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BUREAU OF EDUCATION

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SURVEY OF THE SCHOOLS OF
BRUNSWICK AND OF GLYNN
COUNTY, GEORGIA



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P R E F A C E .

This study comprises the report of the United States Commissioner of Education upon the schools of Brunswick, Ga., and of Glynn County, in which Brunswick is located, made upon the request of the board of education of Glynn County. To assist him in making this study the commissioner appointed the following commission:

Frank F. Bunker, specialist in city school systems, Bureau of Education, director of the survey.

Katherine M. Cook, specialist in rural education, Bureau of Education.

Alice Barrows Fernandez, specialist in social and industrial relations in education, Bureau of Education.

In response to the request of the board of education, the commission in its study of the schools gave most attention to matters relating to organization and administration; to school finance; to building needs; and to courses of study, methods of teaching, and teacher qualifications in both the city and rural schools. While it has not been possible within the space limits set for the report to cover every detail, it is believed that those which are of chief importance have been discussed and recommendations pertaining thereto submitted.

SURVEY OF THE SCHOOLS OF BRUNSWICK AND OF GLYNN COUNTY, GEORGIA.

INTRODUCTION.

The history of education in Brunswick, Ga., and the County of Glynn, in which Brunswick is situated, is unique and most interesting. Brunswick was probably founded about 1771, on land allotted by Gen. Oglethorpe, though it is improbable that the city was laid out by Oglethorpe himself, as tradition would have it. At the time of the original survey a large tract surrounding the town, except on the west, was likewise surveyed and set apart as the town commons. By 1775, 179 of the town lots had been issued to persons desirous of obtaining them. Most of these lot holders were Tories, who fled to England when the war came on, whereupon their lands were confiscated by the State.

From 1783 to 1788 the State regranted several of these lots; so it came about that by the latter date there were several families who had established themselves in Brunswick. These decided that the boundaries of their lots should be reestablished and that facilities should be provided for the education of their children. So in 1788 an act of the general assembly was passed appointing certain commissioners whose duty it was to survey and sell any lot in Brunswick not reserved for public use, the proceeds to be used for the erection and maintenance of an academy and for no other purpose. In 1796 a further enactment was made by the general assembly whereby the commissioners were authorized to rent or lease the commons and to sell lots which had reverted, the proceeds to go to the support of Glynn Academy. By successive acts of the legislature those provisions for deriving funds for educational purposes were confirmed.

For nearly a hundred years the educational interests of Brunswick and of Glynn County were vested in the board of trustees of Glynn County Academy. In 1873 the General Assembly of Georgia passed an act which provided that the control of the schools of Brunswick and of Glynn County should be transferred from the trustees of Glynn County Academy to a county board of education organized very nearly as it is to-day. This act was specifically recognized in the Georgia constitution of 1877, and the authority which the act granted the Glynn County board was expressly reserved. So it comes about that the school system of Glynn County is one of four pre-

constitutional county systems of the State (the other three being Richmond, Chatham, and Bibb Counties), all operating under special acts of the general assembly recognized by the State constitution of 1877.

1. ADOPT A SIMPLE COST ACCOUNTING SYSTEM OF RECORDS.

The school system of Glynn County is a business enterprise in one of its important aspects. A public business, quite as much as one of private character, should be administered on sound business principles. The head of a successful private business is never in any uncertainty or confusion about the essential facts of his business or about the state of his finances. The first step a good business man takes in organizing a business is to adopt a system of accounting which, aside from keeping an exact check upon receipts and expenditures, will tell him exactly what he needs to know about every department of his business. Without this information and this check, his judgments would be blind judgments.

The Glynn County board of education has a system of accounting, but it does not tell the things about the school business of Glynn County that the board of directors and the stockholders (the citizens) need to know. It is not a convenient system, for it requires work which is unnecessary. Neither does it provide a proper check, for the books of the various officials concerned will not balance with one another, in consequence of which the annual audit which the law requires has had to be postponed.

A PLAN DESCRIBED.

A simple yet adequate system would start with the order itself requiring that all expenditures beyond emergency matters of limited amount should be formally authorized by act of the board, after a careful estimate of the expense involved had been submitted. A formal order or requisition, giving the necessary detail, should thereupon be issued for every transaction without exception on blanks provided for the purpose. The original and a carbon copy should go to the contracting party, and a carbon copy should remain in the order book, on which should be entered the estimated cost. A cumulative aggregate of the estimated costs of all unpaid orders would enable the board to tell at a given time very nearly what its outstanding debts were.

When the order is filled or the contract completed, an itemized bill together with the original order should be filed with the clerk of the board and presented at its regular monthly meeting, whereupon, if approved, it should be ordered paid.

Payment should be made on a check in carbon duplicate, the original to be signed by the president of the board and the superintendent of schools. The check should carry on its face a brief statement of the transaction for which payment is being made; also the account to which it is to be posted on the clerk's books. The carbon duplicate remains in the clerk's hands. This signed check should then be presented to the custodian of the board's funds, either directly or by way of some bank, and paid. Once per month, or oftener if desired, the custodian should return the canceled checks to the clerk with a statement of the cash balance in the fund, who should file them for reference along with the itemized bills.

ACCOUNTING PLAN SHOULD SHOW DISTRIBUTED COSTS.

Such a plan, easily executed by an intelligent clerk, provides a complete check at every step through which a transaction passes and with a minimum amount of work; it also enables the board to know at a given time its cash balance and very closely the amount of its indebtedness. There is another important matter, however, about which a board of education should be fully informed, and that is the amount per child in average daily attendance, in every school under its jurisdiction, which the board is expending, expressed in terms of salaries, repairs to buildings, permanent equipment, supplies, fuel, etc.

By a simple arrangement of books, under the operation of the foregoing plan, the clerk can readily open an account with each school and charge to each, under the proper subdivision, each item when a warrant is drawn. From month to month, or at the close of any other period, the board can know how the children of a given school are faring in terms of money expended for their schooling. From the books kept in such manner also the annual financial reports desired for comparative purposes by the State superintendent of education and by the Federal bureau can quickly and accurately be compiled.

Such a plan could best be operated by appointing one of the banks the custodian of the board's funds, as the law permits. To employ an individual to serve as the board's treasurer, as now, under such a plan, would be a useless expenditure.

Fortunately, across the hall from the superintendent's office a simple and thoroughly adequate system of the character described has been introduced by the clerk of the county commissioners. It would be well for the board of education to employ him to introduce this plan, modified to suit the needs of the school department, and to instruct the board's clerk in its operation.

10 SCHOOLS OF BRUNSWICK AND OF GLYNN COUNTY, GA.

INFORMATION REQUIRED BY THE FEDERAL BUREAU OF EDUCATION.

The Federal Bureau of Education biennially calls for information concerning receipts and expenditures of all school systems of the country. It compiles the results, publishing tables and charts, which enables any system to compare itself in all such matters with other systems of the United States. Most systems are now keeping their books in a way such that it is easy therefrom to fill in the blank forms issued by the bureau. Brunswick and Glynn County should do likewise. For convenience the items called for in the report which all city systems are asked to make are listed below.

ITEMS CALLED FOR BY FEDERAL BUREAU OF EDUCATION IN REPORT OF CITY SCHOOL SYSTEMS.

A. RECEIPTS.

1. Income from permanent funds.....
2. Income from leases of school lands.....
3. Appropriations from general funds.....
4. Federal allotment for vocational education (paid through the State).....
5. From taxation (property, business, poll taxes, etc.), for all school purposes, including debt obligations.....
6. From other school districts for tuition.....
7. All other revenue receipts (fines and penalties, gifts, bequests, contribution, rents, interest, tuition fees from patrons only, etc.).....
Total revenue receipts (1-7, inclusive).....
8. Nonrevenue receipts:
 - (a) From loans and bond sales.....
 - (b) From sales of property and proceeds of insurance adjustments.....
 - (c) Other nonrevenue receipts.....
9. Balance on hand from previous school year (do not include in preceding totals).
Whole amount available for use during the year.....

B.—PAYMENTS.

ALL SCHOOLS.

I. Expenses of General Control (overhead charges).

10. School elections.....
11. Board of education and secretary's office.....
12. Finance offices and accounts.....
13. Offices in charge of buildings and supplies.....
14. Legal services.....
15. Operation and maintenance of office buildings.....
16. Superintendents of schools and their offices (cf. Item I, Part I).....
17. Enforcement of compulsory education, truancy laws, and census enumeration.....
18. Other expenses of general control.....
19. Total (10-18, inclusive).....

II. (A) Expenses of Instruction for Every Type of Day School in System.

20. Salaries of supervisors of grades and subjects (cf. Item 2, Part I).....
21. Other expenses of supervisors.....
22. Salaries of principals (cf. Item 3, Part I).....
23. Salaries of principals' clerks and assistants.....

24. Other expenses of principals' offices.....
25. Other expenses of supervision.....
26. Salaries of teachers:
- (a) Paid to men.....
- (b) Paid to women.....
27. Textbooks.....
28. Supplies used in instruction.....
29. Other expenses of instruction.....
30. Total for instruction—Day schools (20-29, inclusive).....

II. (B) Expenses of Instruction for Night Schools in System.

31. Salaries of supervisors of grades and subjects.....
32. Other expenses of supervisors.....
33. Salaries of principals.....
34. Salaries of principals' clerks and assistants.....
35. Other expenses of principals' offices.....
36. Other expenses of supervision.....
37. Salaries of teachers:
- (a) Paid to men.....
- (b) Paid to women.....
38. Textbooks.....
39. Supplies used in instruction.....
40. Other expenses of instruction.....
41. Total for instruction—Night schools (31-40, inclusive).....

III. Expenses of Operation of School Plant (all schools).

42. Wages of janitors and other employees.....
43. Fuel.....
44. Water.....
45. Light and power.....
46. Janitors' supplies.....
47. Other expenses of operation of school plant.....
48. Total for operation (42-47, inclusive).....

IV. Expenses of Maintenance of School Plant.

49. Repair of buildings and upkeep of grounds.....
50. Repair and replacement of equipment.....
51. Other expenses of maintenance of schools.....
52. Total for maintenance (49-51, inclusive).....

V. Expenses of Auxiliary Agencies and Sundry Activities.

53. Libraries (exclude books).....
54. Books for libraries.....
55. Promotion of health.....
56. Transportation of pupils.....
57. Care of children in institutions.....
58. Provision of lunches.....
59. Community lectures.....
60. Social centers.....
61. Recreation.....
62. Other auxiliary agencies and sundry activities.....
63. Payments to private schools.....
64. Payments to schools of other civil divisions.....
65. Total for auxiliary agencies (53-64, inclusive).....

VI. Expenses of Fixed Charges.

- 66. Pensions.....
- 67. Rent.....
- 68. Insurance.....
- 69. Taxes.....
- 70. Contributions, contingencies, etc.....
- 71. Total fixed charges (66-70, inclusive).....
- 72. Total current expenses (Items 19, 30, 41, 48, 52, 65, and 70).....

VII. Outlays (Capital Acquisition and Construction).

- 73. Land.....
- 74. New buildings.....
- 75. Alteration of old buildings.....
- 76. Equipment of new buildings and grounds, exclusive of replacements.....
- 77. Total outlays (73-76, inclusive).....

2. THE SUPERINTENDENT SHOULD KEEP IN ORDERLY AND SYSTEMATIC MANNER STATISTICAL INFORMATION CONCERNING SIGNIFICANT MATTERS RELATING TO THE SCHOOLS.

There are a number of things about the schools other than about the finances that the board, the superintendent, and the public need to know, if the schools are to be administered so that there will be a constant increase secured in their efficiency. In a school system that is steadily improving in the quality of its work one will find, among many others, that the following things are happening:

CHARACTERISTICS OF AN EFFICIENT SCHOOL SYSTEM.

1. From year to year the school system will enroll a larger percentage of the children of school age and will carry them further along in the grades before they drop out.
2. The number of over-age pupils and of pupils who are making slow progress through school will decrease.
3. There will be fewer and fewer failures in promotion and fewer who drop out of school because they become discouraged and disheartened in their work.
4. There will be much greater regularity in school attendance and fewer absences.
5. There will be a decrease in the number of pupils per teacher until a reasonable limit has been reached.
6. Teachers' qualifications will be advancing steadily, and the conditions under which they live and work will increasingly make for a more stabilized teaching force.
7. When pupils do leave school it will be known why, in the light of which the work of the schools will be shaped to better meet their needs.

8. Pupils will be followed up after they leave school in order to determine wherein their training could have been improved.

9. Information will be compiled systematically about what other school systems are doing in order that the system in question may profit by the experience of others elsewhere.

These are some of the things which characterize the system that is on the alert to improve. Statistical information, and information of nonstatistical character about the system necessary to this end, are secured in large school systems by a group of experts who give their whole time to compiling and interpreting such facts; in small systems this is handled by the superintendent through a carefully devised system of reports which he requires principals and teachers to file at stated intervals and which are tabulated and made available by a clerk working under his direction.

INFORMATION WHICH SHOULD BE IN THE SUPERINTENDENT'S OFFICE.

The office of the superintendent of Glynn County is completely lacking in any information which will enable anyone to form any conclusions whatsoever on these matters. It is impossible to compare the system as it now stands with what it was 10 years ago or even 2 years ago from any records anywhere to be found. No one can tell, therefore, whether the system has been steadily improving in efficiency or steadily declining. A private business that knows no more about itself than the records of the Glynn County school system tell about the vital matters affecting the schools would soon be on the rocks. The board of education should lose no time in authorizing the superintendent to inaugurate a system of simple records covering the foregoing elementary matters. Such records could well begin with the following:

1. The age-grade distribution of all pupils for each school and for the entire system, taken annually, from which can be determined facts about retardation and acceleration of pupils.
2. A table compiled annually showing how many children, in each grade and school and for the entire system, have attended school during the year for 100 days, for 110 days, for 120 days, for 130 days, and so on up to the full number of days school has been in session during the year.
3. A table showing the facts about promotions and failures in each grade and in each school of the system.
4. A table showing the number of pupils who have dropped out of each grade of each school before the term or year has closed and the reason for quitting given by the teachers.
5. A card catalogue of the graduates of the high school showing the important facts about the school history of each, where they go and what they do. Every graduate should be followed up as

long as possible, and from time to time significant facts recorded on his card.

6. A card catalogue of every teacher entering the system should be kept, showing training, experience, certification, and other facts of importance.

7. Charts should be kept showing the number of seats in every schoolroom in the system and the number of children assigned to each room. These charts should be revised two or three times each term, based on reports of teachers and principals.

8. The annual reports of the superintendents of many school systems should be secured, examined, and a card index compiled of references to those which the superintendent foresees may be of use at a later time in connection with some of his projects. The publications of the educational department of the State of Georgia and of the Federal Bureau of Education should likewise be filed and indexed for future reference. The leading educational journals should be at hand and either filed or their important articles clipped and preserved. In such manner the superintendent can quickly build up a body of useful material.

