more have full or part time local superintendents. In many of the cities of 2,500 to 4,000 population and in approximately 95 small cities of over 4,000, duties similar to those of the superintendent are performed by supervising principals, who devote, as a rule, about one-half of the time to teaching and one-half to supervision. In the larger cities assistant superintendents and supervising principals are provided to assist in the management of the schools and in directing their instructional work. A recent study shows that in the 18 largest cities in the United States there were employed in 1910, on an average, for every 19 teachers 1 supervising officer devoting half or more than half of his time to supervision.

THE STATUS OF THE RURAL TEACHING FORCE.

Information relative to the educational status of the rural teaching force of the entire country is very meager. The following pages give as complete information as could be obtained at the present time. In several States special inquiries have been made by the State departments of education, the results of which give a fairly accurate idea of the quality of the rural teaching force as a whole. A general study of this question has been made in this office. The results are given in tabulated form in order that the significance of the facts presented may be better understood. The data tabulated were sent to the State departments for corrections. Statements also are given from several States in which studies have been made where information of special value has been obtained.

THE STATUS IN CERTAIN STATES.

Kansas.—A study made by the State superintendent of public instruction is of particular interest, as it distinguishes between teachers in one-room buildings and those in two-room buildings. The results of this study show that the number of teachers in 1910 in Kansas in one-room schools was 7,873; in two-teacher buildings, 2,213, and 682 additional teachers employed in two-teacher rural high schools. Of the 7,873 in one-teacher rural schools, 2,344 were teaching their first year, 25 were college graduates, 172 normal graduates, and 2,377 high-school graduates. There were 1,639 others who had attended high school, but had not completed the course; 289 attended three years; 544, two years; 1,062, one year. There were 3,660, or 47 per cent of all one-room school teachers, who had no high-school education. Of the 2,213 teachers in rural two-room elementary schools, 91 were college graduates, 206 normal graduates, and 768 high-school graduates; 172 had completed at least one year of college work, 207 had completed one year of normal-school work, and 769 had less than a complete high-school course. Only 125 were teaching their first year. Of the 682 in two-room rural high schools, 266 were college graduates, 211 normal graduates, 113 high-school graduates, and 75 had completed at least one year of college work. Of the total number of rural elementary teachers in both one and two room schools, less than 5 per cent were college or normal graduates; 31 per cent were high-school graduates; 4 per cent had a partial

college or normal course; 24 per cent had a partial high-school course, and 36 per cent no high-school education. The number of inexperienced teachers was 24 per cent of the whole.

South Carolina.—The State supervisor of rural elementary schools has recently published the results of a study made by him covering 26 of the 43 counties of the State. Complete data could not be obtained from the other counties. In the 26 counties there were employed in rural schools for white children 301 graduates of 17 South Carolina colleges, 71 of the State normal college, and 29 of colleges in other States. The total number of rural teachers in these counties was 2,023. Most of the college and normal graduates were in union and consolidated schools, and practically none were in one-teacher buildings. Only 2 of these 18 colleges give professional training for teaching. Of the total number of white rural teachers in the 26 counties, 1,270, or 63 per cent, were teaching their first year in their present position; 513, or 25 per cent, their second year; 142, or 7 per cent, their third year, and 98, or 5 per cent, more than 3 years.

New York.—Of the 15,042 rural elementary teachers in New York State in the "school commissioners' districts," 139 were, in 1911, college graduates, 3,272 had normal diplomas, and 6,018 were graduates of teacher-training classes in public high schools; 5,560 had no professional training. These figures are of interest on account of the large number of graduates of teacher-training classes held in connection with public high schools. In these classes a one-year course is given, consisting entirely of professional work. To enter them the pupil must have completed not less than one year of high-school work. Few, however, enter without two full years. In recent years about one-third of their entire enrollment have been high-school graduates.

Missouri.—The length of service of teachers in one and two room rural schools has been made a special study during the past year by the State superintendent of public schools of Missouri. His results are of peculiar interest. He finds that in 1910–11 there were 9,883 teachers in such schools, 6,804, or 68.8 per cent, of whom were teaching their first year in their present positions; 2,071, or 21 per cent, their second year; 860, or 6.9 per cent, their third year; 180, or 1.8 per cent, their fourth year; 67, or .8 per cent, their fifth year; and 72, or 0.7 per cent, their sixth or more than their sixth year. Of these 72, however, only 55 had taught six or more years in the same building in consecutive years. The average length of service of the Missouri school teacher in one and two room rural schools in the same position is, according to the report of the State superintendent, one and four-ninths years, or 233 school days. In 443 schools teachers were changed during the session.

Mississippi.—The State supervisor of rural schools of Mississippi reports that in Mississippi about 20 per cent of the rural teachers each year are beginners, with no educational qualifications except what may be obtained in the public-school course. About 63 per cent of all rural teachers move every year, so that the tenure of service averages about 1.6 years.

Texas.—In Texas 10,564 of the 13,116 country school teachers in 1910 had never attended college, normal school, or high school, according to the report of the State department. The State superintendent reports furthermore that 2,965 of them held the first-grade certificate, which is "not at all equal to the requirements for graduation from a reputable public high school of this State;" that 8,740 held second-grade certificates, to obtain which they must have the equivalent of the education of the seventh grade of public schools of the State, and that 530 held third-grade certificates, to obtain which they must have completed the work of the fifth grade of the public schools, or its equivalent. Four-fifths of these teachers are white.

The following table gives the training and teaching experience of and the certificates held by rural teachers in every State from which the data could be obtained. The figures included are those of the various State departments, and are based upon their own definitions and standards. No attempt has been made to reduce them to a common basis. Those concerning each State have been submitted to the State department of education for correction. No common definitions of terms have been assumed, and, therefore, the teachers included as rural do not represent the teaching force in exactly similar divisions. For apparent reasons it was necessary to use the definition used by each State department. In the last column of the table the terms used are defined. The word "rural" in that column is used as it is used by the departments of education of the State against which it is placed. It usually includes all schools not located in incorporated cities and towns.

TABLE XI.—*Training and certificates of rural teachers.*

States.	Rural teachers.	Training.								Certificates held.					Class of teachers included (see p. 38).
		College graduates.	Partial college courses.	Normal graduates.	Partial normal course.	High-school graduates.	Partial high-school course.	Elementary school only.	Teaching first year.	State, life, or professional.	College or normal diploma.	First grade.	Second grade.	Third grade.	
Alabama	6,968									564		1,343	2,812	2,652	"Rural."
Per cent										7.7		15.5	38.1	36.2	
Connecticut	[1]772	53	16	260	161	235	88	43			313				"Rural."
Per cent		7.0	2.0	35.0	13.0	30.0	11.0	6.0			42.0				
Colorado	1,671								331				1,134	367	One room only.
Per cent									16.2				55.7	18.0	
Georgia	11,205			(3,122)						531		4,902	2,681	3,263	County systems.
Per cent				(27.9)						4.7		36.3	23.9	29.3	
Illinois	10,638						(3,448)		1,063						Counties.
Per cent							(32.4)		28.8						
Kansas	10,060	116	172	378	207	3,145	2,408	3,660	2,199	1,291		868	4,123	3,813	One and two-room.
Per cent		1.1	1.7	3.7	2.1	31.2	23.9	36.3	24.5	12.6		8.5	41.3	37.6	
Kentucky	9,497	541			[2]1,911	1,055			1,441	485	294	6,282	4,147	738	"Rural."
Per cent		5.7			[2]20.1	11.1			15.2	4.1	2.5	52.6	34.7	6.1	
Louisiana[3]	2,756	21		301							322	979	1,088	355	"White rural."
Per cent		.8		10.9							11.7	35.5	39.9	12.9	
Minnesota	8,719	108		760		3,321		(4,530)							Counties.
Per cent		1.2		8.5		38.1		(51.9)							
Missouri	9,883									[4]	684	2,259	3,197	4,128	One and two-room.
Per cent										.2	6.9	21.9	31.0	40.0	
Mississippi	8,791								1,760			5,765	1,221	1,805	County systems.
Per cent									20.0			65.6	13.9	20.5	
New Mexico	1,200									60		276	346	427	Incorporated places excluded.
Per cent										5.0		23.0	28.8	35.6	
New York	[5]15,042	139		3,272	[6]6,018	(5,500)				216	[8]9,429	[7]6,037			"Commissioners' district."
Per cent		.9		21.8	[6]40.0	(36.9)				1.4	[8]59.7	[7]38.2			
North Carolina	9,440	1,272		2,942	[9]							6,358	3,108	113	"Rural."
Per cent		13.2		31.2								66.1	32.7	1.2	
South Dakota	4,794							1,600		413		486	2,545	1,334	"Rural."
Per cent								29.9		8.6		[10]9.1	53.1	27.8	
Tennessee[3]	4,560	287		(398)			(3,000)		1,375		675	1,009	684	958	"One-room white."
Per cent		6.3		(8.5)			(79.0)		30.0		14.8	22.0	15.0	21.0	
Texas	13,116	(178)		(726)		(1,548)		10,564		881		2,965	8,740	530	"Country schools."
Per cent		(1.3)		(5.5)		(11.8)		80.5		6.8		22.6	66.6	4.0	
Virginia	9,174	1,461	971	893						(1,407)		3,944	2,164	774	District systems.
Per cent		15.9	10.6	9.7						(15.3)		43.0	23.6	8.4	
Wisconsin	10,503			1,012	[6]2,165	(1,774)		2,552							County systems.
Per cent				9.6	[7]20.6	(45.4)		24.4							

[1] Includes only teachers under State supervision.
[2] Includes teachers who had partial college course.
[3] White teachers only.
[4] Elementary teachers only.
[5] High-school teacher-training courses.
[6] Includes graduates of teacher-training courses in high schools (6,018, or 38.1 per cent).
[7] District superintendent's certificates.
[8] Includes graduates of county training schools (309, or 2.9 per cent).

Superficial comparisons between States should not be made from the table on account of the various standards of colleges, normal schools, and high schools, and the variation in the significance of the terms "State," "life," "first-grade," "second-grade," and "third-grade" certificates. The terms are used for each State as they are understood in that State. New York, for example, includes as college graduates only those who have completed the four-year course in a standard college, an institution requiring for entrance the completion of the equivalent of 12 grades of elementary and secondary school work. North Carolina, on the other hand, includes all institutions chartered as "colleges" in the State. There are 18 such institutions in the list of colleges published by the United States Bureau of Education, and only 4 of them would be classed as "standard" as the term is defined in New York. Again, in New York a normal graduate has completed a two or four year course, either of which must have been preceded by a complete four-year high-school course. In Kentucky, on the contrary, a normal student is admitted directly from the elementary school upon the completion of the eighth grade, and graduates at the end of two or three years. In some States the term "normal graduates" includes teachers who have completed the work given in short and elementary courses in the normal school as well as graduates from the regular normal course.