SUCH RECORDS EASILY KEPT.

Charts, tables, and records of the kind just enumerated are very easily kept, if the proper forms and filing devices be procured. In the publications referred to there is to be found a wealth of suggestion for each. In passing, it may be mentioned that the school department of Memphis, Tenn., has a particularly valuable system of report blanks which are filled out by teachers and principals and then filed with the superintendent. These cover many of the matters which every superintendent should have at all times in his office subject to call. One intelligent clerk in the superintendent's office can easily take care of all that Glynn County needs in this line in addition to having time for many other duties.

3. *APPOINT AN ATTENDANCE OFFICER ON FULL TIME AND REQUIRE HIM TO KEEP A CUMULATIVE SCHOOL CENSUS.*

Georgia has a compulsory attendance law which requires, under penalty, that all children between the ages of 8 and 14 shall attend school continuously for six months of each year, which period of attendance shall commence at the beginning of the first term of the school year. It provides also that each county and municipal board of education shall employ an attendance officer, this appointment to be made by the board under penalty of the loss of its share of State school funds. Except for the fact that the law should require attend-

ance for the full period during which school is in session, and except for the method it provides for the taking of a school census, this law is an excellent one.

DUTIES OF THE ATTENDANCE OFFICER.

There are at least three lines of activity to which an efficient attendance officer will be devoting his time and energies:

1. In visiting employers of school children, in following up the arrival and departure of families, in persuading individuals who think they must drop out of school to remain, in helping worthy and needy students to find work before and after school and during vacations, and in investigating the home conditions of children who are progressing badly in their work, or who may be suspected by the teachers of living in insanitary, impoverished, or immoral surroundings.

2. In establishing a contact between the school and welfare agencies in the community, such as charity workers, judges who try cases of juvenile delinquency, social-service organizations, police officials, and the local board of health.

3. In keeping a permanent record card of every child in the county of school age which should contain, besides other social data, the name, address, sex, age, race; whether attending public, private, or parochial school; the class in said school; the reason for not attending school, if not enrolled; if employed, where and how; together with a brief statement of his school history. Such cards should be made in duplicate, one copy to be retained by the officer in the superintendent's office and one filed with the principal of the school attended by the child. They can be grouped by families if thought desirable.

VALUE OF A CUMULATIVE CENSUS RECORD.

It is the business of the school to prevent illiteracy. With this in view, the law requires that all children between 8 and 14 shall be in school for a minimum period each year. Surely if the school is going to do the work that it is created expressly to do, it must know who these children are, where they live, and somewhat about the conditions under which they live; else, how can the school know whether it is doing its appointed work or not? A school census taken every five years, as required by Georgia law, is of little value unless it is supplemented by such a cumulative record.

A permanent card record of each child, however, always in the making, checked up if desired at intervals of two years or so by a house-to-house canvass, is of inestimable value. Furthermore, a tabulation of such records each year by blocks or by districts, indicating their location by putting pins of various colors in a map of the district, will give valuable information regarding the growth of the city or county, the direction the growth is taking, and the changing

and shifting character of the population—information that is essential if the board is to plan wisely far enough in advance to provide the necessary building accommodations by the time they are needed.

A TACTFUL AND THOROUGHLY COMPETENT ATTENDANCE OFFICER NEEDED.

The board should pay a salary large enough to secure a thoroughly competent person, preferably one who has had experience in social-service work and who commands the respect and confidence of the community; and a salary large enough, it may be added, to induce the right person to remain in the work for a period of years, for obviously in work of this character favorable acquaintanceship in the county is an important asset, and acquaintanceship is a matter of time. Above all, however, the appointment should not go to some broken-down politician or ex-policeman or to some one whose only claim to consideration is that he can not make a living in any other way. It is being found that women make good attendance officers, but here again, as everywhere, success turns upon personality, sincerity, earnestness of purpose, and special training.

The board of education of Glynn County can add greatly to the efficiency of the work of the schools by appointing such an officer and setting him about doing the things suggested in this report. The present arrangement in Glynn County, whereby the superintendent of schools is likewise the attendance officer, should be terminated as soon as possible, for clearly he has insufficient time to perform the duties herein outlined for an attendance officer and at the same time to do efficiently the work which properly falls to a county superintendent of schools.

THE NEED IN GLYNN COUNTY.

The need for an attendance officer who, in addition to other duties, shall compile the data already suggested is particularly apparent among the rural schools of Glynn County. It has been impossible to secure exact information concerning the enrollment and average daily attendance in the country schools, nor can it be determined with any degree of accuracy what proportion of those who ought to be in school are actually there. However, from observations made in each rural schoolroom, and from an examination of such teachers' registers for the school year 1918-19 as are available, it is clear that the attendance as compared with the school census and the number belonging in school is very low. It is also clear that those enrolled attend very irregularly.

Only one of the registers obtained contained any information concerning the reasons why the children left school. In general, the teachers did not know why their children quit, or else, when asked,

they gave reasons which seemed quite inadequate. In the one school in which this information was given the register showed that of 33 children enrolled 24 had dropped out at the end of three months. Of these, 10 left school to work on the farm, 9 because of sickness, and 5 moved. None returned to school during the remainder of the year. This may not be typical of all schools, but it indicates a serious condition, even if it occurs in only a few.

THE ATTENDANCE RECORD OF 77 CHILDREN.

The table which follows gives the attendance record for one year of 77 white children attending four country schools.

Attendance record of 77 children.

Days attended.	Number of children.	Days attended.	Number of children.
Less than 10.....	2	80 to 90.....	2
10 to 20.....	6	90 to 100.....	3
20 to 30.....	3	100 to 110.....	0
30 to 40.....	3	110 to 120.....	8
40 to 50.....	2	120 to 130.....	2
50 to 60.....	11	130 to 140.....	1
60 to 70.....	17		
70 to 80.....	17	Total.....	77

These figures show that more than half of the children (57 per cent) attended school fewer than 70 days, or 3½ months in the year, and nearly four-fifths (77.2 per cent) attended not more than 80 days or four months. The median time attended is 60 days, or three months. Comparing these country children with city children, in well administered city schools, who attend regularly the full 9½ months term usually prescribed, the country child in Glynn County would have to spend 21 years in order to accomplish what the city child who is regular in attendance accomplishes in 7 years. It is inevitable that, unless accurate and adequate means of ascertaining when children are in school and why they are not there, if absent, are employed, many children will attend irregularly or not at all.

All the data collected from the rural schools, including the age and grade tables and those showing the number enrolled in each grade, indicate that the attendance matter is serious. Many children leave school with only the meager education received in the first two or three grades. All of the problems which arise wholly or in part from irregular attendance and short school life are more difficult to solve in the country than in the city schools. For this reason preventive measures in rural schools are even more essential than in city schools. It is confidently believed that the appointment of an attendance officer as herein suggested, holding him

responsible, in cooperation with teachers and principals, for compiling accurate data relating to all these matters, will go far toward meeting this serious situation.

4. THE HOLDING POWER OF THE SCHOOLS IS LOW AND SHOULD BE INCREASED.

The general efficiency of the school system and the appreciation of the value of education and of the principles which underlie public school work are reflected in the success with which children of school age are kept in regular attendance continuously until the close of the school term and the school course. There is a tendency on the part of the school authorities and the community itself in both county and city to underestimate the importance of elementary education and of the necessity of extending school facilities to all the children. Back of the whole idea of public education is the principle that universal intelligence is essential to the preservation of ideals of democracy. It is because of the conception that the minimum essentials of education, at least, must be made common to all that compulsory attendance laws become necessary. The school board is morally and legally intrusted with the responsibility of furnishing elementary education and of enforcing the laws which insure that all children shall receive at least the minimum amount contemplated by the State. The elementary school is the most important part of the school system because it provides all the education that most of the children receive, and because it lays the foundation for high school and college work. It is essential, then, at whatever sacrifice, that the board shall take whatever steps are necessary in order that all of the children shall complete at least the six elementary grades.

COMPULSORY ATTENDANCE LAW SHOULD BE ENFORCED.

The study of the whole problem of school attendance shows a good deal of laxity on the part of school officials and of general indifference on the part of the citizens in Brunswick and Glynn County. There is no attendance officer for either, unless we consider as such the ex officio function performed by the county superintendent. These efforts scarcely extend outside the City of Brunswick. Even in the city they are not definitely connected with the children of school age who should be in school, but are confined largely to the children already enrolled. The census enumeration apparently plays very little part in the enforcement of the compulsory law. Hence, it concerns at best only regularity of attendance rather than universality. It is the business of the school system, once estab-

lished, to get and keep in school all those of school age who have not completed the courses furnished or who have not passed beyond the compulsory age limit.

In order to ascertain the success with which the system brings children into school, a comparison was made between the census enumeration and the enrollment. The census for the City of Brunswick shows that there are, between the ages of 6 and 18 years, 1,791 white and 1,723 colored children. The school membership at the close of the month of February was 907 white and 560 colored, or about 41 per cent of the total census enumeration.

These data indicate that the number of children of school age not in school is very large. The condition is especially serious because in Georgia the census age and the actual school age are practically the same. The fact that a large number of the census children are not enrolled in school leads one to expect an increased rate of illiteracy among those of school age for which there is no reasonable excuse, and for which the school system is responsible.

GREATER REGULARITY OF ATTENDANCE.

It is evident that enrollment is only part of the difficulty. When children are enrolled, they must attend school regularly, if they are to receive the advantages of an education, and they must remain in school throughout the full school year. To secure information of the kind referred to it is necessary to go back to the school year 1918-19. A complete record of attendance and enrollment for the Glynn grammar school for the year 1918-19 shows that the enrollment began at 617 and increased throughout the year to a maximum of 774. At the close of the school year there were 530 still belonging, a loss of 244. The average daily attendance at the close of the year was 448, a loss over that at the beginning of the year of 286. The average daily attendance during the year varied from 488 to 590 and is at its best during the first four months. Because complete and cumulative data are not kept in Brunswick, it is not possible to know how many of those lost during the school year were lost through illness or because they moved away. The loss is a large one and is probably not accounted for by necessity.

The above data are too general to show definitely just how much schooling the average child obtains or to indicate in any sense the regularity with which such a child attends school. In order to ascertain this more definitely, complete attendance records of 631 children for the school year were examined. The results are shown in the following table:

20 SCHOOLS OF BRUNSWICK AND OF GLYNN COUNTY, GA.

Actual number of days attended by 631 children in elementary grades of Brunswick.

Days attending.	Number of children.	Sums of children from the beginning.	Days attending.	Number of children.	Sums of children from the beginning.
5- 10.....	4	4	115-120.....	17	159
10- 20.....	14	18	120-125.....	27	186
20- 30.....	9	27	125-130.....	35	221
30- 40.....	13	40	130-135.....	48	269
40- 50.....	7	47	135-140.....	39	308
50- 60.....	4	51	140-145.....	57	365
60- 70.....	11	62	145-150.....	95	460
70- 80.....	13	75	150-155.....	105	565
80- 90.....	22	97	155-160.....	66	631
90-100.....	19	116	Total.....	631	
100-105.....	8	122			
105-110.....	10	132			
110-115.....	10	142			

Only actual enrollment was considered in this summary. All children who had moved away or who had been dropped because of illness or other good reasons were omitted as "excused." The data represent, then, the attendance record of the children who were or should be actual members of the school. The record shows that, of the total number considered, only 66 remained in-school throughout the complete term. The median time attended was seven months. A considerable number (75) remained in school fewer than 80 days, or 4 months. The school was closed for one month in December because of influenza. Aside from this, attendance seems very slightly influenced by that or any other epidemic, as the percentage of attendance based on membership is about the same throughout the term, and both diminished gradually and quite uniformly from the beginning to the end of the school year. The table shows that, while many children attend with reasonable regularity, a significant number are in school only a fraction of the term. It should be remembered in considering attendance that irregularity is not alone disastrous to the child directly affected because it results in his obtaining only a portion of the education which he should have, but it has a serious effect on the children who attend regularly. Those frequently absent demand special attention from the teacher, who must make some effort to preserve uniform progress. Children absent long enough to get behind in their grade must, to a considerable extent, retard the progress of the class as a whole.

The situation in the colored schools is similar but much worse. There were enrolled in the colored school, for the week of February 20, 560 children, or 32 per cent of the census list. The average daily attendance for the same week is 419, or about 24 per cent of the total children of school age.

HOLDING CHILDREN IN SCHOOL.

Some idea of the success with which the system holds children in school until they have completed the course may be obtained from the table which follows. This shows how many children are in attendance in each of the grades for every 100 enrolled in the first grade. Some falling off is, of course, normally to be expected. Comparison with similar data from other cities may be made from the data given in the table. It is noticeable that the falling off is heavy and also that it differs widely between the two schools in the city and between the city and country. In a well-organized system, reasonable uniformity of results should be expected. Certainly the wide difference observed in the two schools in Brunswick is an unfavorable indication. For example, for every 100 enrolled in the first grade, there are in the sixth grade in the Glynn School 70, in the Purvis School, 50. For the two schools, taken as a whole, 62. A similar difference is found by comparison between the enrollment of colored children in the city and country.

Number of children in each grade, based on 100 in the first grade, (1918-19).

Schools.	Grades.										
	1	2	3	4	5	6	7	8	9	10	11
Lisle, colored.....	100	72	67	45	31	17	6	5			
Colored, county.....	100	29	40	27	22	8	(1)				
Glynn.....	100	98	90	83	80	70					
Purvis.....	100	84	59	53	28	50					
Total white, Brunswick.....	100	90	78	72	70	62	37	44	34	21	12
White, county.....	100	55	45	40	67	45	39	14	7	3	2
Average of 30 cities ¹	100	88	77	75	70	63	52	43			
Columbia, S. C.....	100	100	78	71	59	51	47	41			
Expectancy survival ²	100	100	100	90	81	68	51	40	27	17	12

¹ Less than 1. ² Average of 30 cities of U. S. with a population of 10,000 or under. ³ Thorndike.

The majority of cities show a rapid falling off of enrollment at the end of the compulsory attendance period; that is, at about 14 years of age, or about at the close of the sixth grade. However, the cause of children leaving school in Brunswick and Glynn County is evidently not due to the fact that the compulsory period has ended, because the law is not enforced. The rapid decline from the first to the second grade in the county and the gradual decline throughout the grades in the city indicate a prevalent laxity concerning attendance; indifferent methods of instruction; lack of interest in the courses offered, and general ineffectiveness in the system. The very marked falling off of children as they pass through the grades in the rural schools indicates that something is radically wrong. It seems probable that only those children with exceptional opportunity or with special ability finish the upper grades or the high school. The great majority of children in the country are apparently satisfied with the very limited education offered in the first few grades.

PROGRESS THROUGH THE GRADES.