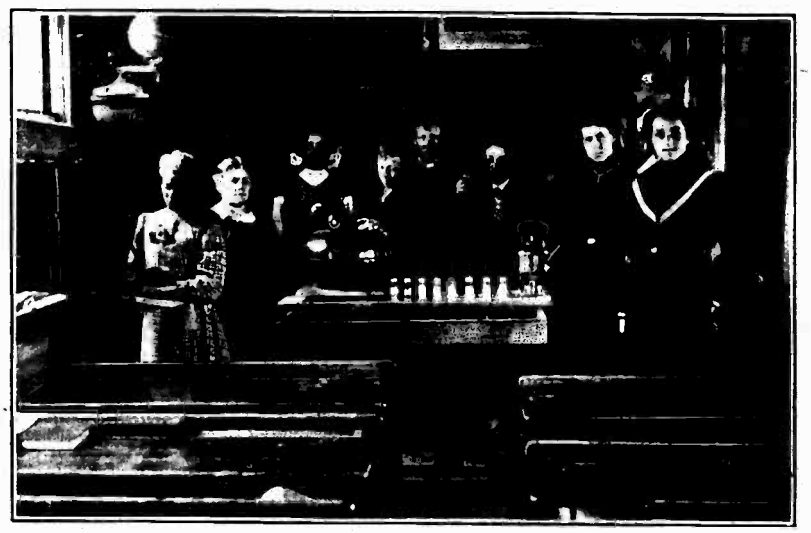
In interpreting the table it should be borne in mind that the certificates issued in the various States differ greatly in the qualifications required as far as education, professional training, and experience are concerned. The difference is illustrated in the following table, which includes from a few selected States the number of examinations required of the candidate in elementary school subjects, the number in secondary or high-school subjects, and the number in professional subjects. The professional subjects included more often than any others are "the theory and practice of teaching" and "school laws." These figures are taken from the complete tables on the value of the various State certificates contained in Bulletin, 1911, No. 18, of the Bureau of Education, entitled *Teachers' Certificates Issued under General State Laws*, by Harlan Updegraff, specialist in school administration of the bureau. This publication gives in full the requirements for all such certificates in every State of the Union.

Examinations for teachers' certificates.

	Alabama.			Kentucky.[1]			Virginia.			Wisconsin.		
	Third grade.	Second grade.	First grade.	Third grade.	Second grade.	First grade.	Third grade.	Second grade.	First grade.	Third grade.	Second grade.	First grade.
Elementary school subjects	8	9	9	9	9	9	8	9	9	10	10	10
Secondary subjects	0	1	4	0	0	0	0	0	3	0	4	7
Professional subjects	1	1	2	0	0	0	0	1	1	2	2	3
Experience in months	0	0	0	0	0	0	0	0	9	0	8	8

[1] The same examinations are given for all three grades. To obtain a first-grade certificate the candidate must secure an average of 85 per cent, second-grade 75 per cent, and third-grade 65 per cent.

A. A SCHOOL GARDEN.



B. A BABCOCK MACHINE FOR TESTING MILK.

These are features of the instruction in a one-teacher country school near Chokio, Minn. The girls in this school study cooking and sewing also.

A. A MODEL FARM, MADE IN A COUNTRY SCHOOL.

B. A SCHOOL GARDEN IN EAST RIVER TOWNSHIP.

These pictures illustrate the methods of instruction in Page County, Iowa. The study of agriculture in rural elementary schools has become widespread, especially in the south.

CAUSES FOR THE LACK OF TRAINED TEACHERS.

From the preceding statements it is apparent that the rural schools contain comparatively few professionally trained teachers, and that where trained teachers are found in the country they are usually in consolidated and union schools. In certain limited sections experienced, trained teachers are found in other schools, but investigation shows that the most of them regard their rural positions as temporary, to be held only until a town or city appointment can be secured. The rapid progress of the city schools has to a certain extent proved an obstacle in the way of the development of the country school. The cities have drawn, and are continually drawing, from the rural schools the best trained and the most successful teachers, leaving to the country school the poorly educated and untrained. The many attractions of town and city life, the greater ease of the work in a graded school, better buildings, better equipment, and better salaries have made it easy for the city to do this. It has not been possible to obtain figures upon which any general comparison might be made relative to the salary paid rural and city teachers. It has been possible, however, to obtain data relative to the salaries paid the rural teachers in 19 States, and, because no data are available regarding the average salaries of other teachers separately, these are compared in a following table with the average salary paid to all teachers (rural included) in the same States. The table includes the salaries paid in one-teacher schools, with all village and consolidated country schools eliminated as far as possible. The States are fairly well distributed, and conditions in them do not differ materially from conditions in the rest of the United States.

TABLE XII.—*School sessions and salaries.*

States.	One-teacher rural schools.			All schools, urban and rural.		
	Number of days in annual session.	Average monthly salary.	Average yearly salary.	Number of days in annual session.	Average monthly salary.	Average annual salary.
Connecticut	184	$47.21	$434.33	185	$58.95	$545.20
Colorado	141	53.33	375.98	156	63.22	493.12
Illinois	151	42.00	317.74	171	69 51	594.31
Indiana	140	52.20	366.40	147	65.93	484.58
Iowa	160	38.63	309.04	172	47.92	412.11
Kansas	131	49.11	321.67	164	63.36	519.15
Maryland	180	44.44	400.00	184	52.84	502.38
Michigan	170	43.53	370.00	171	56.01	478.88
Minnesota	140	43.51	304.57	149	52.56	391.57
Mississippi	117	34.44	201.46	123	42.50	261.37
Missouri	140	31.72	219.26	155	57.18	443.14
New Mexico	90	48.21	216.94	100	67.82	339.10
North Carolina	90	31.94	143.73	102	34.40	175.44
North Dakota	130	48.73	316.75	147	52.95	389.18
Ohio	160	46.00	368.00	165	58.66	483.95
Oregon	119	53.44	317.86	138	80.13	552.90
South Dakota	135	47.63	321.50	166	55.21	458.24
Tennessee	[1] 111	[1] 30.28	[1] 217.83	130	40.90	265.86
Texas	116	55.03	320.57	131	59.69	390.97
Mean	137	44.76	307.51	150	56.83	430.60
Median	135	44.44	317.74	149	56.01	443.14

[1] White schools only.

It will be noted that the figures given at the bottom of the table are not averages, as averages could not be found without the number of teachers being known. The mean, obtained by dividing the totals for each column by the number of States, is given; also the median found by arranging the States in order according to the length of session, or the amount of salary, etc., and taking for the median the middle figures. It will be noted that the mean salaries paid to all teachers in these 19 States is lower by $1.28 than the mean for the entire United States. The mean of the monthly salaries for the rural one-room teachers in the 19 States is $44.76. This is $12.07 less than the mean monthly salary for all teachers of the same States, and $13.35 less than the mean and $16.94 less than the average monthly salary for all teachers in the United States. The mean annual salaries for these schools was $307.51. This is $123.09 less than for all teachers of the 19 States, and $137.03 less than the mean, and $176.72 less than the average for all teachers of the United States. In the 19 States the monthly salary of the rural teacher is 78.7 per cent of the mean salary for the 19 States, but the annual salary of the rural teacher is only 73.7 per cent of the mean annual salary for the 19 States. The greater difference in the annual salaries is due, of course, to the difference in the length of the annual session. The mean number of days in the annual session of the rural schools was 137, while for all schools of the 19 States it was 150, and for all the schools of the United States 153 days. The average length of the session in 1909–10 for the United States was 157 days.

Salaries in rural schools compared with total for the United States.

	Average for entire United States.	Mean for all States.	Mean in nineteen States.	
			For all schools.	For one-teacher rural schools.
Number of days in annual session	157	153	150	137
Monthly salary	$61.70	$58.11	$56.83	$44.76
Annual salary	484.23	444.84	430.61	307.51

Apart from the reasons already mentioned, two others of greater importance may be given why so few normal graduates are found in rural schools: First, the scarcity of normal trained teachers in proportion to the total number of teachers in service; and second, the lack of an appreciation of the needs of the services of trained teachers on the part of the rural population itself. Relative to the scarcity of trained teachers in comparison with the demand, it may be said that in 1911 there were 523,210 public-school teachers in the United States. Nearly 100,000 new teachers are required each year to

replace those who give up teaching to enter other occupations or for other reasons. The total number of students in State normal schools, private normal schools, departments of education in high schools, colleges, and universities in 1911 was 115,277. The number of graduates from these teacher-training courses was, approximately, 23,000, many of whom were engaged for private schools and for colleges. For not more than one in every five vacancies is there an available trained graduate, and as a rule the positions which must be filled by persons without training are those in the country, where at present are offered the least inducements to the prospective teacher.

Perhaps, after all, the fundamental reason for the scarcity of normal graduates in rural schools is the fact that the rural public does not yet recognize the value of a trained teacher. The majority of school trustees even do not regard teaching as a profession, and believe that good character and a working knowledge of the subjects to be taught are all the qualifications necessary. When a rural public sentiment in favor of trained teachers can be created, more boys and girls will attend normal schools and fit themselves for rural teaching. It will be necessary to establish more normal schools, but it will be a paying investment. It is not too much to expect that every State in the Union within a few years will prohibit the employment of teachers in schools of any grade and in any locality who have not had special training for the work. This is done in several European countries, and it is not beyond the possibilities in America. Several States are taking active measures to create public sentiment in favor of such teachers and at the same time to supply the demand that will come with the creation of this sentiment.

TRAINING COURSES FOR RURAL TEACHERS.

The belief is growing that the teacher for rural work should have an education and training different in some respects from the town or city teacher. The rural teacher needs the same courses in education (psychology, pedagogy, etc.), and the same general professional courses in methods of teaching. However, in place of part of the work now usually given in languages, history, literature, and mathematics, he needs additional courses in science, particularly in their applications, including nature study, elementary agriculture, domestic economy, sanitation, rural sociology, and agricultural economics. The country school needs vitalizing, and its teaching needs to be definitely correlated to the things in the life of the child. This can not be done unless the teacher has information concerning the environment in which the child lives and the occupation by which his parents obtain their livelihood. The school should become a center of stronger community interest and serve not only the younger people but the older ones as well. The teacher can not mold it into

the desirable community educational center unless he knows the economic, social, and intellectual conditions of the persons whom it is to serve. It is not necessary that he be an expert farmer, housekeeper, doctor, or nurse, but he should be well enough informed in these subjects to teach their elements in the school and also to direct intelligently community activities centered in the schools for better farming and housekeeping and for better health conditions on the farm and in the home. To do this he should have an understanding of the fundamental problems of country life and should know the inter-relations of the religious, educational, industrial, and social activities of the people and the economic considerations essential to success in an agricultural life. A beginning in these subjects may be made by the study of rural sociology and economics in the training course of the teacher.