The rate of progress of children through the grades of the elementary school is an important factor in determining the efficiency of a school system and is closely related to the matter of attendance. In the future, complete records showing the age at entrance; promotion or non-promotion, with reasons for the latter, should be kept for each child as he progresses through the elementary grades. The following tables show the age-grade distribution for two white elementary schools in Brunswick and for the entire Brunswick system. For comparison a table showing similar facts for the Columbia (S. C.) system is also given.

Age-grade distribution of white children in the two elementary schools of Brunswick (1918-19).

Grades:	Under age.				Normal age.				Over age.			
	Glynn.		Purvis.		Glynn.		Purvis.		Glynn.		Purvis.	
	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.
1.....	3	2	0	0	97	88	41	60	11	9	28	40
2.....	0	0	0	0	80	73	33	50	28	27	32	50
3.....	4	4	1	2	68	68	18	42	28	28	21	50
4.....	2	2	0	0	49	53	21	64	41	45	13	36
5.....	1	1	2	3	58	66	27	50	29	33	25	47
6.....	8	10	1	3	54	70	22	64	15	20	12	31

Age-grade distribution for the entire Brunswick system (1918-19).

Grades:	Under age.				Normal age.				Over age.			
	White.		Colored.		White.		Colored.		White.		Colored.	
	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.
1.....	3	1	0	0	138	76	77	47	39	23	88	54
2.....	0	0	0	0	113	65	22	10	60	35	97	91
3.....	5	3	0	0	86	60	24	27	51	37	87	74
4.....	2	1	3	4	73	50	18	24	54	43	54	72
5.....	3	2	1	1	85	59	10	36	53	39	32	61
6.....	9	8			76	67	12	40	27	25	18	60

Age-grade distribution of Columbia (S. C.) white and negro children compared (1917).

Grades:	Under age.				Normal age.				Over age.			
	White.		Negro.		White.		Negro.		White.		Negro.	
	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.	No.	Perct.
1.....	55	9.5	121	17.9	422	73.1	280	41.4	100	17.4	275	40.7
2.....	75	14.5	9	3.0	323	62.5	100	33.3	119	23.0	191	63.9
3.....	36	7.3	17	6.0	331	66.9	98	34.0	128	25.8	173	60.0
4.....	34	7.8	21	10.3	272	58.2	52	25.5	152	33.0	131	64.2
5.....	21	6.1	6	3.5	210	60.9	45	28.3	114	33.0	120	70.2
6.....	9	3.2	8	4.5	183	66.3	44	40.0	84	30.9	61	55.9
7.....	27	12.2	1	1.2	441	63.7	29	34.9	61	21.3	65	63.9

OBSERVATIONS ON PRECEDING TABLES.

It is usually assumed that children enter the grades at the age of 6 and if they make normal progress complete one grade a year. The normal age for children in the first grade is 6 years; in the second, 7; in the third, 8; and so on. Children who are younger than the normal age are considered under-age, those who are above the normal age are classed as over-age. However, a two-year rather than a one-year span was used in the foregoing tables, so that normal age as here defined extends over a two-year period in each grade. Children who are 6 or 7 years old in the first grade are classed as "normal;" those who are 7 or 8 years old are "normal" for the second grade, and so on. The allowance is therefore liberal. The data given can not be interpreted literally. It is possible that a child old for his grade is really making normal or even rapid progress, since illness or late entrance may be accountable for over-ageness, or even lack of attendance. In the absence of complete records, it is impossible to make conclusive deductions. A few apparent conclusions seem justified.

1. The system does not get uniform results; the different schools are entirely unlike. The percentage of over-age children is higher in the Purvis than in the Glynn school. It is far greater in the country than in the city. The reasons for this should be studied carefully in order that proper and intelligent steps to remedy it may be taken. Complete records kept through a period of years are necessary for such a study.

2. While the percentage of children of normal age is not excessively low, there are surprisingly few children in the Brunswick schools young for their grades. The data given for comparison show this very plainly. This condition is probably due somewhat to irregular attendance; but other causes, class organization particularly, will need to receive attention and study in order that this condition may be relieved.

3. It is apparent that there are altogether too many overage children in the lower grades, and that there are a large number of children 2 years and more overage. This condition indicates the need of special classes and better grading.

All of which points the fact which has been brought out in other parts of this report that a system of recording these and other significant facts about the schools of Glynn County should be devised in order that an intelligent study of the progress of the system in efficiency may from time to time be made.

5. AMEND THE SPECIAL ACT UNDER WHICH THE SCHOOLS ARE CONTROLLED TO PROVIDE FOR AN ELECTIVE BOARD AND TO MAKE THE COUNTY A SINGLE TAXATION UNIT FOR SCHOOL PURPOSES.

Glynn County is one of four counties in the State of Georgia in which the public school system is governed by preconstitutional legislation. The other three are Richmond County, Chatham County, and Bibb County. The original act regulating public instruction in the County of Glynn was passed in 1873 and confirmed by the constitutional convention of 1877. The act, modified by later enactments, was consolidated and amended by the act of the general assembly of 1914, which sets forth the provisions under which the schools are now operating.

EXCELLENT FEATURES OF THE ACT.

This act as it now stands is so admirable that it might well serve in a number of important respects as a model for the State. It has taken advanced ground, for example, in providing for the appointment by the board of a county superintendent rather than making this a political office, as does the school code of the State, through requiring that he be elected by the people. This wise provision enables the board to go anywhere for a superintendent and should operate in the direction of getting persons specially trained for the work.

Moreover, the act wisely distinguishes between the legislative and judicial functions properly belonging to a board of education and the executive functions which should properly be delegated to appointees. To quote the act on this point:

Be it further enacted that it is the intention of this act to invest completely in the board of education the control and management of all the public schools of Glynn County. That the execution of their orders, rules, and regulations be performed by their official appointees and employees other than themselves * : * * .

In matters, too, of taxation for school maintenance this act has taken advanced ground for it provides that the county board of education shall fix the rate, thereby investing that body which knows most about the schools and their needs with the authority it requires to carry its plans for improvement into effect.

THE COUNTY SHOULD COMPRISE A SINGLE UNIT FOR SCHOOL TAXATION AND EXPENDITURE.

In an important particular, however, the act of 1914, under which Glynn County schools are operating, in the judgment of the Federal commission, should be amended, namely, in respect to its method of raising and expending taxes for school purposes.

As matters now stand, Glynn County has two taxation districts for school purposes, the City of Brunswick and that portion of the county outside the city limits of Brunswick. While the county board has jurisdiction over both districts, fixing within the statutory limits of 8 mills, in the one district, and 5 mills in the other, the tax rate for the schools, nevertheless, the act of 1914 requires that the taxes derived from each district shall be expended in the district from which they are collected. Although the act in limiting the taxation districts to two is in advance of the general school code of Georgia, which permits the forming of a number of local taxation districts within a county, yet the commission is convinced that Glynn County, in this matter, should go a step further and abolish all distinction between the City of Brunswick and the rural portion of the county in respect both to taxation and to expenditures for education.

A child living in the remote and isolated parts of Glynn County ought to have equal chance with the child living in the City of Brunswick for getting at least the minimum essentials of an education. Upon the rural resident, quite as much as upon the resident of the city, rests responsibility for shaping the policies of State and of Nation. It is quite as important that the school help the country child to determine where his tastes and aptitudes lay and to give him the training necessary for the development of these to the point where he becomes a worthy self-supporting member of society, making his contribution to its needs, as it is for the school to prepare city children for finding their place and work in the world. Obviously, a child living in Brobston, or Everett, or Zuta, sparsely settled places, as they are, with poor land values, is not going to have the educational advantages of a child living in Brunswick unless conditions are equalized in some way. Much can of course be done to improve opportunities through consolidating schools, transporting pupils, and securing better school organization, matters discussed in other parts of this report, but, in the end, all such matters rest back upon the financial support which can be secured.

INTERESTS OF BRUNSWICK AND OF ADJACENT COUNTRY IDENTICAL.

The interests of the City of Brunswick and of the country lying back of her are not different; they are identical. Never will Brunswick become the city which her geographical situation, her climate, and her remarkable natural harbor warrant until the country stretching all about her has been developed and settled. Thousands of acres of overflow land of inexhaustible fertility lie all about which if reclaimed and drained would be splendidly adapted to truck raising and intensive farming, providing an area capable of supporting an immense population. Furthermore, her proximity to the great

markets of the country by train and by vessel, coupled with the foregoing features, gives to Brunswick unusual agricultural possibilities. It is, then, of direct concern to Brunswick that the county of Glynn shall be given all the assistance possible along every line of progress. Moreover, in no activity, it should be added, is this more important than in the effort to provide good schools for the children of those who establish their homes in the county.

In the process of equalizing the educational opportunity for the country and city child the revision should be upward for both. Abolishing lines between the City of Brunswick and the county outside, permitting a flat school tax to be placed on the county as a whole, sufficient to make generous provision for all the children of the county, and permitting the board of education to distribute the income among the schools so that equal opportunity shall be given all, are surely of such importance that no further delay in securing the necessary authority through amending the 1914 act should be permitted.

6. THE SYSTEM NEEDS A STRONGER TEACHING STAFF AND MORE EFFECTIVE CLASSROOM WORK.

IN THE ELEMENTARY SCHOOLS OF BRUNSWICK.

The teachers in the City of Brunswick give, on the whole, an impression of dignity, pleasing personality, interest in their work and possibility for professional achievement. One is not impressed with any evidence of unity of purpose, of loyalty to the school or to the system, or of strong professional spirit in the teaching corps. Each teacher is concerned with her grade or room. With two exceptions, all of the elementary teachers had some experience before they were engaged in Brunswick and about half of them have been in the system from two to seven years. Ten are teaching for the first time in the system this year. As a whole they are reasonably well prepared. At least half have academic and professional training equivalent to graduation from a standard normal school. Two have no professional training beyond that obtained at one or two summer normal courses, following graduation from high school; one has completed a college course. The corps as a whole while not strong is reasonably well trained but shows the need of forceful leadership and of intelligent direction.

The discipline throughout the system, with a few exceptions, is unfortunate. The rooms are not well kept, papers are scattered about the floor, and dust covers storage boxes and fills the corners. Walls and ceilings which are unsightly in color and even unclean add to the gloom of buildings badly lighted. The stoves used to heat the rooms are rusty and unsightly. Storage closets and book-

cases are disorderly and dusty and there is a general lack of order and cleanliness in respect to the appearance of the rooms. Some notable exceptions in these matters, in both white and colored schools, should be noted, however.

In many rooms the children were noisy and restless and in instances, even in the upper grades, spoke without permission, waved their hands, snapped their fingers, and acted in quite an undisciplined and disorderly manner. In a few cases noted, children did not respond to correction either with good spirit or with quickness and definiteness. In many rooms there seemed to be no system concerning routine matters, such as passing papers, preparing for writing lessons, and the like. This results in much waste of time. Programs are posted in the rooms but not always followed.

Although the majority of the teachers have some professional training, they apparently ignore it and fall back into bad habits of teaching. The work in the classrooms is formal and indifferent in a number of cases. A few teachers show initiative and originality and freedom from textbook routine, but the majority are following a memorization process. There is no uniformity of procedure or evidence of team work or organization.

The teachers depend too much on home work, even in the lower grades. In several instances observed, when the children failed in their lessons, the teacher made no effort to help but merely suggested that they take home their books and study the lesson again. Too much home study is generally the recourse of inexperienced and untrained or unsupervised teachers. No directions or suggestions as to how to study were noted in any room. Assignments when heard were by pages or paragraphs. In many rooms the teacher called constantly on a few only, allowing them to do the work, while the others idled with little interest in the recitation. A good deal of reading and reciting in concert was heard in the lower grades. Enunciation and pronunciation and good expression were so bad in many rooms that it was not easy for an observer to understand what the children were reading.

The course of study as pursued seems to be in the minds of individual teachers and not in any tangible form. Not all teachers were following the same course. The organization of subject matter is chiefly that of the textbook used or is based on traditional practice as understood by the teacher. Several teachers did not know definitely what course was being followed. The frequency with which the visitor encounters classes in writing leads one to believe that a great deal of time is spent upon it, though the results obtained do not justify this.

Music, art, industrial and manual work, cooking, household arts, playground activities, and physical education are among the subjects

which seem almost entirely ignored. Such singing as was heard indicates that music is not taught in any systematic or organized way. It is apparently used to fill in time not otherwise planned for. The selections used are entirely unfitted to train children's ability to appreciate good music. There is no attention given to pitch, tone, or expression.

There is a marked dearth of illustrative material for teaching such subjects as history, geography, and reading. A few supplementary readers are supplied for the lower grades and the Carpenter Geographical Readers in the upper grades. Training in the use of a library and the ability to use source material or gather and organize information apparently receives no attention. As a whole the teaching may be said to be chiefly on the lower plane and given over to the memorizing of information found in the textbook rather than in training the children in the exercise of judgment and initiative.

IN THE BRUNSWICK HIGH SCHOOL.

The quality of the teaching work in the Brunswick High School is relatively on a higher level than in the grades. Indeed, an examination of the classroom practice in the high school discloses the fact that it compares very favorably with that of many high schools in other parts of the country which are larger and better equipped. The personality of the teachers is good. Their training for the most part has been quite all that can be expected of teachers in small schools, and in some instances it is quite superior to that ordinarily found among high-school teachers. The Brunswick High School faculty impressed the commission as being made up of men and women of superior personality.

The teaching load, however, is too heavy. Several teachers are teaching seven periods a day. This is too much for good work. The board should provide more teachers, thereby lightening the burden. This will express itself at once in greater efficiency. The work of the school also needs to be better coordinated than it now appears to be. As in the elementary schools each teacher seems to be working pretty largely along lines of her own planning. This, of course, within reasonable limits is commendable, but there is need in the Brunswick high school for more teamwork than is now apparent. This calls for leadership either by the superintendent or by the high-school principal or both. In the event the principal is held responsible for policies in the high school he should be granted sufficient time free from teaching to enable him to visit the teachers in their work and to advise with them individually and collectively as to details.

TEACHING IN THE RURAL SCHOOLS.

While the classroom work in the elementary grades of the city is not satisfactory, that in the country schools is worse. The staff of teachers is less permanent, not so well trained, and less promising in respect to possibilities. Better salaries and living conditions in the city result in attracting teachers of good personality, ability, and training. In fact, the selection of teachers for rural schools seems based on the applicant's ability to accept the small salary offered and to find a living place under disadvantageous circumstances. The salaries are low and run from month to month only. The term, while uncertain in length, is short at best. The board does not contract with teachers for a specified time, but it is understood that school is to continue as long as the attendance justifies it. Few teachers with ability and energy will accept such terms even if salaries were higher and living places more acceptable. Negligence concerning the education of children on the part of school boards and patrons is reflected in the children and their attitude toward school. The vicious circle of irresponsibility toward education will probably continue until conditions are improved.

All but two of the teachers in the country are teaching for the first time in their present positions. Only two have the minimum training required of applicants in the city and a few have no certificates.