The practice school for the prospective city teacher is not the proper practice school for the rural teacher. It makes little difference in what sort of practice school the teacher may learn methods of teaching reading, arithmetic, geography, and other subjects included in the elementary school curriculum. But the management of the country school, the arrangement of a program, the proper classification of the pupils, and all the other essentials in which the country one or two room school is different from the city graded school can be learned to advantage only in a country school located in natural environments with children from country homes. Every normal training school which fits teachers for rural work should maintain a model country school within comparatively easy distance, but not on the normal campus, where students preparing for country work might receive their practice training.

It is not the intention to include in this paper a complete statement of the work of the various normal schools that are offering special courses for rural teachers, as that subject is covered thoroughly in other recent bulletins of the bureau.[1] However, it is an open question how the normal schools may best prepare teachers for country work, and enough will be given here to indicate in some measure along what lines such schools are developing courses to answer the question.

IN STATE NORMAL SCHOOLS.

The State normal schools may be grouped roughly into three groups according to their attitude toward the character of the training courses for rural teachers: First, those which maintain that absolutely no difference should be made in the courses in preparation for rural school work from those for other schools, stating that the same course and same practice should fit for all elementary and inter-

[1] Bulletin, 1912, No. 1, A Course of Study for the Preparation of Rural School Teachers in Nature Study, Elementary Agriculture, Sanitary Science and Applied Chemistry; and Bulletin, 1913, No. 2, Training Courses for Rural Teachers.

mediate schools; second, those which state that a difference should exist only in the character of the practice school work; third, those which hold that the content of the courses as well as the character of the practice school should be different.

The State normal schools of Michigan are required by legislative enactment to give special courses for boys and girls preparing to teach in rural schools. The Western Normal School at Kalamazoo has made a prominent feature of this work. In 1904, when the school was organized, a "department of rural schools" was established. This department originally gave a two-years' course, requiring for entrance the completion of the eighth grade. The course now covers four years and has the same requirements for admission. It includes regular academic subjects of high-school grade and three groups of subjects given in the third and fourth years, through which adaptation to rural school teaching is sought: First, 12 weeks of required work in each of the professional subjects, psychology, methods, and management; second, 36 weeks of required work in nature study and agriculture and 24 weeks of elective work in domestic arts and science; third, a course in rural sociology conducted through a seminar, meeting fortnightly, for papers, discussions, and debates on the educational, social, and industrial life of rural communities. Third and fourth year students attend this seminar.

Pupils have an opportunity to observe expert rural school teaching in a one-room school within 10 minutes ride of the normal campus, but they do no practice teaching in this school. All of their practice is done in the graded normal practice school, located on the campus, each pupil teaching 5 hours per week for 12 weeks.

The State normal school at North Adams, Mass., meets the problem in another way. Students preparing for rural work take the same courses as others, but may elect two years' work in agriculture and extra courses in domestic science. Graduation from this school requires two or three years, depending upon the ability and previous training of the student. Professional courses in education and methods of teaching, and courses in nature study, cooking, sewing, sanitation, music, drawing, child study, and social economics are required of all pupils. Practice teaching is required four hours a week for one and one-half years. For this work the normal school maintains three practice schools. One is a city graded school located on the campus, with a kindergarten and nine grades. Another is a two-room school in a neighboring village, with four grades in each room. The third is a distinctively rural school located in a farming community. All students have practice in the methods of teaching the various subjects in the elementary school curriculum in the graded practice school on the campus. Those preparing for rural work acquire their training experience in school management in the rural practice schools.

The problem of the State normal school at Athens, Ga., is distinctively that of preparing teachers for rural work, as nearly 80 per cent of their graduates go from the institution into village or country schools. For this reason their regular four-year course is arranged to give special preparation for country work. One and two year courses are also given for experienced teachers and for high-school graduates, respectively, who are planning to fit themselves for school work in the rural districts. The institution, in addition to the regular academic courses and the professional courses in psychology, pedagogy, and methods of teaching, gives ample instruction in the home-making arts and sciences, in nature study, school gardening and agriculture, in manual training and the arts and crafts, in physical culture, outdoor plays and games, and in music. A senior course in rural sociology and agricultural economics is also given. Students in the senior class devote four hours a week to practice teaching in the normal elementary school, part of which time is given to observation and practice in an ungraded room.

But the feature of the normal school which perhaps does more to train teachers for country work than any of the regular school courses is the "Georgia Club." This is a volunteer organization to which nearly one-fourth of the students and many of the faculty belong. It met during the past three years regularly one hour a week with the president, Dr. E. C. Branson, to study and discuss Georgia as a State and in detail, county by county. For three years the club has been studying the various phases and problems of population, agriculture, manufacturing, wealth and taxation, farm ownership and tenancy, public roads, public sanitation, cooperative farm enterprises, schools, and churches. Each step of the way Georgia is compared with other States of the Union and with itself at the beginning of the past decade. Its gains and losses between 1900 and 1910 are exhibited in a 10-year balance sheet. The students in this organization are arranged in county groups, each group making a study of its own county, similar to the study which is made of the entire State. Information is taken from the census returns, the reports of State officers, the county tax digest, and every other available source of authoritative data. Affiliated with this club are 150 nonresident members, composed of alert, intelligent men and women distributed throughout the State, to whom the results of the county studies may be sent for such additional information as will make the reports full and fair. These affiliated members are judges, preachers, teachers, school officials, legislators, and business men, and through them the results of the studies are brought into general circulation in their home counties. County surveys have been made and published in 36 counties. The club has published also about 15 bulletins on farm and country life conditions in Georgia, and has several others in process of preparation.

The work has awakened in the students a deep interest in rural conditions. It has given them an accurate knowledge of the actual conditions in country life, which will be of great value to them in any work they may undertake in rural schools. Most of the students are county bred and know their home counties thoroughly, but when they have studied the drift of affairs and events during a 10-year interval they are brought face to face with causes, conditions, and consequences within small, definite, well-known areas. The discoveries challenge interest and concern, and stir up in them a sense of civic and social responsibility. It is the accurate, definite knowledge about their own homes and people that makes them not only teachers but leaders in the communities in which they engage in school work.

IN COUNTY TRAINING SCHOOLS AND HIGH SCHOOLS.

Many States, realizing that the normal schools with their present facilities can not do much more than train teachers enough to satisfy the demands from the cities and towns, have adopted other means of giving at least a partial training to persons planning to teach in rural schools.

The Wisconsin plan seems to be proving very satisfactory. The establishment of county training schools was authorized by the State legislature in 1899. They are separate from existing high schools, normal schools, or colleges. Two were established the first year. Since then the number has increased until now, in 1912, there are 27 schools in operation. The initiative in establishing a school is taken by the county board of supervisors, upon whose application the State department of education may approve its establishment. The board of supervisors appoints two persons, who, with the county superintendent, constitute the training-school board. This board has the general supervision of the school, subject to the approval of the State department. The county furnishes the plant and pays one-third the cost of maintenance, the State paying the other two-thirds. In 16 counties special buildings for the training schools have been built; in the others rented quarters are used. In a few cases a part of the high-school building is used. All of the schools give a two-year course open to district-school or graded-school graduates, and a one-year course open to high-school graduates and others with sufficient preparation. Since their establishment about 65 per cent of the students entering these schools have had no high-school education.

No attempt is made to teach high-school subjects, however. The time is devoted to professional courses and to those subjects usually taught in the country school, which are studied both from an academic and a professional standpoint. Considerable work is given in nature study, agriculture, and domestic science. The professional courses include school management and methods of teaching. From 10 to 20 weeks of observation and practice teaching under super-

vision are required for graduation. Much of this is done in small county schools in the neighborhood. In 1910 the county training schools employed 62 teachers. They had 1,301 students enrolled, and graduated 462 persons. The average enrollment was 57, and the average cost of maintenance was $4,709. The State inspector of rural schools reported in 1910 that a summary of statements received from the county superintendents who were employing graduates of the county training schools shows "that 30 per cent of these graduates are credited as doing excellent work as teachers; 40 per cent good; 20 per cent fair; and 10 per cent poor."

Three States—New York, Michigan, and Minnesota—have provided teacher-training classes in connection with high schools, and ten others—Arkansas, Iowa, Kansas, Maine, Nebraska, North Carolina, Oregon, Vermont, Virginia, and Wisconsin—have established teacher-training courses in high schools or public academies. The difference between the two systems is noteworthy. In the first group of States the teacher-training class, while in a high-school building, is separate from the high school and forms a distinct part by itself. No high-school studies are given, and training-class pupils do not receive the high-school diploma. In some instances certain subjects pursued by training pupils are taught by regular high-school teachers; but the tendency is to have all training-class subjects taught by special teachers. In all three States one teacher at least devotes his entire time to the training class, teaching professional subjects. In the group of ten States the training courses are a part of the regular high-school courses. The professional work is usually confined to the third and fourth years; in some instances it is confined to the fourth year.

The New York training classes were authorized in 1894 and are completely under the control of the State commissioner of education, who selects the schools and fixes the terms of admission, the course of study, and the regulations under which the instruction is given. Graduates receive certificates valid in rural schools for three years. There were 90 training classes in 1912, graduating 1,156 students. Over 6,000 graduates are at present teaching in public schools in the State. Each training class receives from the State $700 annually. The course given consists of a review of the common-school subjects, with special reference to methods of teaching, and nature study, agriculture, American history and civics, psychology, principles of education, school management, history of education, and school law. Observation and practice are both required.

In Michigan the corresponding institutions are known as "county normal training classes." They were authorized by the legislature in 1903 "for the purpose of giving special training for teachers of rural schools." Two teachers must be employed in each instance, devoting their entire time to the training class. The State pays $500

toward the salary of each. Eight classes were organized in 1903, graduating 84 students in June, 1904. In 1912 there were 43 classes, with 631 students. The course is very similar to that given in the New York schools. For admission, pupils must have completed the equivalent of ten grades of the public schools.

The Minnesota training classes were authorized in 1905 and numbered 84 in 1912. They graduated 600 students in June, 1912. The general arrangement of their organization and work is similar to the New York and Michigan classes. The State pays $750 annually to the support of each school.

The courses for teacher training in the high schools in the ten States mentioned are in large measure under the control and supervision of the State departments of education. In all of them the teacher-training courses are a part of the high-school work, the usual plan including courses in psychology, pedagogy, and methods of teaching common-school subjects in the third and fourth years, and giving credit for work in these subjects toward the high-school diploma. A limited amount of observation and practice is required in most of these States. The high-school training courses were established in the fall of 1911 for the first time in five of the States mentioned, namely, Arkansas, Iowa, Oregon, North Carolina, and Vermont. Arkansas has 11 schools with such courses; Iowa, 40; Oregon, 21; North Carolina, 10; and Vermont, 12. Teacher-training courses in high schools in North Carolina have never been directly authorized by the State legislature, but the legislature has given the State superintendent of public instruction full authority to fix the course of study in all State-aided high schools. Acting under this authority, the State superintendent has established teacher-training courses in ten schools. No special State aid is given for these courses.

Kansas established her first training courses in the fall of 1909 and has now such courses in 160 schools.

Maine authorized training courses in public academies in 1901 and had 13 academies with 247 pupils in these courses in 1912. The State pays $250 annually to each academy for this work.

Nebraska has 103 high schools and 7 academies with organized teacher-training courses. Their establishment was authorized in 1905. Each school receives $350 annually from the State treasury.

Virginia authorized the State board of education to establish "normal school departments" in public high schools in 1908. The board has established such departments in 24 schools.

Wisconsin has but 6 high schools giving teacher-training courses under the auspices of the State department, as the State has 27 county training schools preparing rural teachers. The high-school training courses were authorized by the State in 1911, although several had already begun work before that year.

STATUS OF THE SUPERVISION OF RURAL SCHOOLS.

Probably the first paid supervisory officers in public schools in the United States, devoting their entire time to the administration of school affairs and the supervision of the instruction in the schools, were in Buffalo, N. Y., and Louisville, Ky. Both of these cities engaged full-time superintendents in 1837. The desirability of such an officer was immediately recognized by other cities, and in the next 15 years full-time superintendents were secured in St. Louis, Mo.; Providence, R. I.; Springfield, Mass.; New Orleans, La.; Rochester, N. Y.; Columbus, Ohio; Syracuse, N. Y.; Baltimore, Md.; Boston, Mass.; New York City, Jersey City, and probably in a few other smaller cities.[1] Since 1852 the number of superintendents of schools has increased rapidly, so that now there are but few cities in the United States without the services of a full-time superintendent. However, outside of the cities and larger towns comparatively little headway has been made toward securing adequate supervision, except in Massachusetts and Rhode Island, where every school is under a professional supervisory officer, and in parts of other States as described in the following pages.

[1] It appears that the facts surrounding the inception of the prevailing system of school supervision are not generally known, for contradictory views concerning its origin are frequently expressed. Plainly the author based the above statements upon the authority of Dexter's History of Education in the United States, and perhaps upon Boone's History as well. These authorities, however, seem to be in error in creating the impression that the officers mentioned in Buffalo, Louisville, and St. Louis were professional superintendents devoting their entire time to supervision according to modern ideas. It seems to be certain that the honor of priority in this belongs to Nathan Bishop, who became superintendent at Providence, R. I., in 1839.

The early superintendents in Buffalo, beginning in 1837, were not school men and did not devote all their time to school work. The provisions of the law authorizing them (ch. 392, acts of 1837, New York) and the character of their printed reports clearly indicate this, and direct evidence is furnished by the Seventh Report, 1843, p. 10, and the Ninth Report, 1845, p. 16. They were such officers as the acting school visitors of Connecticut and the "superintendents" of many Maine towns at this time.

The Kentucky school law of 1838 shows that all the cities of that State whose schools were then separately organized, namely, Louisville, Lexington, and Maysville, employed "agents" during the thirties, the Louisville officer being first employed in 1834 (Barnard's Jour. of Educ., vol. 19, p. 537). Dexter was unable to state definitely the time of the original appointment, and mentions 1837 because he found that an agent was in service in that year. In 1834 the principal of the grammar school received $700 per annum and the school agent received $400. By 1840 the salary of the principal had advanced to $900 and that of the agent to $800 (Barnard, vol. 19, p. 537, and Lewis, The Public School System of Louisville, in Bureau of Education, Circ. Inf. No 3, 1899, pp. 343-5). Undoubtedly the agent performed some of the functions of superintendent, but that title was not used until 1847. By that time several other cities had superintendents, and the development of the office from that of agent apparently came gradually and naturally. By similar evolution the "secretary of the board" in St. Louis became "secretary and superintendent," and finally "superintendent" in 1852. The Louisville agent may or may not have become the actual pedagogical head of the schools of that city before assuming the title of superintendent, but certainly nothing has been adduced to show that the change was consummated before 1840.

The statement in Barnard's Journal of Education, vol. 24, p. 255, that "Louisville was the first city * * * to appoint a superintendent" has undoubtedly caused confusion. In the same volume, p. 312, this appears with more correctness: "Nathan Bishop, the first city superintendent of public schools in the United States."

A "superintendent" appears in the records of St. Louis in 1839. His salary was "thanks." There were at that time two schools under the board, one with two teachers, the other with one only. (First An. Rep., Gen'l Supt., St. Louis, 1853-54, pp. 53, 98.)—[EDITOR.]

A. A MODEL HENHOUSE MADE BY A BOY PUPIL.

B. COUNTRY GIRLS FROM PAGE COUNTY, IOWA, WHO WON THE TEAM CONTEST IN COOKING AT THE STATE FAIR.

COUNTY SUPERVISION.[1]

Throughout the United States the county is the unit of rural school supervision, except in the New England States and Ohio, which have the township unit, and in New York, Virginia, and Nevada, whose units are stated below. In the States with the county unit system and in New York, Virginia, and Nevada, cities are as a rule set off as separate school districts, not under the jurisdiction of the county superintendent. Delaware, Maryland, Florida, and Louisiana are exceptions to this rule, inasmuch as city schools, as well as country schools, are under the county superintendent. Wilmington, Del.; Baltimore, Md.; and New Orleans, Lake Charles, and Monroe, La., are the only independent districts in those 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 each school must be short. In North Carolina in 1910–11 the total time spent by each county superintendent averaged 1 hour and 54 minutes in each school in the State and in Tennessee 1 hour and 50 minutes. In Georgia and Florida the same year the county superintendents made on an average one and two-tenths visits to each school during the entire year. These figures indicate a condition generally true in States where the county is the unit of supervision. It is apparent that if the county superintendent improves the work of the school and the teacher, he must do it by some means other than by personal criticism of her methods resulting from an inspection of her classroom work. Satisfactory results have not been obtained from the county unit system of supervision except in a comparatively few counties, and in them either assistants have been provided or else the superintendent is a trained educator of special ability and was elected or appointed for a long term. In but few States, however, are assistants furnished to the county superintendent. In 19 States the superintendent is elected biennially by the people; changes are frequent; and the man chosen is often not an experienced educator, nor a person of special ability. In only 7 of these 19 States are persons with teaching experience required.

The rural schools in the 38 States with county superintendents, with the exceptions noted below, have on the whole no supervision except that given by the county superintendent. In them the term of office in 14 is four years; in 1, three years; and in 23, two years. In 29 of these States the county superintendent is elected by the

[1] New York, Virginia, and Nevada, also included.

people, usually in the same manner as other county officers. In Maryland, Louisiana, North Carolina, and Georgia they are elected or appointed by the county board of education; in Tennessee by the county court; in Indiana by a county board composed of township trustees, one from each township; in Pennsylvania by a county board composed of the township school directors; in Delaware by the governor; and in New Jersey by the State commissioner of education. In the five counties in Utah which have the county as the unit of organization for the management of the schools, the county superintendent is appointed by the county board of education.

The powers and duties of the county superintendent are in general very broad. Those that are most common include the administration of the county school funds; the examination and certification of teachers, the keeping of statistical records and making reports to the county board and to the State superintendent of public instruction, conducting teachers' institutes, and visiting schools for general supervisory purposes. In 13 States the county superintendent is required to visit each school at least once a year. In 22 States the county superintendent may issue teachers' certificates.

In regard to the three States specially mentioned, New York has district superintendents, a district being a county or part of a county; Virginia, division superintendents, a division being one or more counties; Nevada, deputy superintendents of public instruction, five in number, each having charge of a supervisory district composed of from one to six counties. The district superintendents of New York State are elected for five years by district boards of school directors, each composed of two representatives from each township in the district. The division superintendents of Virginia and the deputy superintendents of public instruction in Nevada are appointed by the State boards of education for four years.

The New York situation is noteworthy. The State by legislative enactment, which became effective January 1, 1912, discontinued the office of school commissioner and made provision for district superintendents, each to have supervision of a district composed of a county or part of a county, depending upon the number of schools. The law designates the number of districts in each county. Four counties constitute 1 district each; 8 counties are divided into 2 districts each; 18 into 3; 13 into 4; 7 into 5; 4 into 6; 2 into 7; and 1 into 8 districts. The State contains 57 counties and is divided into 207 supervisory districts. City and union free school districts having a population of 5,000 or over and employing a superintendent of schools are exempted from the authority of the district superintendent. The law provides for a board of school directors in each supervisory district, consisting of two members from each township in the district, chosen at the general election for a term of five years

in the same manner as all other town officers are chosen. This board is charged with the duty of electing the district superintendent and has no other duties. To be eligible to election as superintendent the candidate must be a citizen and a resident of the State, but not necessarily of the county or district. He must possess or be entitled to receive "a certificate authorizing him to teach in any of the public schools of the State without further examination," and in addition "shall pass an examination prescribed by the commissioner of education in the supervision of courses of study in agriculture and teaching the same." He is elected for five years and must devote his entire time to the work of his office.

Summary.—The manner of appointment of the county superintendents, including the district superintendents of New York, the deputy State superintendents of public instruction of Nevada, and the division superintendents of Virginia, and the length of term for which appointed, are as follows:

Elected by people for—	
Two years	19
Four years	10
Appointed by county (or district) board of education for—	
Two years	3
Four years	4
Five years	1
Appointed by State board of education for—	
Four years	2
Appointed by the State commissioner of education for—	
Three years	1
Appointed by governor for two years	1
Total	41

Of the 41 States employing county superintendents or similar officers, 27 require certain educational qualifications to be eligible for election. Seventeen of these require experience in teaching. Fourteen of the 41 States require no educational qualifications whatever. It may be said, however, that in some of the States where no educational qualifications are required by law better trained men are selected than in some other States where educational qualifications are required.

THE TOWNSHIP UNIT.