Of the teaching there is little to say. It is the textbook memorization process poorly done. Classes are too many and too small—some of one pupil only. Sometimes there are several pupils doing the work of one grade a few pages apart in the reader or arithmetic or geography. Little attempt at careful grading has been made. Generally there are no schedules regularly followed. Teachers had no programs, or kept them at home or had not yet made one, though the visits were made in December. Many teachers had not thought about and did not know the number of recitations heard daily. After stopping to count them the observer found that the number varied from 16 to 38. No thought had been given to the distribution of the teacher's time among classes or subjects. The organization of material given in the textbook takes the place of a course of study. Either because of lack of ability or indifference, no efforts have been made for better organization of one-teacher schools through combination or alternation of classes. When teachers have no regular programs but merely hear recitations as they happen to remember them, using for this purpose from 5 to 30 minutes, they sometimes give entirely too much time to certain classes or subjects and not enough to others. The result is chaotic. Only by accident can children get an education worth having.

The teachers of the rural schools ought to be more carefully selected. Only those of superior ability and training can successfully meet the difficult problems presented in the small rural school. They should be engaged for a definite period of nine months and the board should see that children attend during this time. The salaries of rural teachers should be based on the wage scale adopted, with a possible bonus in order to secure the best teachers where they are most needed. This plan is successfully followed elsewhere, for example, in Baltimore County, Md. In addition, provision must be made for living places. Cottages for the teachers should be erected at the consolidated schools. When this arrangement is not possible, other provisions should be made by the board, even if it is necessary to build a room or erect a portable cottage near enough to some convenient farmhouse for safety and protection where the teacher can be boarded or can board herself.

TEACHING IN COLORED RURAL SCHOOLS.

The teachers in the colored rural schools of the county, with a very few exceptions, have not themselves had the advantage of any education in advance of the grades they are trying to teach. Many of them have no certificates. Even the missionary spirit, so often found among Negro teachers in other communities, partially compensating for lack of education, is not in evidence here. All that can be said is that a few are making the best of very unfavorable circumstances. Most of the rooms are clean. There is, however, absolute lack of equipment. No usable blackboards, globes, maps, or supplementary books were seen and even desks are not supplied in many cases. The teachers are paid but \$30 a month for an indefinite term, not more than five or six months. One can not but feel that this pitiable makeshift merely serves as an excuse that schooling is provided. Unless teachers with better training and education and some of the qualities of leadership are secured for the colored schools, the children would be about as well off if engaged in some useful work at their homes. Mere literacy may be obtained in such schools as are now furnished, but nothing more can be expected, and unless more attention is given to enrolling the children of school age for a reasonable term even this will not be accomplished.

ADEQUATE SUPERVISION SHOULD BE PROVIDED FOR CITY AND COUNTRY SCHOOLS.

Many of the improvements suggested in teaching methods and organization of a teaching corps can be secured only by an adequate supervisory force. At present upon the superintendent is placed the sole responsibility for all administrative and supervisory duties—too much for one individual. Moreover, certain special lines of

work require specialized training. Teachers can be properly trained and directed only by persons definitely equipped for this work. So far, the schools of the city and country have ignored the newer subjects of the curriculum in the elementary schools. These can be taught by the regular teachers, if they are properly selected and supervised. Primary work, reading, and phonics are among the subjects poorly taught. It must be remembered that the foundation for future education is laid in the lower grades where the tool subjects are given and habits of work and study are formed. These grades are of the utmost importance. If poor teaching must be endured, it would better be in the upper grades where the children are less dependent on the guidance of the teacher.

The commission has carefully considered the supervisory needs of the city and county and the following represents the minimum force necessary to achieve results: First, a primary supervisor to have charge of the work of the first four grades. This supervisor should be well trained and experienced and able to direct all of the work of these grades, including play activities, physical education, music, art, and handwork. In order that the benefits of supervision may be extended to the rural schools, the board should engage a chauffeur so that all supervisors may visit the country schools often enough to direct the work in them.

Second, a supervisor of home economics should be employed. With the assistance of such a supervisor one teacher employed in Brunswick would be able to take care of the work in the fifth and sixth grades in addition to that now given in the upper grades. This would leave the supervisor free to spend a good deal of time in the country until the work is established and a course adjusted to rural needs worked out. The committee has in mind that this course should make provision for boys as well as for girls and should be a study of foods, home keeping and home education; the preparation of the school lunch; and the direction of home gardening and poultry raising. Plain sewing could be given in alternate years, in substitution for one of the foregoing subjects.

If the board of education feels that the expense of such a supervisor is too great at the present time, the commission suggests as a temporary arrangement that home economics in the rural schools be taught by the regular teachers in cooperation with the county home demonstration agent. Under such a plan the work could be closely correlated with the club work in poultry raising and with other home projects supervised by the demonstration agent. If this plan were adopted for the county schools, classes and courses in Brunswick should be reorganized and extended so as to offer the home-keeping subjects to the girls of the fifth and sixth grades. No additional teacher is necessary in order to do this.

Third, a grade supervisor should be engaged whose duties in the upper grades would correspond to those suggested for the primary supervisor. For the present these may be performed by the county superintendent with the assistance of three of the regular teachers from the elementary or high school grades preferably those working with the departmental plan, in order that the time schedule may be properly arranged. When the teaching staff is engaged the board should select one teacher, who, in addition to the regular subject taught, which may, for example, be science in the high school, should have charge of athletics in the high school and direct physical education above the fourth grade. Another teacher should be selected who has specialized in the fine and industrial arts and another who is prepared to direct music. This work can be done in addition to teaching the regular subjects under the departmental plan. All good teacher-training institutions prepare such teachers, and the board can secure them without great additional expense. This is suggested as one method of providing supervisory instruction in the newer subjects without too great an expenditure of funds. When the people appreciate the value of instruction of this kind they will willingly pay for special supervisors.

It is expected of course that all this supervision will extend to the rural schools as well as to the schools of Brunswick. It will be necessary to pay salaries high enough to secure for the positions persons with ability to inspire and organize a teaching force as well as to direct the work. Supervision, especially when it extends over a wide extent of territory, can not be done wholly through visits. The supervisor must depend on teachers' meetings, circular letters and opportunity for observation. Work of this nature means the ability to lead teachers as well as to teach children. It is expected also that colored schools should have the benefit of such supervision as well as the white schools.

PROVISION SHOULD BE MADE FOR IMPROVING TEACHERS WHILE IN THE SERVICE.

The methods pursued in the classroom, the attitude of the teachers, and the general tone of the system show the need of a plan for continued professional training for teachers while in service. This does not mean any abatement or remission of standard requirements covering the education and the training of the teachers employed. It merely means keeping the staff up to the highest pitch of efficiency through continued professional growth. Teachers should keep informed on advanced ideas in education, they should be abreast of progress in methods and ideals and be familiar with the literature of the profession to be found in the best books and magazines. This work should be directed in a systematic way by the superintendent

and supervisors. In this way a good corps of teachers is constantly made better and a corps of mediocre ability raised to a higher degree of efficiency.

PROVISION FOR SUBSTITUTE TEACHERS.

In a system the size of Glynn County definite provision must be made for substitutes when regular teachers are ill or absent for other unavoidable reasons. The present practice of providing for vacancies by putting the room in charge of high school girls or other inexperienced persons is an injustice to the children. Good work can not be expected. Regular substitute teachers of maturity and experience are needed. The work is more difficult in discipline and methods of teaching than that which falls to the regular teacher. Moreover, all teachers occasionally need visiting days, in order to become familiar with the best things being done by other teachers in the system, or other systems not too far removed. In addition to the regular staff, then, the board should engage at least one teacher who should substitute when necessary, take charge of rooms on appointed dates while regular teachers visit and observe the work of others, and give demonstration lessons in advanced ideas and methods for the benefit of the teachers on the regular staff.

7. A NEW COURSE OF STUDY SHOULD BE PREPARED FOR THE SCHOOLS.

Frequent reference has been made in the discussion of other topics to deficiencies in the courses of study followed in Glynn County and Brunswick. There is, at present, no authorized course of study for all grades and schools. The commission found much diversity of procedure as to methods and content. Exact uniformity is not desirable, but certain minimum results should be expected of all grades. There is, for example, no justification for the fact that the commission found pupils in one room getting better results in spelling, reading, and general training than those of another room in the same grade. Such conditions indicate that children of the system are not being provided with equal opportunities in school. It is not essential or desirable that children in any one grade in several schools should be reading the same lesson or considering the same topics in geography or history at a given time. It is desirable that the required minimum be accomplished in the same grade in all rooms and in all schools. The course of study should be a guide to the teacher in respect to the amount of work to be accomplished in a given time. It should suggest good methods of teaching, set standards of accomplishment, and promote enough uniformity to assure minimum results in all grades and classrooms.

CONTENT OF THE COURSE OF STUDY.

The commission is of the opinion that the schools should be organized on the 6-3-3 plan and the course of study formulated with this in view. The necessity of broadening the scope of school work by adding new subjects has been pointed out elsewhere in this report and the means of making provision for their introduction and supervision suggested. The course of study should be worked out by the supervisory and teaching corps under the general direction of the superintendent. Tentative outlines, made by committees of teachers in conference, should be tried out in the classroom and made as perfect as possible before adoption. In this way a course definitely adapted to the needs of the county and city system would be secured. The State course of study furnishes a good basis for work and may be used as a point of departure. The commission would suggest that as a first step the State course be adopted and that it be later modified in the light of the experience gained in its use. Many excellent suggestions are found in it. It should not be used without modification and free supplementation in order to give more detailed suggestions and to make adaptations to local conditions. The new course should provide for music, the fine and industrial arts, agriculture and nature study, home economics, community civics, hygiene, and recreation. It should also provide for correlating the subjects of the curriculum by organizing around large topics or projects or suggesting means for doing this. It is better to present the work of the grade for a stated period or time or until a certain topic or project is completed than to present separate outlines for each subject.

OBSERVATIONS ON ORGANIZATION.

Observation of the children and the examination of the papers handed in in Brunswick and experience with other schools convince the commission that there are some children in the regular classes who are not mentally capable of doing the work of the grade to which they are assigned. No definite study of the number of these was made. Probably one ungraded room is needed, where their special needs can be studied and work adapted to their ability given. They may then advance as rapidly as possible without hampering the progress of the normal children.

When the new organization is effected the two-session plan with noon intermission should be adopted for all grades. The length of the school day decided upon will depend upon various conditions; for example, the adoption or rejection of the work-study-play plan. In any case, however, the present combination of the one and two session plans is not satisfactory. With the adoption of the enriched curriculum recommended, the variety of activities necessary to carry

out the program will require a full day for all grades. The course of study should provide definitely for proper distribution of the time of children and teachers.

THE COURSE OF STUDY IN THE HIGH SCHOOL

Free election of high school subjects to the degree permitted in the Glynn high school is not desirable. It is better to prescribe a core of work for alternative courses with some opportunity for election of subjects within the group selected. In this respect the suggestions offered by the high school division of the State department of Georgia are well considered and should be carefully examined before substitutions and changes are introduced. Doubtless some modification of the suggestive course is desirable the better to adapt it to local needs and ideas, but in general its salient features are sound. It could well function more than it now does as a guide to the work of the Glynn high school.

While the essentials are the same in the city and the country (and the length of terms should be also) the organization of classes in two, three, and four teacher schools will necessitate definite adaptation of the course to suit these conditions. Different methods of approach and presentation are necessary, based on the experiences and environment of rural children. These adjustments should be made under the direction of the supervisors and tried out in the classroom as previously suggested. The one-teacher schools should not attempt more than five or six grades, preferably five. The consolidated schools might well include one or two years of junior high school work, provided there are more than two teachers. The last year of junior high and all senior high school classes should be given in the county high school at Brunswick.

The organization of classes and the course of study itself should recognize the varying abilities of children and make provision for at least three groups:

(a) Children of average ability who will complete the normal requirements of one grade a year.

(b) Those who can not do so much and fall behind the class average but who can be expected to complete the essentials if confined to them.

(c) Those who are of more than average ability. Some of these may be able to make more than one grade a year. Others can not go so fast but find the work of the average group too easy.

In the lower grades there may be separate rooms for each group. In the upper grades the three groups may be in one room. The course of study should be so arranged as to supply teachers with directions concerning the amount of subject matter and the most essential

topics to be covered by each group. This arrangement will enable teachers to deal with children more nearly according to their individual abilities.

8. THE SCHOOLS OF BRUNSWICK AND OF GLYNN COUNTY SUFFER BECAUSE OF INADEQUATE FINANCIAL SUPPORT.

THE PER CAPITA SCHOOL EXPENDITURE IN BRUNSWICK.

Brunswick falls into that group of cities having a population ranging from 10,000 to 30,000. It will be of interest to see how Brunswick's expenditure for school maintenance compares with the expenditure for the same items among typical cities of her population group. The reports for the year 1917-18 are taken, for these are the latest reports available. The following table shows the facts based upon returns made to the Federal Bureau of Education:

Expenditure for current school expenses, per capita of children in average daily attendance, 1917-18.

Cities.	Current expenses.	Average daily attendance.	Average per capita expenditure.
Alabama:			
Anniston.....	238,572	2,410	\$16.00
Bessemer.....	59,802	2,524	23.70
Gadsden.....	31,844	1,768	19.70
Selma.....	44,843	1,710	26.23
Total.....	375,061	8,412	21.17
California:			
Alameda.....	248,815	4,067	61.13
Bakersfield.....	128,485	2,968	46.65
Eureka.....	123,483	2,074	59.54
Fresno.....	401,305	7,315	54.85
Long Beach.....	403,280	6,183	65.22
Pomona.....	180,802	2,310	78.27
Redlands.....	125,873	1,637	76.89
Riverside.....	211,485	3,053	69.27
San Jose.....	327,778	5,413	60.55
Stockton.....	365,833	5,212	70.19
Total.....	2,526,940	40,232	62.80
Georgia:			
Athens.....	68,707	2,120	32.45
Brunswick.....	39,180	1,574	24.90
Columbus.....	103,000	3,621	28.61
Rome.....	41,577	1,822	22.82
Waycross.....	48,012	1,945	24.67
Total.....	301,176	11,082	27.17
Louisiana:			
Alexandria.....	55,110	1,811	30.43
Baton Rouge.....	41,761	1,394	29.96
Lake Charles.....	55,110	1,811	30.43
Monroe.....	41,761	1,764	23.67
Shreveport.....	100,915	4,431	22.77
Total.....	294,660	11,211	26.28
North Carolina:			
Asheville.....	111,522	4,310	25.89
Durham.....	93,751	2,729	32.00
Greensboro.....	71,925	2,486	29.33
Raleigh.....	91,951	3,286	27.99
Wilmington.....	74,229	2,973	25.07
Winston-Salem.....	96,009	4,098	23.44
Total.....	549,387	17,802	30.86

*Expenditure for current school expenses, per capita of children in average daily attendance.
1917-18—Continued.*

Cities.	Current expenses.	Average daily attendance.	Average per capita expenditure.
South Carolina:			
Columbia.....	\$102,912	\$4,223	\$24.60
Greenville.....	60,121	3,228	18.62
Spartanburg.....	60,321	3,228	18.68
Total.....	223,354	10,679	20.91
Virginia:			
Alexandria.....	41,914	1,976	21.21
Danville.....	76,025	3,318	22.91
Lynchburg.....	143,713	4,452	32.28
Newport News.....	102,912	3,321	30.98
Petersburg.....	102,912	4,096	25.12
Staunton.....	34,117	1,134	30.08
Total.....	501,593	18,297	27.41

From the foregoing table the following facts are obvious:

1. Brunswick's expenditure was below that of Athens and Columbus in her own State and considerably below the average for the cities of her group in Georgia.