The township is the unit of supervision in the New England States and in Ohio. In the New England States, as a rule, all schools in a township, both urban and rural, are under the supervision of the same officer. "Union districts" are formed in the less densely populated regions by uniting two or more townships. The town remains the unit of organization and administration. They are united simply in the selection and the payment of the salary of a common superintendent. He is chosen by a "union board," composed either of the

united township school boards or by one delegate from each township board. Maine has 20 cities, 432 townships, and 68 plantations. There are 11 superintendents of individual cities, 313 superintendents of single townships or plantations, and 74 superintendents of union districts, including 196 cities, townships, and plantations. New Hampshire has 12 city and town superintendents, and 28 union superintendents serving 77 townships; there are 234 townships in the State. Vermont has 5 city superintendents, 69 town superintendents, and 49 union superintendents whose territory includes 171 townships; the whole number of townships is 246. In Massachusetts 110 cities and townships have individual superintendents. The other 244 townships are formed into 79 union districts; each under a "union superintendent." The school laws of Massachusetts require every public school to be under expert supervision. Rhode Island has 38 townships. Of these, 20 employ full-time and 18 part-time superintendents. One union district only is formed. Connecticut has 168 townships, the schools of 141 of which are under expert supervision. In 38 cities and towns, superintendents paid wholly from local funds are engaged; 5 districts, composed of 2 townships each, each district having from 30 to 50 teachers, have supervisors approved by the State board of education, which pays one-third of the salaries from State funds; 6 townships, with from 20 to 30 teachers each, have supervisors also approved by the State board, and one-third of their salaries is paid from State funds; and 38 districts, which include 87 townships, each of which has less than 20 teachers, have supervisors appointed and paid in full by the State board of education. In Ohio the question of having township supervisors is optional with the townships. Cities and incorporated towns and villages may be set apart from the townships as independent districts. There are in the State 1,353 townships, and 386 of them have township school superintendents.

SUMMARY OF SUPERVISORY UNITS.

The extent of the various supervisory units and the supervisory officers is shown by the following:

Thirty-eight States have the county unit, with county superintendents.

Two States have units composed of one or more counties, with division superintendents and deputy State superintendents, respectively.

One State has a unit composed of a county or a part of a county, with district superintendents.

Seven States have the township or "union district" unit, a union district being composed of two or more townships.

SUPERVISORS AND ASSISTANT COUNTY SUPERINTENDENTS.

Several States having the county supervisory system have made statutory provision for closer supervision than is possible by a county officer unassisted. Of these, the West Virginia and Oregon provisions are especially noteworthy. West Virginia in 1907 authorized "district superintendents," to have supervision of all the country, village, and town schools in their respective school districts, exercising the same powers, duties, and privileges usually conferred upon city superintendents. The school district in West Virginia is the magisterial district and is about one-sixth of a county. In 1912 there were 37 district superintendents working in 19 counties. Each of these has an average of 34 schools under his jurisdiction, the minimum to 1 superintendent being 14 and the maximum 67 with 126 teachers. The State superintendent of public instruction reports that wherever district supervision has had a fair trial in the State it has proved very successful. Two small, adjacent magisterial districts are allowed by the law to combine and form a union supervisory district under one superintendent. The initiative for securing a superintendent may be taken by the district board of education or by the taxpayers. The board has authority under the law to engage a district superintendent if it sees fit to do so, or the board may be required to do so upon a written application signed by a majority of the taxpayers of the district. Superintendents must be employed for at least 6 months in the year, and may be employed for 12. They are paid from $50 to $150 per month. The average salary the last year was $81. Their salary is paid from district teachers' funds and not from county funds.

Oregon in June, 1911, enacted a school law which provides that the county board of education in each county having more than 60 school districts shall arrange all of the school districts in the county, except the first-class districts, into "supervisory districts," each supervisory district to contain not less than 20 nor more than 50 school districts. The schools in each of the districts so formed are placed under the jurisdiction of a "district supervisor." The county superintendent may be counted as the supervisor of one district, and he has full direction of the work of the district supervisors in his county. Each district supervisor must devote his entire time for at least 10 months in the year to supervising the schools in his territory. For his services he must receive not less than $100 per month nor more than $120. He is a county officer, responsible to the county through the county superintendent, and is paid by the county. The State department of education reports that the law is effective, and has already caused a marked improvement in the rural school situation. There are 24 such school supervisors in the State.

By an act of the legislature in 1912 Kentucky authorized any county board of education to appoint "county supervisors" to supervise the work of the schools, under the direction of the county superintendent. The law became effective in June, 1912, and the schools opened for the following session with 46 supervisors already engaged. Forty similar county supervisors have been appointed in as many counties distributed throughout the Southern States. Their appointment is due largely to the activities of the Southern Education Board and its agents.

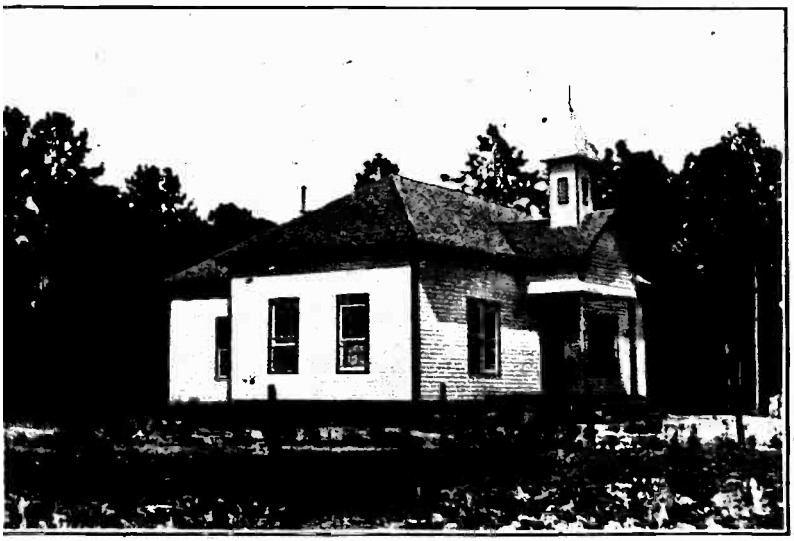
The school laws of North Dakota provide assistants to the county superintendent in counties having 50 or more schools. In each county having more than that number of schools, the school superintendent is authorized to appoint an office deputy to relieve him of the larger part of his office duties, and allow him more time for visiting schools and supervising their work. In counties of 150 or more schools the county superintendent is allowed in addition to his office deputy one additional deputy for every 100 schools, or major fraction thereof, to assist him in visiting schools and in their general supervision. These deputies are all under the direct authority of the county superintendent and are paid from county funds. There were 10 supervising deputies employed in 1912.

Maryland has a similar provision in her school laws to that of North Dakota, and there were employed in the State in 1911–12 "assistant county superintendents" in three counties.

In the school code adopted in Pennsylvania in 1911 assistant county superintendents are provided. The code provides that every county superintendent with more than 200 teachers under his supervision shall have 1 assistant; with more than 400 teachers shall have 2 assistants; with more than 600 and less than 800 teachers shall have 3 assistants; and for every additional 400 teachers, or fraction thereof, a county superintendent shall have an additional assistant. The assistants in each county are nominated by the county superintendent and confirmed by a majority vote of the five officers of the directors' association of the county. To be eligible for appointment the assistants must present the same qualifications as those required for county superintendents. The salary of each assistant county superintendent is fixed by the directors' convention. The minimum, $1,200 per annum each, is to be paid out of the State appropriation for public schools. If a larger salary is paid, or if a greater number are employed, the additional cost must be met from local funds.

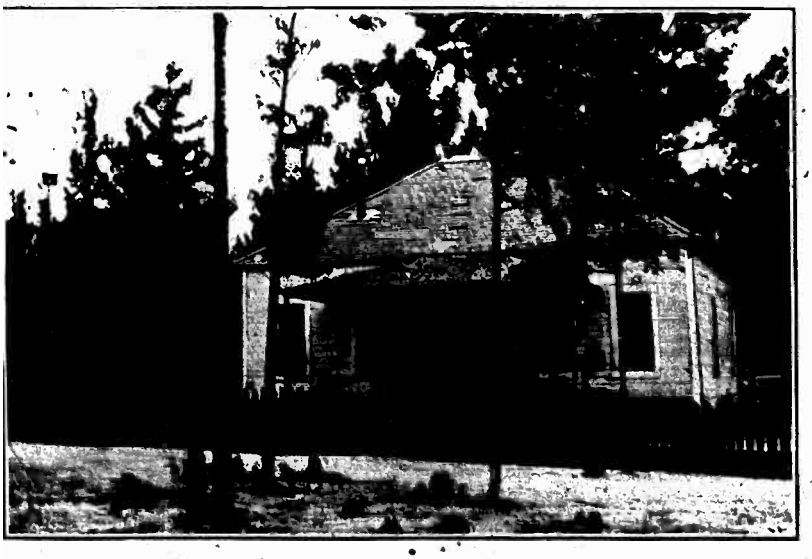
COUNTY INDUSTRIAL SUPERVISORS.

Another plan of aiding county superintendents in their supervisory work has met with considerable success in a few counties in Virginia, South Carolina, Georgia, Alabama, Mississippi, and Louisiana. In



A. THE CEDRON (LA.) SCHOOLHOUSE.

Built to replace 3 one-teacher schools.



B. HOUSE OF PRINCIPAL OF THE SAME SCHOOL.

Located on the school grounds and furnished to the principal rent free. It was built in large measure from material in the discarded schoolhouse.

A. CANNING FACTORY.

B. SCHOOL GARDEN.

School activities at Cedron, La. The canning factory is not strictly a part of the school, but it is an outgrowth of the agricultural instruction in the school. It is a cooperative enterprise in which most of the work is done by school children.

these counties there has been appointed a rural school "industrial teacher," working under the direction of the county superintendent. The work of this teacher consists in visiting the rural schools for the purpose of introducing industrial work, such as sewing, cooking, gardening, and establishing cooking clubs, canning clubs, corn and tomato clubs, and school improvement associations. While not directly concerned with the academic work of the school, the effect of the visit of such a supervisor has been to produce an awakening in the entire life and work of the school. They have proved their value by showing themselves able to make many suggestions regarding the management of the school, the arrangement of the program, and methods of teaching of especial value to inexperienced country teachers.

SUMMARY BY STATES.

The following table shows the number of counties in each State, the number under supervision, the system of supervision for rural schools, the manner of election of the supervising officer, the term for which elected, and whether educational qualifications or teaching experience is required. In the States where the township is the unit of supervision, the number of townships is given instead of the number of counties.