2. She is above the average of cities of her group in Alabama and South Carolina, but below that of similar cities in Louisiana, North Carolina, and Virginia.

3. Her expenditure was only about 38 per cent of the average expenditure of cities of her group in California.

THE QUALITY OF EDUCATION OFFERED.

In order that the board might keep within these financial limits, it has been necessary to deny the children all but the cheapest kind of educational opportunity.

An education limited in the elementary grades to reading, writing, arithmetic, history, geography, and spelling is the cheapest type of education which can be offered for instruction in these subjects. It can be given by teachers without special technical training; in classes which are of a size limited only by the capacity of the classrooms; and with a minimum of equipment relatively inexpensive in quality. When a program of enriching school opportunities by introducing training in music, art, handwork, cookery, sewing, and household arts, manual training and industrial work, and providing for the needs of exceptional children is entered upon, classes must be made smaller, teachers with a more specialized training must be obtained, and a better and more expensive equipment must be secured. In short, whenever a board is unable to expend more than \$25 per child per year on his education one invariably finds such education limited to the conventional school subjects. And so in Brunswick and Glynn County educational opportunity for the elementary school

child is limited to a training which secures but little more than mere literacy.

While a generation ago this was all the schools attempted or thought within their proper province, nevertheless, it is now clear that owing to the shift in the nature and character of our life the school must increasingly assume a larger share and responsibility in the education of our youth. There is a growing conception to which the school is increasingly responding that the true educational process does not consist in the accumulation of encyclopedic knowledge; that it is not effected from without inward; that it is not achieved by the imposition of authority but that it is based, rather, upon the pupil's individual activity; upon personal investigation and observation; upon forming judgments, reaching tentative conclusions, and testing out and checking up hypotheses. The school's business from the standpoint of this conception is to provide the opportunity, the leadership, and the coordinating influence without which the pupil's activity would be completely lacking in organization, having no objective, and, in consequence, valueless. It is needless to remark that work of such character can never be accomplished with any success under the conditions in which our overcrowded, inadequately supported, understaffed, poorly equipped schools are working.

So, too, with high school education—the cheapest type of education—the type requiring the least outlay for equipment, for teaching staff, for housing facilities, requiring the least adaptation to individual needs, is the type comprised in the conventional college preparatory education. The Brunswick high school (Glynn Academy) has gone a step beyond this, however, for a course leading to business activities of a commercial type has been introduced; so, also, there is being organized a course for girls in household arts. It should also be added that in the bond call for \$250,000 just passed upon favorably by the people provision is made for a memorial high school which shall give special attention to the vocational arts. To this extent high-school instruction in Glynn County is responding to the modern movement toward providing richer educational opportunities for the young people. To extend such work beyond the present beginnings, however, a considerable increase in maintenance is needed, it is obvious.

TEACHERS' SALARIES TOO LOW.

Moreover, to keep within the average per capita school expenditure of \$25 it has been necessary to ask teachers to work at salaries which under present conditions are below a living wage. The annual salaries of white teachers in the elementary schools of Brunswick range from \$720 to \$775 with an average of about \$750; with the white teachers in the high school the range is higher, running among the

women from \$900 to about \$1,200. In the rural schools salaries are lower, ranging from \$50 to \$70 per month for white teachers and for a six-months' term in several instances. The colored teachers in both city and country get much less, their average in the city being about \$450 for a nine-months' term, while in the country the prevailing salary of colored teachers is \$30 per month for a term usually not longer than six months.

Board, room, fuel, and laundry cost the teacher who lives in Brunswick \$50 to \$60 per month. The teacher who receives the average salary paid of \$750 has from \$210 to \$300 left after the cost of eating and sleeping for nine months has been deducted. Out of this margin she must live during the remaining three months of the year; provide her clothing for the entire year; pay for her amusements, her dentist bills, her insurance, and her church contributions; lay by a percentage for the "rainy day"; improve herself professionally through attending summer normals, through the purchase of books and magazines, and through travel; and, in many instances, in addition, she must contribute to the support of dependents. It is clear that as matters now stand, on a yearly margin of from \$200 to \$300, the teacher is faced with an impossible task. In consequence of this inability to meet even the minimum essentials of such a need, so many teachers have left the classrooms to enter other lines of activity offering a more ample margin than the country is now literally facing a teacher famine.

A first step of practical character which the board of education of Glynn County could well take in meeting this situation would be that of extending the present monthly payments, now 9 in the city of Brunswick, to 12. If this were done, teachers now receiving \$720 annually would be increased to \$960, those now getting \$765 would receive \$1,020, and others in like proportion. The terms of rural schools should be increased to nine months and the salaries of teachers increased in a manner similar to that suggested for city teachers. Even this advance, though it would mean an immediate increase of about 33½ per cent in salaries, is not sufficient as a permanent schedule. Neither, it should be said, would a flat advance of such character give the needed opportunity for recognizing special merit in terms of increased salary. In turn, for such salary increase, it would be entirely fitting for the board to require teachers to take work from time to time at summer normal schools or in other ways giving evidence of professional and academic growth.

Every one knows that some teachers in a department are worth much more than others, and every one knows, too, that this worth is not dependent upon length of service. The present plan upon which the salaries of Glynn County teachers are based offers no inducement for special industry or for sustained effort to secure self-

improvement, for the teacher who does just enough to escape dismissal gets quite as much as does the teacher whose heart is in her work. Again, there is a strong tendency among teachers as among all workers on salary, when middle age is reached and the maximum salary is attained, to permit the desire for a comfortable, easy-going life berth to outweigh the ambition for a steadily increasing personal efficiency which can be gotten only at the expense of hard work and many denials of personal pleasure. A salary schedule should be so planned that not only can individual merit be recognized but self-improvement encouraged as well. The schedule which follows is designed to meet these conditions. Under present living costs it offers no larger remuneration to teachers than they ought to have. It is suggested as a goal which the Glynn County board should earnestly seek to reach at the earliest possible moment.

A proposed salary schedule.

Teachers.	Length of time of appointment.	Salary schedule for each group.				Yearly salary increase.	Year in which group maximum can be reached.
		Elementary.		High school.			
		Minimum.	Maximum.	Minimum.	Maximum.		
1. One-year teachers (probationary for 3 years).....	1	\$1,000	\$1,150	\$1,200	\$1,350	\$75	Third.
2. Three-year teachers.....	3	1,225	1,375	1,425	1,575	75	Third.
3. Five-year teachers.....	5	1,450	1,650	1,650	1,850	50	Fifth.
4. Permanent teachers.....	(¹)	1,700	2,000	1,900	2,200	50	Seventh.

¹ Until retired.

When the maximum of each group is reached the following alternative courses should be open to the board of education:

1. Termination of the contract (permissible each year in group No. 1).
2. Reappointment annually at the group maximum.
3. Promotion to the next higher group.

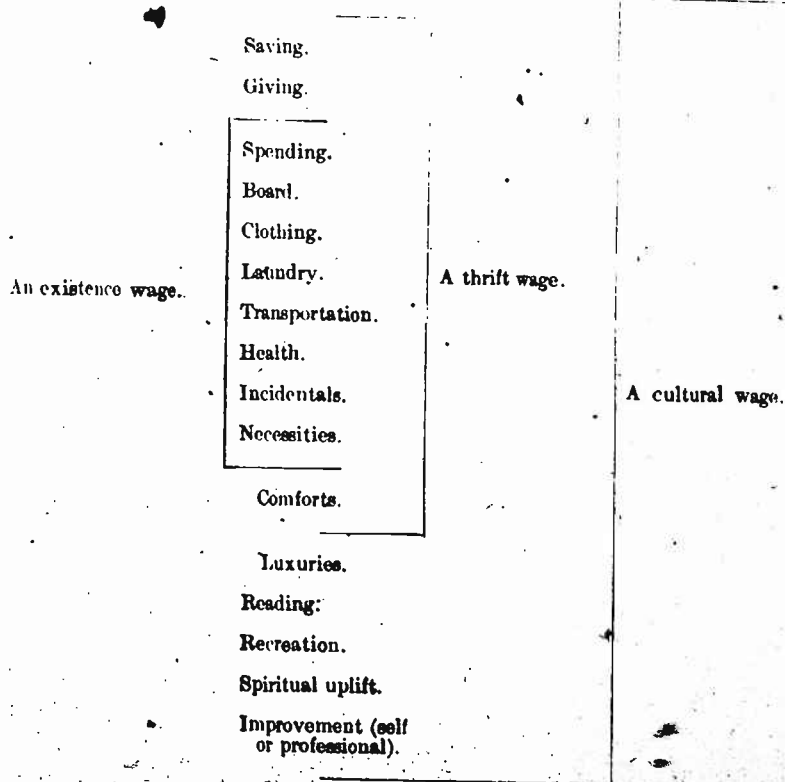
The promotion from group to group beyond that of the three-year teachers should be granted only to those who have shown special merit and have given evidence of valuable professional study. To satisfy the latter condition, the board might require the candidate for promotion to spend a year in study at some recognized college or university, or a year in teaching in some good school system in another part of the country, or perhaps a year in study and travel combined. In this connection a system of exchanging teachers might easily be established between Brunswick and other cities to their mutual advantage.

A schedule such as the one prepared would have teachers who enter the first group looked upon as being on a probationary status, subject to reelection each year for three years. Those who are rated as "successful" at the end of this period may be promoted to the group of three-year teachers, where they will advance automatically by \$75 increments for a period of three years. Those who are rated as "unsatisfactory" can in turn be continued from year to year at the maximum of the probationary group or dropped from the corps. When a teacher has reached the maximum of the "three-year" group, the board can then promote her to the "five-year" group if she has met the requirements demanded for promotion, reelect her from year to year at the maximum she has reached or dismiss her. And so when the maximum of the "five-year" group

is reached, the teacher who has won promotion by her success in the classroom and by her efforts at self-improvement can be made a member of the "permanent teacher" group where she will remain until she retires. If, in the judgment of the officials, a teacher has not merited this promotion, she can be retained for a time at the maximum salary granted to the group she is in or be dropped. In this manner an adjustment can be worked out between the teachers' proper desire for security of tenure and the board's proper desire to eliminate the teachers who do not continue to grow in efficiency. At the same time the teacher knows that efforts at self-improvement will find tangible reward in terms of salary increase.

In this connection the analysis of the teachers' needs made by the Massachusetts Teachers' Federation in a recent report will be of interest. The three possible types of wages discussed in the report were represented and defined as follows:

SALARY RECOMENDATIONS OF THE MASSACHUSETTS TEACHERS' FEDERATION.



An existence wage pays for those least fit to undertake the responsibility of teaching. Their minds are unenriched, and they are disheartened with worry about the future.

A thrift wage brings relief from worry, but leaves the mind and soul hungering for those things which a teacher best knows she must have in order to do her duty.

A culture wage includes the other two, and equips the teacher for greater usefulness in the school and in the community.

At a meeting of teachers representing all parts of Massachusetts the above budget was filled in according to the consensus of opinion of all present. The result was an estimate of \$1,382 for an existence wage, \$1,612 for a thrift wage, and \$1,812 for a cultural wage. Subsequent reports from various communities verified these figures as being a conservative estimate for a minimum.

THE SALARY OF NEGRO TEACHERS.

The salaries paid the Negro teachers are absurdly low, about \$450 per year of nine months in Brunswick and \$30 per month for about six months, in the country. With the Negro schools, as with the white, the board should be in a position to require increasingly higher qualifications of the teachers and also to have a larger number from which to make selection. This can not be done until salaries are increased.

As standards of education, professional training, and experience required of colored teachers are raised more nearly to approximate the requirements set for white teachers, as they indeed should be, more nearly also should the salary schedule of the former approximate that of the latter. Among colored schools, as among white schools, conditions should prevail which will draw to the schoolroom teachers of the highest ability and of the best training. Colored men and women should find in the profession of teaching children of their own race an opportunity for a career of dignity and of the highest usefulness.

THE SCHOOLS NEED A MORE LIBERAL EQUIPMENT.

Not only has the effort of the Glynn County board to hold to an average expenditure of \$25 per child made it necessary to limit the schools to a cheap type of education and to require the teachers to work for less than a living wage, but it has also made it necessary to ask the schools to conduct their work without the equipment necessary for securing efficient results.

Doubtless one reason why more oral-class discussion of lively character was not found either in the elementary schools or in the classes of high-school rank, though there were notable exceptions in both, is due to the pitiable lack of supplemental help, such as books, charts, maps, and illustrative material of various kinds which the modern school finds indispensable.

Without such enriching material the teacher is forced to depend entirely upon the textbooks which the pupils purchase. Now, a textbook because of its space limitations can be little more than an outline or a compendium of generalizations which its author has compiled. The mere memorization of these generalizations is of no educational value. The value comes in wisely guiding the child along the path the author took in reaching his generalizations and in showing the child some of the rich and interesting detail which the author had before him when he was occupied in writing his text. By having such concrete detail at hand and through the rough-and-tumble of an interested group discussion wherein the children themselves constantly raise the questions which their interest prompts, the wise teacher can make the abstract principles and formal statements of the text mean something. Such work is genuine teaching and its value is high, for thereby the child can be taught to attack a problem; how and where to secure data necessary to the forming of valid conclusions; how to compare and contrast statements; how to distinguish between the author's major point, his minor points, and the material which he employs to illustrate each; in short, thereby he can be taught how to study, and not only how to study while he is yet in school, but how to study for himself after he leaves school and begins his life work.

A library of books, then, which correlates with the subjects studied in the classroom should be accessible to every child in Brunswick. Much of the work of each child should be that of delving into the rich material which can be assembled to seek out facts pertaining to the subject in hand, bringing these into the classroom, and pooling them with similar contributions by other members. In doing this the pupil will become familiar with library methods, with card catalogues, with methods of finding material in magazine files, various encyclopedias and dictionaries, and how to use tables of contents and indexes. By so doing, not only is the child himself to a degree drawing his own generalizations from out the body of concrete detail which lies at hand (infinitely more valuable than memorizing an author's conclusions), but he is learning how, while he is yet in school, to employ the methods he must use when he gets out of school if he is ever to accomplish anything as a student.

In respect to such fund of accessible material the pupils in the schools of Brunswick are badly handicapped; far more so, in fact, than are children who attend rural schools in many of the isolated places of this country. The few books which are in the high school library are kept locked up, because no way has yet been worked out for preventing loss when the children are given access to them; only beginnings of libraries have been started in the elementary schools by parent-teachers' associations, while the board of education is too

hard pressed for funds in other directions to do much in the building up of such vital equipment. In instances in the high school and in certain classrooms in the grades, individual teachers, out of their own salaries, have purchased material of this character. A difference in the effectiveness of the work of such, as compared with those lacking such vitalizing and enriching material, is easily discernible.

A unique and highly commendable interest in the school affairs has been taken in recent years by the present president of the Glynn County board of education. He has personally gone about from school to school giving talks on birds, trees, insect life, and on interesting natural features of the region, illustrated by pictures and slides. It would be difficult to estimate the good that has resulted through these talks given by one who himself is a lover of nature and a student of the ways of wild things.

HIGH SCHOOL NEEDS WELL-EQUIPPED LIBRARY ROOM.

The teaching activities of a high school, in particular, should be made to center about the library, for in no other way can the pedagogical error be avoided of attempting to teach subjects instead of teaching how to study subjects. It is clear that in the limited time of a high school course, and with immature pupils who comprise the student personnel, no relatively complete mastery of any subject can be obtained. But a trail through the woods of each subject in the courses offered can be blazed, and the pupils can be taught how to use the tools which are indispensable to such work. Learning how to use a library—that is, learning how to use the tools of study—should be begun well down in the grades and continued throughout the entire school course. If pupils go through the elementary and high schools, as they are now doing, without gaining any first-hand acquaintanceship with library methods, nor any appreciation of the need or value of books in pursuing their studies, it is difficult to see how, when they graduate and settle down in the community as citizens, they will be any more interested in securing better library facilities provided for at public expense than is the present citizenship of Brunswick. The schools will not have done their rightful duty in the matter unless through the practical work of the classroom a demand for books is created so insistent as to lead to action.

A room convenient to the study hall of the high school should be set apart as a library room; a manual training department could equip it with tables, book racks, and filing cases for pictures and clippings. A teacher trained in library methods should be placed in charge; and a sufficient amount should be provided in the yearly budget to enable a good working aggregation of books adapted to the work of the classes to be quickly assembled. The invigorating influence of such an arrangement would be felt at once.

A working basis for such an allowance is suggested by Chancellor,¹ who has made a special study of the problems of school administration. His estimate of what a school department should do in this connection, together with his comment thereon, follows:

ESTIMATE OF A YEARLY ALLOWANCE FOR BOOKS AND SUPPLIES.

As with a household of highly educated people, so with a school, the tendency is steadily to increase the demand for funds to meet increasing needs. To desire things and services is to live in civilization. The following standard of allowances for books, general supplies, manual training, etc., is a reasonable minimum where a community means to have good schools. With experience, much larger sums can be well spent, and education will be correspondingly improved.

High school.

Books (per pupil).....	\$4 00
Manual training.....	10. 00
For science apparatus annually per class of 24 pupils.....	250. 00
For reference books per class of 24 pupils.....	50. 00
Stationery.....	1. 00
Incidentals.....	1. 00

Elementary schools.

<i>Grammar grades:</i>	
Books (per pupil).....	\$2. 00
Manual training.....	4. 00
Stationery.....	. 75
Incidentals.....	. 50
<i>Primary grades:</i>	
Books (per pupil).....	1. 00
Manual training.....	2. 00
Stationery.....	. 50
Incidentals.....	. 25
<i>Kindergarten:</i>	
All supplies (per pupil).....	1. 00

General.

For reference books per class of 42 pupils.....	\$20. 00
For library (class) per class.....	25. 00

9. THE ABILITY OF GLYNN COUNTY TO PROVIDE A LARGER MAINTENANCE INCOME FOR ITS SCHOOLS.

SOURCES OF INCOME.

The funds which support the schools of Brunswick and the funds used to maintain the schools of that part of Glynn County lying outside the limits of Brunswick, though administered by a single board of education (the county board), are kept separate and distinct, for the law provides that taxes for school purposes levied on property in Brunswick shall be expended within Brunswick and the funds derived

¹Chancellor, W. E. Our schools, their administration and supervision. (1908). P. 283.

from the country outside shall be used exclusively for the schools outside of Brunswick. Under the Georgia school code the voters of a given taxation unit may by a two-thirds vote authorize the board of education to levy a tax for school purposes at any rate they deem wise not to exceed 5 mills on each dollar of assessed valuation. This authority was granted the Glynn County board; in addition, the board was empowered to levy an additional 3 mills on the property of Brunswick through the settlement of a long-standing controversy over the town commons, originally a tract of 1,000 acres of English crown lands set apart for the support of education. In the settlement it was agreed that, upon the relinquishment by the board of education of all claim to title (much of the land is now at the heart of Brunswick), the city would grant the board the authority to levy a tax for the support of the schools of the city not to exceed 3 mills. In consequence, then, of this settlement and of the authority vested in the board by formal action of the people the board has the right to levy a tax on Brunswick property up to 8 mills and on the county outside of Brunswick up to 5 mills. In addition, under the act of 1885, a tax of three-eighths of a mill is levied on all property in the county but is prorated between the schools of the city and those of the county on the basis of the number of school census children living in each respectively. Then, in addition to these local taxes, the county receives its proportion of the State school fund, a proportion based on the school census, which is prorated between the schools of Brunswick and those outside of Brunswick, in turn, on the basis of the school census. This amounted to about \$4 per census child in 1919.

The following table gives a summary of the school income for the year 1919:

Receipts for school maintenance, 1919.

Sources.	City.	County.
From State fund (prorated on basis of school census).....	\$12,978.14	\$6,942.66
From 4-mill tax on entire county (prorated on basis of school census).....	2,643.44	1,421.66
From 3-mill tax (on county outside city).....	18.99	9,543.03
From 3½-mill tax (on city only).....	36,613.11	
From miscellaneous sources.....	1,266.64	257.45
Total	53,520.32	18,164.70

FINANCIAL SUPPORT.

Expenditures for school maintenance, 1919.

Purposes.	City.	County.
General salaries (prorated).....	\$78.95	\$1.05
Salaries of superintendent and superintendent's clerk (prorated).....	3,375.00	925.00
Salaries of white teachers.....	32,800.12	7,527.15
Salaries of colored teachers.....	4,111.25	2,808.50
Supplies.....	2,290.85	243.57
Freight and drayage.....	155.80	
Sanitation.....	288.49	
Repairs.....	2,000.26	346.08
Fuel.....	932.55	
Insurance.....	800.33	225.00
Interest.....	516.67	
Office expenses.....	630.50	
Janitors.....	1,924.79	
Miscellaneous.....	4,134.09	886.11
Community school.....		3,352.22
Total.....	54,051.65	16,314.08

THE PROPORTIONATE AMOUNT WHICH BRUNSWICK EXPENDS ON HER SCHOOLS.

In 1919 Brunswick expended the following amounts for the maintenance of her several activities:

Brunswick's expenditures, 1919.

Purposes.	Amount.
General government.....	\$13,806.29
Police department.....	20,238.71
Fire department.....	28,440.95
Health and sanitation.....	33,372.75
Public works department.....	37,935.14
Charities and hospitals.....	4,803.80
THE SCHOOLS.....	36,613.11
Libraries.....	6,475.14
Cemeteries, parks and squares.....	24,785.14
Light and water including pumping station.....	
Total.....	206,471.03

It will be of interest to learn how the schools of Brunswick fare in comparison with the police department, the fire department, the department of public works, and the other departments of Brunswick city government and in comparison also with expenditures for similar purposes among the smaller cities of the country. To make such comparison, however, an estimate of Brunswick's population must first be made. The board of trade of Brunswick places the population at 22,000; this is probably too high. For statistical purposes it would be fairer to come at a basis for an estimate in the following way: The school census in 1910 was 2,340; in 1919, 3,514, an increase of 50 per cent. Applying this rate of increase to the 1910 census enumeration of population of 10,182 would give 15,273 as Brunswick's present population. In the comparisons which follow it has seemed best to use 10,000 as the basis for determining the per capita expenditures.

In 1919 Brunswick expended \$12.90 per capita of population (16,000 estimate population) on its several departments, including the schools. The following table shows how this amount was distributed. It also shows what the distribution was, on the average, among the 96 cities listed in "Group V." Financial Statistics of Cities, U. S. Census Bureau, 1918. While this group is made up of cities having between 30,000 and 50,000 population, nevertheless a comparison between what Brunswick expends and the average expenditures of these cities will be of significance. It should also be noted that figures for Brunswick are for 1919, while those for the other cities are for 1918, the 1919, statistics not yet having been published

Distribution of Brunswick's expenditures (1919) compared with other cities (1918).

Purposes.	Brunswick (1919).	Average of 96 cities (1918).
General government.....	\$0.80	\$1.20
Police department.....	1.26	1.28
Fire Department.....	1.78	1.56
Health and sanitation.....	2.08	1.41
Public works department.....	2.37	1.88
Charities and hospitals.....	0.30	.55
THE SCHOOLS.....	2.30	5.90
Libraries.....		.21
Cemeteries, parks and squares.....	.40	.41
Light and water, including pumping station.....	1.55	
All other purposes.....		.33
Total.....	12.90	14.93

While this table shows how Brunswick compares with the average distribution of 96 cities nearest her in population, yet, because her total expenditure is considerably less per capita than the average, another table is needed to make her rank in these matters perfectly clear, and that is a table showing the proportion which each item bears to the entire expenditure. This table follows:

Percentage distribution compared with other cities.

Purposes.	Brunswick (1919). <i>Per cent.</i>	Average of 96 cities (1918). <i>Per cent.</i>
General government.....	6.7	8.1
Police department.....	9.7	8.6
Fire department.....	13.5	10.4
Health and sanitation.....	16.1	9.4
Public works department.....	18.4	12.6
Charities and hospitals.....	2.3	3.7
THE SCHOOLS.....	17.8	39.5
Libraries.....		1.4
Cemeteries, parks and squares.....	3.2	2.8
Light and water, including pumping station.....	12.0	
All other purposes.....		3.6

From this table it is clear, that as compared with the 96 cities of the United States having a population ranging from 30,000 to

50,000, Brunswick's chief interest is in her police department, in her fire department, in health and sanitation, and in her department of public works, while her interest in her schools lags very far behind it, being, in fact, *less than one-half that of the average city of the group of cities referred to.* That is to say, if the proportion of Brunswick's expenditure for schools were doubled it would still fall short of the average proportionate expenditure for schools among the cities of the group with which Brunswick is compared. This serves to show in comparison how little Brunswick is doing for her schools. These comparisons are not made to suggest that Brunswick should cut down on the support of other departments, indeed, the commission was informed that more funds are needed by the various departments, but to suggest rather that Brunswick has reached a place in her development where it is obligatory that she raise more money for her needed activities and that she should expend a larger proportion of it on her schools.

THE TAX RATE OF BRUNSWICK.

The tax rate of Brunswick for 1919 was \$18 per thousand of assessed valuation; \$3.50 being set aside for the support of the schools. It will be of interest, here again, to compare this rate with the rates levied in the 96 cities of the group already referred to. Inasmuch, however, as the basis for assessing property varies so widely among cities, ranging anywhere from 20 per cent of the actual value to 100 per cent, before a comparison can properly be made, these rates must all be corrected on the basis of an assessment of full property value. In Table No. 30 of "Financial Statistics of Cities," issued by the U. S. Census Bureau, the corrected rates are given for the 96 cities just mentioned. Brunswick's rate for city purposes of \$18 per thousand must likewise be corrected. The survey commission was informed that the assessment valuations of Brunswick property average about 60 per cent of the true value. If this is correct then the rate of \$18 corrected for this difference would be \$10.80 per thousand instead.

Of the 96 cities referred to, 24 only have a lower corrected rate for city purposes than Brunswick, 72 having a higher rate. Of the 72 having a higher rate, 6 have a rate that is more than twice as great. Brunswick's true tax rate, therefore, in comparison with rates corrected in the same manner for the 96 cities of the United States falling into that group of cities nearest Brunswick in population which the Census Bureau has studied in matters of finance, is seen to be low, very low indeed. It must be remembered too that the rates given for the 96 cities with which Brunswick is compared are for 1918, while that of Brunswick is for 1919, which, in the comparison, operates in Brunswick's favor.

THE PER CAPITA VALUE OF BRUNSWICK PROPERTY.

One other comparison will be of interest and that relates to the per capita value of the property of Brunswick subject to a general property tax. The 1919 report of the tax assessor and collector of Brunswick shows a gross property valuation of \$13,069,837. Certain exemptions, however, have been allowed, also the tax on certain public-service corporations is handled by the State comptroller direct, so that this gross valuation is reduced to a net assessed valuation of \$10,589,182. If this represents 60 per cent of actual valuation then the true tax value of Brunswick's property is approximately \$17,648,636. Assuming as has previously been done that the population of the city is 16,000, then the per capita true value for taxation purposes is \$1,103 which is \$66 less than the average per capita value of the taxable property of the 96 cities already referred to.

In short, while Brunswick has a much lower tax rate than the great majority of the 96 cities mentioned, she has a taxation property value which approaches very nearly the average of the group.

It must therefore be very clear that, in comparison with other small cities of the United States, Brunswick can well afford to increase her tax rate to provide a more generous income for city activities and that in the distribution of such increased returns Brunswick should give a very much larger proportion to the maintenance of her schools.

THE EXPENDITURE ON THE EDUCATION OF NEGRO CHILDREN.

In the apportionment of the State school fund the distribution among the counties is based on the number of children between the ages of 6 and 18 living in each. Negro children count the same as white children in this distribution. In 1919, each census child entitled the county in which the child lived to a little more than \$4.

In 1918, the census shows the following facts about the proportion of white and Negro children between the ages of 6 and 18 living in Brunswick and in the county outside.

School census, Glynn County (1918).

Sections.	White.			Colored.			Grand total.
	Male.	Female.	Total.	Male.	Female.	Total.	
Brunswick.....	897	864	1,761	856	867	1,723	3,514
Outside Brunswick.....	300	248	548	437	446	883	1,431
Total.....	1,197	1,112	2,339	1,293	1,313	2,606	4,945

Of the total number of colored school children (2,606) in Brunswick and Glynn County, as shown by the school census, fewer than one-half are enrolled in the schools supported by public funds. The

others are either attending schools which are privately supported or else are not in school at all. In Brunswick there is but one Negro school. This is a school of 11 teachers and enrolling about 650 children. In the county outside of Brunswick there are 10 one-teacher and 1 two-teacher colored schools enrolling in the aggregate fewer than 500 children.

In 1919, most of the rural colored schools were maintained only five months. The board hopes, however, to keep them open for six months during the present school year. In Brunswick the school for colored children is maintained for the full term of nine months. Nowhere in the county is there now opportunity in the public schools for a Negro child to obtain schooling beyond the eighth grade. Even an eighth grade is maintained only in Brunswick. It should be added, however, that in the recent bond call provision was made for the erection of a manual training school for the colored children of the county, to be located at Brunswick, the school to cost approximately \$37,500.