Rural school supervising officers.[1]

States.	Number of counties in State.	Number of supervising officers.	Titles of supervising officers.	Appointed or elected by—	Term in years.	Educational qualifications required.	Teaching experience required.
Alabama	67	67	County superintendents	People	4		
Arizona	14	14	do	do	2		
Arkansas	75	75	do	do	2	x	x
California	58	58	do	do	4		
Colorado	62	62	do	do	2		
Connecticut	[2] 168	44	City and town superintendents	School board	3		
		43	Supervisors (for 97 townships)	State board of education [3]	1	x	x
Delaware	3	3	County superintendents [4]	Governor	2	x	x
Florida	47	47	do [4]	People	4		
Georgia	146	146	County superintendents	County board of education	4	x	x
Idaho	27	27	do	People	2	x	x
Illinois	102	102	do	do	4		
Indiana	92	92	do	County board of education [5]	4	x	x
Iowa	99	99	do	People	2	x	
Kansas	105	105	do	do	2	x	x
Kentucky	119	119	do	do	4	x	
		46	Supervisors (assistants to county superintendents)	County board of education			
Louisiana	[6] 60	60	Parish superintendents [4]	Parish board of education	4	x	
Maine	[7] 520	324	City and township superintendents	Township board of education	1		
		74	Union superintendents (for 198 townships)	Union board [7]	1-5	x	
Maryland	[8] 23	23	County superintendents	County board of education	2		
Massachusetts	[9] 354	110	City and town superintendents	Local school board	1		
		79	Union superintendents (for 244 townships)	Union board [7]	3	x	x
Michigan	83	83	County school commissioners	People	4	x	x
Minnesota	86	86	County superintendents	do	2		
Mississippi	79	79	do	do	4	x	
Missouri	114	114	do	do	4	x	
Montana	29	29	do	do	2	x	x
Nebraska	92	92	do	do	2	x	
Nevada	16	5	Deputy superintendents of public instruction (for 16 counties)	State board of education	4		
New Hampshire	[2] 234	12	City and town superintendents	Local school board	1		
		28	Union superintendents (for 77 townships)	Union board [7]	1	x	x
New Jersey	21	21	County superintendents	State commissioner of education.	3	x	
New Mexico	26	26	do	People	2		
New York	57	207	District superintendents (for 57 counties)	District board of directors	5	x	x
North Carolina	100	100	County superintendents	County board of education	2	x	x
North Dakota	49	49	do	People	2	x	x
Ohio	[2] 1,353	481	City and town superintendents	Local school board	1-3		
		386	Township superintendents	Township board	1-3		
Oklahoma	77	77	County superintendents	People	2		

Oregon	31	31	do	do	4				X	X
Pennsylvania	[9] 67	21	District supervisors (assistants to county superintendents)	County board of education	4	X			X	X
Rhode Island	38	66	County superintendents	do[10]	4	X				
South Carolina	1	36	City and town superintendents	Local school board	1	X				
South Dakota	43	1	Union superintendent (for 2 townships)	Union board[11]	1	X				
Tennessee	61	43	County superintendents	People	2-4					
Texas	96	61	do	do	2		X			
Utah	245	96	do	County court	2	X	X			
Vermont	27	178	County superintendents (for 185 counties)	People	2					
Virginia	[9] 245	60	County judges (ex officio)	People[12]	2	X			X	
Washington	100	28	County superintendents	Local board	1					
West Virginia	55	74	City and town superintendents	Union board	1	X			X	
Wisconsin	71	49	Union superintendents (for 171 townships)	State board of education	4					
Wyoming	14	90	Division superintendents (10 have 2 counties each)	People	2	X			X	
		39	County superintendents	do	4	X			X	
		55	do	District board of education	4	X			X	
		37	District supervisors (assistants to county superintendents)	People	2	X			X	
		[11] 72	County superintendents	do	2					
		14	do							

[1] City and town superintendents included in New England and Ohio, as most of them have some rural schools.
[2] Number of townships.
[3] By union board in 5 districts. See page 54.
[4] County superintendents have oversight of the city schools, as well as of the country schools.
[5] County board is composed of township and town trustees.
[6] Orleans Parish excluded.
[7] Union boards are composed of 1 or more delegates from each township board.
[8] Baltimore City excluded.
[9] Philadelphia County excluded.
[10] County board is composed of township school directors.
[11] Two superintendents have one-half county each.
[12] Appointed by county board of education in 5 counties.

UNITS OF ORGANIZATION FOR THE MANAGEMENT OF RURAL SCHOOLS.

Four distinct units of organization for the management of rural elementary school affairs are found in the United States—the district, the township, the magisterial district, and the county. In addition, there are several instances of mixed systems, in which the management rests both on the district and on the township, magisterial district, or county.

THE DISTRICT UNIT.

The district unit, or the "single district," as it is sometimes called, is the most common. The rural elementary school management is organized on the district basis in 21 States in full, and in 4 others in part. In 3 others it is organized on the county basis, with the greater power in the single district. The term "district" is used here as it is most generally understood, to mean a relatively small area served by one school. This area, except in sparsely settled sections, is smaller than the township; the school is usually a one-room and one-teacher school with pupils in all stages of advancement, from the first to the tenth year.

The form of the district organization is nearly identical in all parts of the United States. Its principal characteristics may be described as follows: The school district is usually a body corporate and possesses the usual powers of a corporation for public purposes; it may sue and be sued, contract and be contracted with, and may hold real and personal estate. Annual school meetings are held in which all qualified voters of the district may participate. The meeting chooses its own officers, elects a board of school trustees, determines the length of the school term, determines whether or not new buildings shall be erected, and designates the sites for the buildings. In many cases the voters fix a tax levy for the support of the school. The board of trustees elected are the lawful agents of the district and carry out the instructions of the voters in the annual or in special meetings. The board usually consists of three members, elected one each year for a three-year term. It has the general charge of the school property, repairs buildings, furnishes equipment and supplies, appoints teachers, fixes their salaries, and makes whatever rules and regulations may be necessary to govern the schools. Unless a State course of study is provided, it determines what subjects shall be taught in the schools. It must select for teachers persons holding certificates

to teach issued by the State or county superintendent, or by the State or county board of examiners. The trustees expend the district school funds; and in Illinois, Iowa, Michigan, Nevada, New Mexico, North Dakota, Utah, and Washington they are authorized to levy special district taxes for the support of the schools. This power is granted also to district boards in certain States, notably Delaware and South Carolina, where the county is the unit of organization.

The States organized with the district system are the following: Arizona, Arkansas, California, Colorado, Idaho, Illinois, Kansas, Minnesota, Missouri, Montana, Nebraska, Nevada, New Mexico, New York, Oklahoma, Oregon, South Dakota, Texas, Washington, Wisconsin, and Wyoming, 21 in all. Iowa, Michigan, and Utah have more than one system, but the district system predominates. North Dakota has both the township and the district unit. Delaware, Mississippi, and South Carolina are organized under the county system, but almost complete power rests in the district.

THE TOWNSHIP UNIT.

The township unit is the form of organization in the New England States, in New Jersey, Pennsylvania, Ohio, Indiana, in the larger part of North Dakota and of the upper peninsula of Michigan, and in a few townships in Iowa. It was authorized for upper Michigan by the State legislature in 1891, and for the entire State in 1909. It is authorized also in a few other States, but has not been adopted to any extent. In Iowa, Michigan, and North Dakota the matter is left optional with the voters in each township. Iowa has 24 townships organized on the township basis, and Michigan 147, most of which are in the upper peninsula. The township unit prevails in 45 of the 49 counties of North Dakota.

The principal feature of the township system of organization is that all schools of the township are under the full charge and control of a central school board, elected at large by the voters of the entire township. In New Jersey, Pennsylvania, Ohio, and Indiana, cities and incorporated towns and villages are set apart as separate independent districts, not under the township board. In the New England States, with a very few exceptions in Vermont and New Hampshire, there are no separate districts, and all schools, whether in the thickly settled or the sparsely settled portion of the township, are under the same school board. The New England board is composed of from three to nine members, one-third of whom are elected each year for a three-year term. In the less thickly settled regions union districts are formed for supervisory purposes only, the town school committees of two or more townships uniting to engage a superintendent of schools, but for no other purpose. The appropriation for school purposes is made throughout New England by the

voters of the township. The funds so provided are expended by the township board according to the needs of each school, regardless of its enrollment or location. The board has full power to establish new schools or to close any existing school and assign the children to other buildings.

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

The rural schools of Iowa are organized under three separate systems, two of which are known as "township" systems, although quite different, and a third known in Iowa as the "independent rural school district" system. There are 24 townships in the State organized as consolidated districts, all schools being under one central board as in New England. The board consists of three members, elected at large by the people for one year, and has full authority over the schools of the township. The second township system, which in practice is the district system, consists in a township board made up of "one director from each subdistrict" or single school district. These directors are elected by the voters of their district for one year and each manages and controls the school in his own district, in large measure independent of the other directors. Very little power rests with the township board, except the approval of the expenditures made by each director. A township organized in this way may be divided into independent rural school districts, provided the majority of voters in each subdistrict vote in favor of the change. Then each independent district elects three trustees and manages the schools as they are managed under the ordinary district plan. The extent to which each of these systems is in use in Iowa

is as follows: Twenty-four townships have the consolidated township unit with a single board of three directors elected at large in each; 1,097 townships, with 9,322 subdistricts each in charge of a director, have the second system; and 341 townships are divided into 2,898 independent rural school districts, each with a local board of three directors.

THE MAGISTERIAL DISTRICT UNIT.

The magisterial district is the unit of organization and administration of school affairs in Virginia and West Virginia, most cities and incorporated towns being independent. This district is as a rule larger than the township, the average number per county in Virginia being 4.4 and in West Virginia 6.3. The average number of schools in the Virginia district is 18 and in the West Virginia district 15. Virginia has a county board of education, as explained below, but the board has little power. The principal features of the organization in each State are as follows:

Virginia.—In each county a "school trustee electoral board" composed of the division superintendent of schools, the attorney for the Commonwealth, and a third person selected by the county judge, appoints three trustees for each magisterial district, one each year, to serve for three years. These trustees, together with the division superintendent, form the county board of education, which has, however, little power. The district trustees expend the funds, provide school buildings, employ teachers, fix salaries, and make rules and regulations for the school. The district is divided by the trustees into subdistricts. Each subdistrict elects three directors and may vote a special tax. The directors have no power except to represent the people before the trustees.

West Virginia.—There is no county board. In each magisterial district a board of education is elected by the people for four years. This board appoints three trustees for each school subdistrict for a term of three years. The voters of the magisterial district determine whether or not a tax levy shall be assessed; the district board determines the amount of the levy and expends the funds when provided. It has the general oversight of all schools of the district. The subdistrict trustees appoint teachers and, under the supervision and control of the district board, furnish supplies and make repairs.

THE COUNTY UNIT.

The county is the unit of organization in 11 States—Alabama, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, North Carolina, South Carolina, Tennessee—and in 5 counties of Utah. Virginia, as stated above, has a county board of education which is composed of the district school boards, but the real authority

in the management of school affairs is the magisterial district board. California has a county board of education which examines teachers and grants diplomas to elementary and high-school graduates, but has no authority over rural elementary schools. Indiana has county boards, each composed of the trustee of each township and the chairman of the board of trustees of each independent district in the county. The board elects a county superintendent, but has no other power except as an advisory board to the superintendent. Michigan has county boards concerned only with county high and special schools. Oregon has county educational boards, consisting in each case of the county superintendent and four others appointed by him, whose whole duty is to divide the counties into supervisory districts, appoint supervisors as provided by the State legislature in 1911, and to act as advisors to the county superintendent.

In 5 of the 11 States mentioned above as having county organization—Florida, Louisiana, Maryland, North Carolina, and Tennessee—practically the entire management and control of the schools is in the hands of the county board. Louisiana has no district boards, with the exception of "visiting trustees" in a comparatively few parishes; Tennessee has district boards elected by the people, but the State law strips them of all power; in the other three States named the district boards are appointed by the county boards and have no authority except what they receive from the board which appoints them. In Georgia and Alabama the power is about evenly divided between the county and district. In Delaware, Mississippi, and South Carolina the greater power is in the hands of the district trustees. The district board in South Carolina is appointed by the county board, but after appointment it is a body corporate and is not responsible to the county board to any extent. In Kentucky the "division board" holds the principal power. The following paragraphs describe briefly the principal features of the organization in each State. Cities and incorporated towns are independent in all States except where mentioned.

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

Delaware.—The "county school commission" is composed of three members appointed by the governor for three years. The board is given the general supervision of the public schools of the county

primarily as advisors of the county superintendent. Complaints against school officials and teachers are heard by the board. It acts also as a sanitary commission and may condemn any school building. School districts are fixed by the county board. The supervision and control of the school or schools of each district is in the hands of a school committee of three persons elected one each year for three years. The committees have in large measure the control of their schools, levying taxes for their support, providing buildings, equipment, and teachers, and making rules and regulations governing the school.

Florida.—City, as well as county schools, are under the administration and supervision of the county officials. Each county is divided into three divisions, called "county school board districts," as nearly equal as possible in population. In each district one person is elected by the people for two years as a member of the county board of public instruction. The board has full control and management of all schools of the county. It fixes the county school tax, appoints teachers, and fixes salaries. It locates, builds, and equips schools wherever it is deemed necessary. A school district may be a single school and its territory, or a city and its schools. Any district may become a "special tax school district" and elect a board of trustees of three members for two years. In other districts a local supervisor is appointed by the county board from among the voters of the district. The trustees and supervisors have no control of the schools, however; they are the agents of the people before the county board.

Georgia.—The county board of education is composed of five members and serves a four-year term. The members are appointed by the county grand jury, a body of 18 men determined by lot by three jury commissioners selected by the judge of the superior court. The county board divides the county into subdistricts and appoints local boards of three school trustees, each for three years. The local board has general oversight of the school and nominates teachers whom the county board must appoint unless proper objections are raised. The county board approves all expenditures, provides buildings and equipment, fixes the teacher's salary, but has no power to levy taxes. This power rests with the voters of the county or of a district. In three Georgia counties—Richmond, Chatham, and Bibb—there are no independent districts, and city schools as well as county schools are under the control of the county board.

Kentucky.—Each county is divided into "educational divisions," each of which is divided into single school subdistricts. The number of educational divisions in a county is four, six, or eight. A subdistrict trustee is elected in each subdistrict. These trustees, together with the county superintendent, form the division board of

school trustees. The chairmen of the division boards and the county superintendent form the county board of education. The trustee has general supervision of the work of the school and of the school property. He recommends a teacher to be appointed by the division board. He reports the needs of the school to the division board, and that board refers the report with its recommendation to the county board. The county board provides buildings and equipment, expends the school funds, and levies the county school tax.

Louisiana.—The parish school board has full control over all schools, locating, building, and equipping schoolhouses, employing teachers, fixing salaries, and making rules and regulations for the conduct of the schools. A parish tax may be levied by the voters of the parish. The parish is divided by the parish board into school districts for administration purposes, and each of these districts may vote a special tax. The parish board consists of one member elected in each police jury ward for four years.

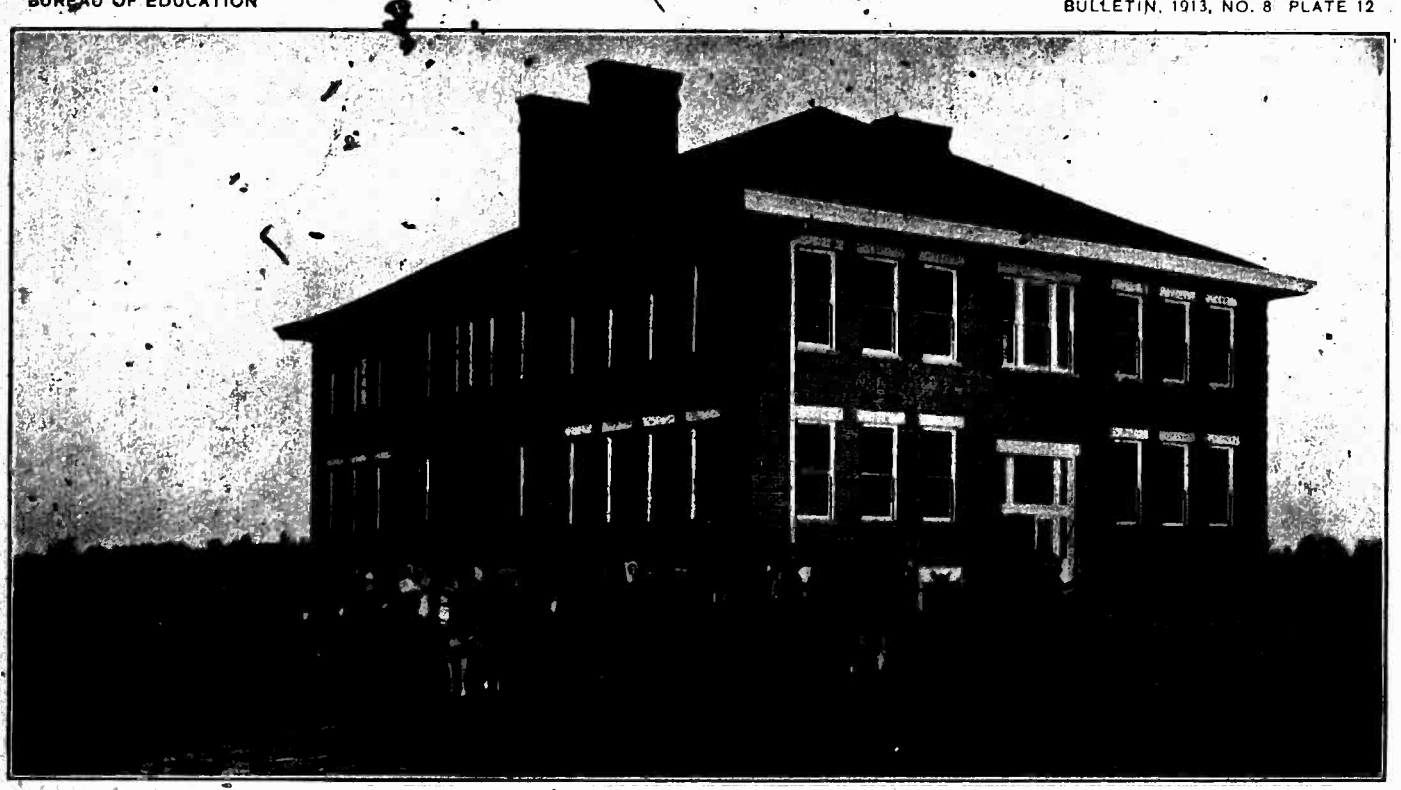
Maryland.—The city of Baltimore is independent. The schools of all other cities in the State are parts of the county systems. The county board of education is a continuing board, composed of six members in the larger counties and of three in the others. The members are appointed by the governor of the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

Mississippi.—The county board is composed of the county superintendent and six persons appointed for four years by the county superintendent. It bounds school districts and locates the schools, but has practically no other power. Each district elects three trustees, one each year for three years, who have control of the schools, providing buildings and equipment, employing teachers, and managing the school. The county superintendent is a large factor in the management of the schools, as he makes the contract with the teacher engaged by the trustees and fixes the salary in accordance with the provisions of the State laws. The district may vote a special tax levy.

North Carolina.—The State legislature appoints a board of education of three persons for each county, one selected every second year for a six-year term. This board has full control of the schools. It appoints a school committee of three persons for each school district in the county, to serve for two years. These committees have the general management of the schools, subject to the approval of the

THE MONTAGUE (MASS.) HIGH AND CONSOLIDATED SCHOOL.

It was probably the first "consolidated" school in the United States, as the term consolidation is now used. In 1875 three districts then existing closed their small schools and constructed the building shown above.



A CONSOLIDATED SCHOOL AT MAYSLICK, KY.

The view shows 7 wagons which bring to the school each day two-thirds of the 265 pupils enrolled. The drivers receive for their services and for their teams $40 each per month. The school furnishes the w

county board. They may employ teachers, but salaries are fixed by the county board. County taxes are levied by the voters of the county.

South Carolina.—The county board of education is composed of the county superintendent, who is elected by the people, and two others appointed by the State board of education for two years. The county board is an advisory board to the county superintendent. It divides the county into school districts and appoints in each a board of trustees of three members for two years. The district boards have almost complete control of their schools, expending the school funds, providing houses and equipment, appointing teachers, fixing salaries, and making general school rules and regulations. The district board is a body corporate. A special tax may be levied by the voters of the district.

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

Utah.—County organization is optional with the voters of the county; five counties have adopted it. In each of them a county board of education is elected. The county board elects a county superintendent and has full control of all schools of the county. There are five members to the board, one elected for a four-year term from each of the five representative precincts of the county. There are no district or subdistrict boards.

States organized on the county or magisterial district unit basis.

State.	County or magisterial district board.				School district[1] boards.				Which board has principal power—		
	Members.	Term (years).	Title of board.	How appointed.	Members.	Term (years).	Title.	How appointed.	In providing building, equipment.	In employing teachers.	In management and control of school.
Alabama	5	4	County board of education.	County superintendent elected by people; 4 others elected by chairmen of district trustees, who are elected by people.	3	4	District trustees	Elected by people.	County board.	District board.	County board.
Delaware	3	3	County school commissioners.	Appointed by governor	3	3	School committee.	do.[2]	District board.	do	District board.
Florida	3	2	County board of public instruction.	Elected by people, 1 from each "county school board district."	1	2	Supervisor	Appointed by county board.	County board.	County board.	County board.
Georgia	5	4	County board of education.	Appointed by county grand jury of 18 persons selected by lot from about 250 jurors.	3	3	School trustees	do	do	District board.	District board.
Kentucky	5, 7, or 9	2	do	County superintendent elected by people and the chairmen of "division boards;" each school district elects 1 trustee; these trustees together form the division board.	[3]14	2	Division board.	Composed of subdistrict trustees.	do	Division board.	Division board.
					1	2	Subdistrict trustee.	Elected by people.			
Louisiana	[3]8	4	Parish school board.	Elected by people, 1 from each police jury ward.			None.[4]		Parish board.	Parish board.	Parish board.
Maryland	[3]3, 6	6	Board of county school commissioners.	Appointed by governor	3	2	District school trustees.	Appointed by county board.	County board.	District board.	County board.
Mississippi	7	4	County school board.	County superintendent elected by people, and 6 others appointed by county superintendent.	3	3	District trustees	Elected by people.[5]	District board.	do	District board.
North Carolina	3	6	County board of education.	Appointed by State legislature.	3	2	School committee.	Appointed by county board.	County board.	do	County board.
South Carolina	3	2	do	County superintendent elected by people, and 2 others appointed by State board of education.	3	2	District trustees	do	District board.	do	District board.