The amount expended on colored schools in 1919 was about \$8,000 or about \$7 per child for the year based on the number actually enrolled in the public schools. Based on the census enumeration of colored children, the amount expended per child for the year was about \$3.07.

Present facilities, then, accommodate approximately only 1,150 colored children, and many of these, it should be added, are given but a half-day session. The census shows that there are 2,606 colored children in the county between the ages of 6 and 18. In other words, the board of education has made provision for only about one-half the children of the Negro race who ought to be in school.

THE BUILDINGS AND EQUIPMENT PROVIDED FOR NEGRO CHILDREN.

The buildings in all cases are old, tumbled-down, decaying, dilapidated, disreputable buildings. The equipment is limited to benches and old-time desks and seats on which generations of white children have cut and carved their names. There are no books, maps, charts, or supplies of modern character. The efforts which the teachers in the schools have made to keep the rooms clean and to make them attractive are pathetic. These efforts, however, show what could be done and would be done were the teachers installed in attractive buildings with new equipment of modern type as they, indeed, should be.

This very meager allotment of funds to the support of Negro schools accounts for the conditions under which these schools are operating—teachers in the country receiving \$30 a month for six months or less; dilapidated buildings equipped with desks and benches discarded by the white schools; no maps, charts, books or materials of modern

character; no opportunity provided at public expense for an education beyond the eighth grade; opportunity for only about one-half the Negro children for an education of any kind secured at public expense; and most of the children in the city attending only half-day sessions.

In short, the survey committee can not too strongly urge that the board of education adopt a more generous program in dealing with the problem of the education of the Negro children of Brunswick and of Glynn County.

THE ATTITUDE OF THE FEDERAL BUREAU OF EDUCATION ON THE EDUCATION OF NEGRO CHILDREN.

The attitude of the Federal Bureau of Education on this whole matter of the education of Negro children is well set forth in Chapter II of the survey report of the school system of the State of Alabama. That portion of the chapter in point is quoted as follows:

In writing this provision of what education in Alabama should be and in making recommendations for the improvement and development of the State's system of public schools, it is remembered that the population of Alabama is made up of two races, differing in many other respects as widely as they differ in complexion, and that fully 40 per cent of the people are of African descent, former slaves or the children and grandchildren of those who were slaves only a little more than half a century ago. The difficulties and cost of maintaining a double system of schools for two races and the prejudices against the education of Negroes, which is still strong in the minds of many of the good people of the State, have not been forgotten. Nevertheless, the committee unhesitatingly recommends that the State and its local communities undertake the task of the fullest and best possible education of all its people of both races, and assume the burden and responsibility of providing adequate schools for all children of both. The interests of each race depend to a very large extent upon the education of the other, and the welfare of the State depends on the education of both. This is the more easily seen when it is understood that education is not alone or chiefly for the profit of the individual educated, but for the service of society, State, and Nation; for the increase of material wealth, for safety from disease and crime, for civic righteousness, and the fuller attainment of the higher ideals. Alabama can never be so rich, so strong, so free from disease and crime as she might and should be, and can never begin to attain the ideals long held by a large majority of the best of her people so long as the 40 per cent of her population which is colored are condemned to poverty, weakness, disease, crime, superstition, and low ideals, through ignorance and lack of proper education and training. However much one may wish it were otherwise, the two races in Alabama are bound up in the sheaf of life together. Their destinies are inextricably intertwined. Neither can rise or fall without affecting the other for good or ill. Industrial and agricultural efficiency and commercial prosperity require the education of all. Ignorant white farmers are an incubus upon the agricultural development of any State. So, also, are ignorant Negro farmers. Unskilled and inefficient white workmen retard industrial development. So do unskilled and inefficient Negro workmen.

The ideals of Alabama demand absolutely that the two races be educated separately. Along with this should go the further demand that each race be educated in the way that will develop the particular kind of efficiency of which it is most capable, and which will assure its own happiness and welfare and its highest possible service to society, State, and Nation. This is due not only to the State as a whole, but the highest welfare of each race depends on it. There is no conflict of interests here. The prosperity of

the people of either race in Alabama demand that there be the fullest and best education of the people of the other race as well as of its own. If either race is inferior in the things necessary to the welfare of the State, material, civic, or spiritual, it should have special help in making up this deficiency. If either has possibilities beyond the other for service in any particular field, these possibilities should be fully developed for the good of both races and of the State. This does not mean social equality or social mixing. The figure of speech, wise as eloquent, used by Booker T. Washington in his Atlanta Exposition address many years ago, still holds and shall hold: "In all things, purely social, separate as the fingers, yet one as the hand in all things essential to mutual progress." Not by keeping Negroes from acquiring education can the white race retain its place of leadership, but by directing the ignorant Negroes aright and preparing them to become industrious and clean members of society.

It will no doubt finally cost approximately as much in proportion to numbers to educate the children of one race as it will to educate the children of the other. If, through native ability, the children of one race respond more readily to the processes of education and profit more by them, the very lack of equal ability in the children of the other race may well be accepted as an indication of greater need for all that education can do for them. Toward greater equality in education and expenditures on the schools of the two races the State should, and no doubt will, move as rapidly as conditions will permit.

10. TO RELIEVE THE CROWDED BUILDINGS IN BRUNSWICK AND YET KEEP WITHIN THE LIMITS OF THE BOND ISSUE, THE SCHOOLS SHOULD BE REORGANIZED IN ACCORDANCE WITH THE WORK-STUDY-PLAY PLAN.

On December 18, 1919, the people of the county of Glynn voted to issue school bonds for \$250,000 for the following specific purposes as announced in its bond call:

Said \$250,000 to be used and applied for the construction, building, and equipment of public school buildings in Glynn County, including a white high school, with facilities for vocational and industrial training and a vocational and industrial school for the colored youth of the county, to be known respectively as memorials of the public appreciation of the soldiers and sailors of Glynn County, white and colored, who have so successfully served in the Great War in defense of liberty and democracy.

In a communication to the voters of Glynn County issued by the board of education, the following tentative distribution of the funds was proposed: (1) The erection of a Glynn County Memorial School for white children, to be located in Brunswick, at an approximate cost, including site, of \$175,000; (2) a Glynn County Memorial School for Negroes, also to be located in Brunswick, at an approximate cost of \$37,500; (3) a community school for white children, to be located at or near the Atlantic Co.'s refining plant, at an approximate cost of \$37,500; (4) the remainder of the \$250,000 to be expended in providing buildings for the children in rural communities.

A SCHOOL BUILDING PROGRAM IS AN ENGINEERING PROBLEM.

The county of Glynn is to be congratulated upon the fact that it has had the foresight and wisdom to devote this memorial fund to purposes which are as fundamental to the future welfare and prosperity of the city and county as is the development of the public schools. Of course, it is important to expend the fund so that it will give the greatest possible returns to the city and county. But in order to do this it is necessary for the public to realize that the school building problem is an engineering problem, and that it can only be worked out by a scientific analysis of conditions.

For example, no one would deny that children are more important than industries, yet as a general rule we devote far more time to the scientific planning of an industrial plant than we do to the development of a plant that is to turn out citizens who are to run the industries. We would not think of putting up an industrial plant without first ascertaining whether labor was available, whether there was raw material at hand, whether there were adequate transportation facilities, or whether there was a demand for the product. Nor would we think of spending money only on the final processes of production while using old, outworn machinery and equipment for the foundation processes.

In the same way, if the schools are to meet the needs of the children and of the community, the school building program must be based upon a scientific study of conditions, not upon guesswork. It is not enough to provide for a few children in the high school; the program must provide for all the children, colored as well as white, in elementary school as well as in the high school. It is not enough to erect high school buildings to take care of the comparatively small percentage of pupils who now stay through high school; it is important that congestion be relieved in the elementary schools and modern facilities provided so that more children will want to stay in school and go on to high school. Therefore, in order to make sure that the \$250,000 bond issue voted for the schools of the county of Glynn gives full value for every dollar expended, it is necessary, first of all, that Brunswick answer the following questions:

1. How many children are enrolled in the schools?
2. What has been the rate of increase in the school population for a period of years?
3. In what schools is the congestion greatest?
4. What is the present condition of school buildings? Which ones should be abandoned? Which ones can be added to? Where should new buildings be erected?
5. Have the present school buildings the equipment and facilities which every modern school building should have?
6. Is there adequate playground space for each school?
7. In order to provide for present congestion and also to provide for growth, how can the situation be met?
8. What apportionment of the funds is needed for each building?

WHAT IS THE SCHOOL POPULATION OF BRUNSWICK?

According to the last school census, 1918 (see table) there were 3,514 children between the ages of 6 and 18 in Brunswick, 1,791 whites and 1,723 Negroes. The compulsory school age in Georgia is from 8 to 14 years. The net enrollment in the public schools for the year 1918-19 was 2,089. Of this number, 1,425 were white children and 664 were Negro children. Evidently, according to these figures, the public schools are providing instruction for less than half the Negro children of school age. There are three private schools for Negro children, but this does not affect the point that less than half the total number of Negro children of school age are being educated at public expense.

The school census of Glynn County, 1918.

City.	White.			Colored.			Grand total.	Percentage of total.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.		
Brunswick.....	897	864	1,791	856	867	1,723	3,514	71.0
Outside of Brunswick	300	248	548	437	446	883	1,431	29.0
Total.....	1,197	1,142	2,339	1,293	1,313	2,606	4,905	100.0

THE RATE OF INCREASE IN SCHOOL POPULATION.

Every school building program should provide not only for present needs but for future growth. Therefore, it is important to know the rates of increase in each school extending over a period of years in order to estimate the accommodations which will be needed.

If we compare the net enrollment in the public schools in 1918-19 with that of 1914-15, we find that the number of school children has increased from 1,302 to 2,069, or 58.9 per cent. According to the following table, the greatest increase has been in the Glynn grammar school (81.1 per cent), the next greatest in the Glynn Academy (58.6 per cent), followed by the Risley (50.5 per cent) and the Purvis (37.6 per cent). (See the following table.)

Net enrollment for 1914-15 and 1918-19; per cent of increase in enrollment; capacity of school buildings—additional capacity needed, public schools, Brunswick, Ga.

Schools.	Capacity on basis of 40 pupils per class.	Net enrollment.				Number of regular class-rooms available.	Total class-rooms required for present enrollment.	Excess of class-rooms required or those available.
		1914-15.	1918-19.	Increase.	Per cent of increase.			
Elementary (white):								
Glynn grammar.	640	398	719	321	81.1	16	18	2
Risley.	320	231	318	87	37.6	8	8	
Elementary (colored):								
Risley.	320	141	664	223	50.5	8	17	9
High School (white):								
Glynn Academy.	320	232	368	136	58.6	8	10	2
Total.....	1,600	1,302	2,069	767	58.9	40	53	13

SCHOOL CONGESTION AND LACK OF MODERN FACILITIES.

The present school buildings are inadequate to take care either of this increased enrollment or of future growth. There are four school buildings in Brunswick, three for white children and one for colored. There are 40 classrooms in these four buildings. But there are 53 classes (2,089 pupils) enrolled in these schools. In other words, there are 13 more classes than there are classrooms to accommodate them.

The preceding table shows how this congestion is distributed according to schools. In Glynn grammar school there are two more classes, or 80 more children, than there are school seats. In the Negro school, Risley, there are more than twice as many classes (17) as classrooms (8).

In other words, Brunswick is not providing adequate seating accommodations for her children. Equally serious is the fact that at least two of the buildings in which the children are housed (Glynn grammar and Risley) are unfit for school purposes. Moreover, there are none of the modern educational facilities with which every progressive school should be equipped. For example, with the exception of the high school, not a single school building in Brunswick has an auditorium, or gymnasium, or shops, or laboratory, or cooking room, or drawing or music room, or nature study room, or library. It is true that the high school has some of these modern facilities though inadequate in number and character. Only 17.6 per cent of all the children, or 25.8 per cent of the white children, attend high school.

MODERN FACILITIES ARE NEEDED IN ELEMENTARY SCHOOLS AS WELL AS IN HIGH SCHOOLS.

The survey commission was told repeatedly of the desire of Brunswick to increase the high-school enrollment, a desire which resulted in the determination to devote \$175,000 of the \$250,000 to the erection of a high-school building with vocational and industrial facilities. The survey commission, however, is impressed with the need not merely for enriched high-school equipment but also for modern up-to-date elementary school facilities, which will result in keeping children in school longer, and in arousing such an interest in what the school has to offer that they will want to go on to high school. Education is a matter of growth. No community can house children in old, inadequate buildings, keeping them in school seats all day, giving them no opportunity for play, no chance to express themselves in wholesome activity, or to satisfy their natural scientific instinct to experiment with the world about them during all the early, most formative, period of their lives, and then reasonably expect them to have any interest in staying in school beyond the minimum time required. The percentage of children in high school (17.6 per cent) will not increase greatly until the 82.4 per cent of the children who are in the elementary schools have modern educational advantages in elementary schools. If Brunswick wants increased interest in high-school work, she must start with a reorganization of her elementary schools to meet the modern requirements of such schools.

But how is the city of Brunswick to relieve congestion and provide modern school facilities for both elementary and high-school children, and at the same time keep within the limits of the proposed bond issue of \$250,000?

A study of the situation makes it obvious that these ends can not be obtained under the traditional type of school organization. That is, according to the traditional school program a school seat is reserved for the exclusive use of every child. That means that there must be a classroom for every class. As we have pointed out, there are 13 classes in excess of the number of classrooms in Brunswick. While the cost of building varies in different communities, yet in the country at large it is found that the cost per classroom unit is approximately \$16,000 at the present time. This means that in order to relieve congestion merely, without providing for future growth, it will be necessary to provide 13 additional classrooms at an approximate cost of \$208,000—nearly the total appropriation available. But this sum would provide for classrooms only, and each of the elementary schools ought to have at least four special rooms, making 12 in all. This would mean an additional cost of \$192,000, making a total of \$400,000. But the situation is not so simple as this, for many

of the present rooms in existing buildings are not fit for classroom use, and consequently the cost would be even greater than the amount just given. Moreover, in putting up buildings or additions, the playground space would be lessened and therefore it would be necessary to buy additional playground space. And, finally, the estimate just given does not provide for future growth, so that at the end of a year or two the schools would be in as bad a situation as they are now.

Obviously, it is impossible to meet the needs of the children of Brunswick on the basis of this traditional type of school organization. Brunswick is not peculiar in this respect; on the contrary, it is in the same situation as the large majority of cities all over the country. It is becoming increasingly evident that if the erection of new buildings on the usual basis of a reserved seat for every child were the only solution of the school congestion problem, cities all over the country would be facing an almost hopeless situation. Fortunately, however, there is another alternative which has already been adopted by some 30 or 40 cities in different parts of the country, by which not only can congestion be relieved but also modern school facilities given to the children.