Tennessee	5	2	....do	Elected by people, 1 from each of 5 divisions of the county.	3	2	Advisory board	Elected by people.	County board	County board	County board.
Utah[1]	5	4	....do	Elected by people, 1 from each representative precinct.			None		....do	....do	Do.
Virginia[2]	3	3	Magisterial district trustees.	Appointed by "school trustee electoral board," composed of the division superintendent, the Commonwealth attorney, and a third person selected by the county judge.	3	1	Subdistrict directors.	Elected by people.	Magisterial district board.	Magisterial district board.	Magisterial district board.
West Virginia	3	4	Magisterial district board of education.	Elected by people	3	3	Subdistrict trustees.	Appointed by district board.[4]	....do	Subdistrict board.	Do.

[1] The rural "district" usually contains one school.
[2] A continuous board, one elected each year for 3 years.
[3] Average number.
[4] Parish boards may appoint "visiting trustees" who have done so in some parts of the State.
[5] County organization in 5 counties only.
[6] The division superintendent and the district trustees together form the county board of education. The county board has no power except to estimate the county tax necessary to support the schools. The county board of supervisors levy the tax.

THE UNITS OF ORGANIZATION COMPARED.

The relative merits of these four units of organization may be summed up in a few words.

The county unit on the whole, has probably the most to commend it. The territory included in a county is usually small enough for the county board to keep in touch with the entire county and it is large enough for the school districts to be arranged to the best advantage, both for the convenience of the pupil and for economical management and support. It is the unit of supervision in the majority of States. For efficiency the supervision and administration should be closely united; this is possible in the best way only when the unit of supervision and the unit of organization are identical. It is true that the county is too large an area for a supervisory unit if no provision is made for assistant supervisors to aid the county superintendent. Under the ideal system, however, with all the schools of the county under one central board the county superintendent becomes an administrative officer as well as a supervisor and is the agent of the county board in the same way that the city superintendent is the agent of the city school board. He should have under his direction and control at least one supervisor to every 50 teachers. The supervisor should devote his entire time to assisting the teachers to improve their methods of management and instruction.

Another consideration in favor of the county unit is the question of support. The county is the unit of organization in most States for the assessment and collection of taxes, the building and care of roads and bridges, and the maintenance of criminal and civil courts. To make it the unit for school purposes would do away with local district taxes for education, equalize the tax rate for the county, and distribute the cost of the support of the school over the entire county, so that equal educational opportunities would prevail throughout the county. It must be clearly recognized that education is a matter of concern not only to the local district but also to the county, the State, and the Nation. Under modern conditions of communication people are not expected to remain in the homes of their youth, but they often migrate to other counties and to other States. In 1910 only 66.5 per cent of the total population in the United States were born in the State in which they were then living.

The township unit is very satisfactory in thickly settled regions, especially in New England, where no independent city and town districts are formed, and where the township is the unit for general taxation and for the administration of nearly all civil affairs. In the more sparsely settled sections, it is too small an area for efficiency. Schools can not be located to the best advantage if the location is determined by township lines. The location should be determined by the position of the villages, roads, mountains, rivers, and other physical features of the country. Consolidation of schools

can be brought about to the best advantage where the territory to be served by the school is determined by the physical features of the country and not by arbitrary township lines.

The district unit, or the single district, as a unit for organization resulted from peculiar conditions no longer existing. It served its purpose well, but it should pass away as the conditions which made it of value have passed. It originated in Massachusetts with the establishment of the first public schools, when each settlement necessarily became a separate school district. It remained until long after the necessity for it had passed, but was finally completely ousted from that State in 1882. It spread from Massachusetts to the West and Southwest, as it was probably the only system possible in the early days of settlement when the settlers scattered themselves out in small groups over such an enormous section of country; but the conditions making the district system the only feasible system no longer exist. District organization means slow, uneven progress, possibly great in a few districts, but not noticeable in the majority. It means no State-wide advancement; a very good school and a very poor school will often exist in adjoining districts. There are three trustees for practically every district school in the country, or, approximately, three times as many as there are teachers. A few of these trustees have reasonable knowledge of the management of schools and of the principles of education, but the great majority are woefully deficient in this respect. Under the system too many schools are apt to exist, in none of which is best work possible. The data given on page 27 relative to the number of small schools in Iowa is an illustration of this fact. Consolidation is difficult under district organization, for apparent reasons. The cost of maintaining the district school is high in proportion to the cost of other schools and in proportion to the results attained.

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

In Utah the district system may be compared side by side with the county system in which the whole power is held by a county board. Five counties of the 27 in the State have adopted the county organization. They are called "consolidated counties." The movement for consolidation into county units has passed the experimental stage, and the State authorities are therefore competent to speak with authority. Mr. A. C. Nelson, State superintendent of public instruction, says on the question:

School authorities unite in the opinion that the small rural school district must be replaced by a larger political unit before a county or a State can bring about the best

educational results. * * * In the development of a Commonwealth there comes a time when social exigencies require not so much individual as they do representative action. The most thoroughly democratic of us recognize this essential truth. With us in school matters there now exists a necessity for representative action, as there exists a necessity for such action in the construction of good roads, the assessment of property, or in other matters where general efficiency and the general welfare are of overwhelming importance. To-day, in the economy of our growing Commonwealth, there exists a general demand that the work of the public schools should be made more efficient.

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

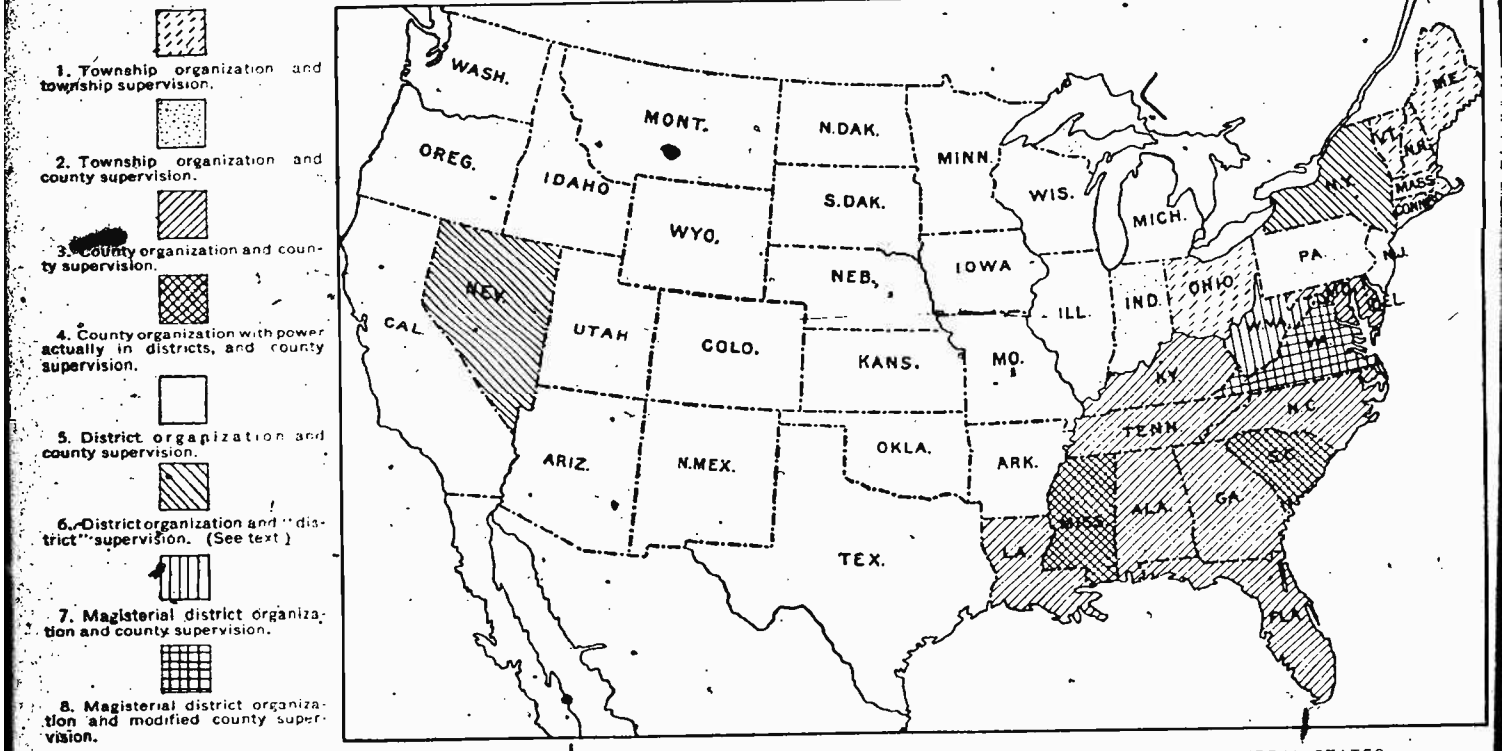
The demands made by law upon the school trustee are of such number and complexity as to require considerable time and general preparation for the work. Among the duties of school trustees may be named the following: Organizing schools, building, furnishing, and repairing schoolhouses; managing, controlling, and conveying school property; levying school taxes, establishing and maintaining school libraries, employing and dismissing teachers, admitting and expelling pupils, enforcing the rules for the government of the schools, taking charge of the school census, preparing educational reports, bookkeeping, etc.

That some preparation and much time are required to discharge these duties properly is very apparent. In fact, is it not somewhat unfair to expect a thorough-going fulfillment of all these duties in small districts where financial and other conditions do not justify giving over so much time by the trustee? And yet the small district is the place requiring this work of the trustee, for he lives in a county where the superintendent's salary is too small to permit his giving sufficient time for effective supervision.

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

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

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



THE SYSTEM OF LOCAL SCHOOL ORGANIZATION AND SUPERVISION IN THE SEVERAL STATES.