HOW THE WORK-STUDY-PLAY PLAN WOULD RELIEVE CONGESTION AND PROVIDE MODERN FACILITIES FOR THE CHILDREN.

This second method is known as the work-study-play plan. Its chief advantages for Brunswick are (1) that it would relieve the school congestion, and do so within the financial limits of the city; and (2) it would also enable the school authorities to give to the children modern educational facilities—such as auditoriums, shops, and laboratories.

The work-study-play plan is an attempt, not only to solve the school congestion problem, but also to give children a richer and fuller education. It grew out of a recognition of the fact that the rapid growth of cities makes the educational problem far more difficult than formerly; in fact, has created a new school problem.

CITY SCHOOLS MUST PROVIDE OPPORTUNITY FOR WORK AND PLAY AS WELL AS STUDY.

The education of all children has, of course, always consisted of work and study and play, but formerly the farm and small shop supplied the opportunity for work and play, and the school needed to make provision only for academic study. In those days the environment of the average boy and girl furnished an education in wholesome activities that developed intelligence, initiative, and industrious habits. But during the past 50 years has come the growth of modern cities, until now half the population of the country

is concentrated in them. And the city, with its overcrowding, its factories, its office buildings, and apartment houses which go up on all available vacant lots, is depriving children of the opportunity for the healthy, wholesome work and play which are essential elements in their education. The city home or apartment, unlike the farm with its many necessities of "learning by doing," can offer few educational opportunities in the way of healthful work which develops the ability to think by attacking problems to be solved. There is no planting and harvesting to be done; few, if any, animals are to be taken care of; and it is a rare city home that has a workshop or laboratory. Yet the children until recently have received much of their education through the opportunity to handle tools, to take care of animals, and to experiment in making and using things. The city not only fails to educate children in the right direction; it educates them in the wrong direction, for the street, with its dangers to the physical and moral life of children, too often becomes their only playground; and street play means education, not in health and strength and wholesome living, but precocious education in all the vicious side of a city's life.

For these reasons it has come to be recognized that the city school must not only supply the opportunity for study in good classrooms under wholesome conditions, but it must also return to the children the opportunity for healthful work and play which the home no longer provides. Play, an opportunity to develop mechanical ability and initiative, a practical knowledge of science, a wholesome social life and recreation—these have always been part and parcel of an all-round education; and these are the things which Brunswick, like many other cities, is not giving to her children.

The work-study-play plan represents an attempt to meet these new problems in education, and to make it practicable, both administratively and financially, for school administrators to provide not only classroom accommodations, but also such modern educational facilities as gymnasiums, auditoriums, shops, and laboratories where children may be kept wholesomely occupied in study and work and play.

HOW THE PLAN WORKS.

Briefly, the plan is this: A school is divided into two parts, each having the same number of classes, and each containing all the eight or nine grades. The first part, which we will call the "A School," comes to school in the morning, say, at 8.30, and goes to classroom for academic work. While this school is in the classrooms, it obviously can not use any of the special facilities; therefore the other school, "B School," goes to the special activities, one-third to the auditorium, one-third to the playground, and one-third is divided

among such activities as the shops, laboratories, drawing and music studios. At the end of one or two periods; that is, when the first group of children has remained, according to the judgment of the school authorities, in school seats as long as is good for them at one time the "A School" goes to the playground, auditorium, and other special facilities, while the "B School" goes to the classrooms.

The following table gives a possible program for the "A and B Schools" of say 12 classes. These classes are divided into three divisions of 4 classes each: Division 1, upper grades; Division 2, intermediate grades; Division 3, primary grades.

The "A School."

School hours.	Regular activities.	Special activities.		
	Academic instruction.	Auditorium.	Play and physical training.	Cooking, shop, science, etc.
8.30-9.20	Arithmetic—Divisions 1, 2, 3.			
9.20-10.10	Language—Divisions 1, 2, 3.			
10.10-11.00		Division 1.	Division 3.	Division 2.
11.00-12.00		Entire "A school" at luncheon.		
12.00-1.00	Reading—Divisions 1, 2, 3.			
1.00-1.50	History and geography—Divisions 1, 2, 3.			
1.50-2.40		Division 3.	Division 2.	Division 1.
2.40-3.30		Division 2.	Division 3.	Division 1.

The "B School."

School hours.	Regular activities.	Special activities.		
	Academic instruction.	Auditorium.	Play and physical training.	Cooking, shop, science, etc.
8.30-9.20		Division 2.	Division 3.	Division 1.
9.20-10.10		Division 3.	Division 2.	Division 1.
10.10-11.00	Arithmetic—Divisions 1, 2, 3.			
11.00-12.00	Language—Divisions 1, 2, 3.			
12.00-1.00		Entire "B School" at luncheon.		
1.00-1.50		Division 1.	Division 3.	Division 2.
1.50-2.40	Reading—Divisions 1, 2, 3.			
2.40-3.30	History and geography—Divisions 1, 2, 3.			

Under this reorganization on the work-study-play plan all the children would have not only the same amount of time for reading, writing, arithmetic, geography, and history as formerly—210 minutes—but also 50 minutes of play every day, 50 minutes a day of auditorium, and 50 minutes a day of shopwork every day in the week for a third of the year; science every day for a third of the year; and drawing or music every day for a third of the year.

This program represents a change in the traditional method in several important points. In the first place, it breaks up the custom of having all children in classrooms at the same time and letting the classrooms lie idle when the children go to the auditorium, shops,

and playground. In other words, it applies to the public school the principle on which all other public-service institutions are run—that is, the multiple use of all facilities all the time. For example, it is evident that our transportation system is made possible because of the fact that all people do not wish to ride at exactly the same time: concerts and theaters are made available to many people because one person can use another's seat when he does not want to use it: hotels can accommodate thousands of people because they are not run on the principle of reserving each room for the exclusive use of a single individual during the whole year. On the other hand, the public-school system has been run on the principle of reserving a seat for each child during the whole year. All children have to be in school seats from 9 to 12 a. m., and from 1 to 3 p. m.; all have to go home to lunch at the same time: and at 3 o'clock all are dismissed and turned out to play.

There would, after all, seem to be no good reason why the principle of other public-service institutions, i. e., multiple use of facilities all the time, should not apply to the school, nor any reason why all children should be in classrooms at the same time, nor why the special facilities should be used only a fraction of the day, provided, of course, that the children receive during the day the required amount of academic work. In fact, it is difficult to see how the problem of providing enough classrooms, or playgrounds, or auditoriums for the mass of children is ever to be met if all children have to be in classrooms at the same time, and if all children have to play at once. Moreover, there seems to be no good reason from an educational standpoint why children should all have to do the same thing at the same time.

PRINCIPLE OF MULTIPLE USE MAKES MODERN EDUCATIONAL FACILITIES FINANCIALLY PRACTICABLE.

Fortunately, however, if the principle of multiple use is applied to public-school facilities, it is possible to provide not only adequate classroom accommodations but also auditoriums, gymnasiums, and shops for the mass of children. In fact, accommodations may be provided in all facilities, if they are in use constantly by alternating groups, at less cost than regular classrooms alone may be provided on the basis of a reserved seat for every child. For example, in a 24-class school, under the traditional plan 24 classrooms are needed in addition to all the other special facilities. Under the work-study-play plan only 12 classrooms are needed. The classroom, however, is the most expensive unit in the school, therefore since only half the usual number of classrooms is needed, i. e., 12 classrooms in a 24-class school, the cost of the remainder is released for all the other special facilities.

FLEXIBILITY OF THE PROGRAM.

A program based upon the multiple use of facilities not only makes possible modern educational advantages for the children, but it also makes it possible to have a flexible program. A study of the different types of these schools in different parts of the country shows that it is possible for a community to adapt the program to its particular needs. For example, it is possible to arrange to have the school begin at 8.30, 8.45, or 9 a. m., or any other hour desired. Or if the school begins at 8.30 and certain parents object to having their children leave for school so early, it is possible to put these children in the "B school," which begins the day with special activities; in this case the children can omit the play period from 8.30 to 9.20 and arrive at school at 9.20. Or, again, many parents prefer to have their children take special music lessons after school. It often happens that home work or staying after school interferes with these lessons. Under the work-study-play plan it is possible to put such children in the "A school" and let them omit the play period or the auditorium in the afternoon from 2.40 to 3.30. There is, of course, no reason why children should not be given credit for these out-of-school activities if so desired. Again, a child who is backward in a special subject, such as arithmetic, and is being held back a grade because he can not master that subject, can double up in arithmetic for a number of weeks by omitting the auditorium period until he has made up the work and is ready to go on with his grade. As for the special activities, each community and each section of the city can have the special facilities which the school authorities and parents desire.

THE SCHOOL TAKES OVER THE STREET TIME OF THE CHILD.

As has been pointed out, one of the most undesirable elements in the life of city children is the street life in which they have hitherto spent so large a part of their time. The average city school is in session about 180 days in the year. This means that even though all the children attended the entire time, they would still be out of school 185 days in the year. Obviously, because of the conditions of modern city life, it is necessary that the school take over some of the time now spent by the child on the city streets, especially during the school year. At present if 10 hours of the 24 are allowed for sleep, and 6 for meals and home duties, there still remain 8 hours to be accounted for. Even if the children were in school 5 hours every day there would still be 3 hours left, and, as is well known, these hours are spent on the city streets and not always to the child's advantage. At least one or two of these should be taken over by the school and wholesome activity in work and play provided.

The work-study-play plan does this by lengthening the school day an hour or more as each community may desire, and by offering to the children the wholesome activity in shops and laboratories and on the playgrounds which is so essential for them. It should be borne in mind, however, that this lengthening of the school day does not necessarily lengthen the number of teaching hours of any teacher. It is necessary that she be around the building six hours, but she need not teach more than five hours.

APPLICATION OF THE WORK-STUDY-PLAY PLAN TO BRUNSWICK'S SCHOOLS.

Let us consider the practical application of this plan to the schools of Brunswick. In the first place, the fact should be emphasized again that the problem is to relieve school congestion and the undesirable conditions obtaining in old buildings and to give all the children in Brunswick—elementary as well as high school pupils—modern educational facilities. According to the terms of the bond issue, the proposal was to put up a high school with vocational and industrial facilities for white children and a vocational and industrial school for Negro children. Inasmuch, however, as the conditions in some of the elementary schools are so bad and inasmuch as high-school development is dependent upon a sound elementary school foundation, the survey commission feels convinced that if the people of Brunswick fully understood the facts they would see the importance of correcting the conditions in the elementary schools as well as providing for the high schools. Therefore, the commission is making its recommendations with a view to covering both the elementary and high school situations.

THE GLYNN GRAMMAR SCHOOL AND THE GLYNN ACADEMY.

The Glynn grammar school is an old building of 16 classrooms. It is unfit for school purposes. Not only are there no modern facilities, such as an auditorium, gymnasium, shop, or laboratory, but the building is old, insanitary, badly heated, and badly lighted. No child should be permitted to attend school in the middle section of the building. The lighting in this section—in fact, in all parts of the building, except in the four upper rooms at each end—is so bad that the eyesight of the children may be seriously impaired. The ventilation is bad and heating by stoves most undesirable. The whole building ought to be abandoned as unfit for children. It is understood, however, that public sentiment would not favor this at the present time. Frankly, the survey commission feels that if the fathers and mothers of the children had the faintest conception of the harmful effects of having their children sit four or five hours a day in those old, dark, badly ventilated, overcrowded rooms, they

would not tolerate such conditions for an instant. However, on the assumption that a majority of the voters wish to retain this old building, we make the following alternative recommendations for relief in that school.

In 1918-19 there were 719 children enrolled in the Glynn grammar school. On the basis of 40 children to a class, that means 18 classes. But as there are only 16 rooms, there are two more classes (80 children) than rooms to accommodate them. To erect a building on the traditional plan of school organization, to take care of the two extra classes, plus an auditorium, gymnasium, and two shops, a drawing room and music room, would necessitate a building of at least 10 units, which would cost \$160,000, and the majority of children would still have to use the rooms in the old building as classrooms. Under the work-study-play plan, however, any one of the following plans would be possible.

PLAN I.

(On the basis of using the old Glynn grammar building, with grades, 1-6, and the Glynn Academy with grades 7-11.)

Make the Glynn grammar school into a 20-class school. This would provide for 800-pupils, or for a growth of two classes. Under the work-study-play plan, it would then be necessary to have 10 classrooms. The four rooms in the upper ends of the old building could be used as classrooms. The partitions in the middle section could be torn out, making two rooms, one to be used as a drawing room and the other as a music room. On the first floor, two of the end rooms could be used for cooking and sewing and the other two for printing and manual training. In the middle section on the first floor, one of the rooms could be used for the principal's office and one for a teachers' rest room. The remaining two rooms could be used as storerooms for the shops. A new building should then be erected at the rear of the old building. It should contain six classrooms, an auditorium, and a gymnasium, and should be so constructed that it could be added to as the need arises. Under these circumstances, it would be necessary to have additional play space; therefore, the lot directly across from the school and to the rear of the public square should be purchased and the street between the lot and the school closed.

The cost is estimated as follows for Plan I:

New building of six classrooms, auditorium and gymnasium.....	\$128,000
Repairs to existing buildings.....	1,000
Equipment for cooking room, old building.....	2,000
Equipment for two shops, old building.....	2,000
Purchase of lot for playground.....	5,000
Total.....	138,000

The Glynn Academy could be provided for, as follows: It has 368 pupils, or 10 classes on the basis of 40 pupils to a class. There are eight regular classrooms in the building, four special activity rooms, two study rooms, and four very small rooms. By reorganizing the school on the work-study-play plan, five rooms could be used as classrooms, leaving three others and the four in the basement for special activities, e. g., chemistry laboratory, physics, drawing, woodworking, printing, and cooking, as well as the small rooms for commercial work. One study room could be made into an auditorium and the other into a gymnasium. All this could be done at no expense. Congestion would be relieved, and three additional rooms for special activities provided. If this plan does not provide for as small classes as are desired, this difficulty can be met by lengthening the school day still more, thereby increasing the number of teaching periods, a method used by many high schools in the country.

The objection to this plan might be that the bond issue provides that the money shall be spent for a high school with vocational and industrial facilities. As a matter of fact, by means of the above reorganization, these facilities are given to the high school children without additional expenditure, and at the same time the elementary school situation is relieved. Nevertheless, it should be pointed out that this plan might involve the necessity of resubmitting to the voters of Glynn County the whole question of the purposes for which the school bonds were issued. If this should not seem desirable to the board of education, Plan II is submitted.

PLAN II.

(On the basis of having grades 1-8 in the Glynn Academy, and grades 9, 10, 11, in the new building.)

It is impossible with the present appropriation to put up both a new elementary school building and a new high school building, yet the conditions in the Glynn grammar school are so bad that they must be relieved. Under Plan II it would be possible to house in the present Glynn Academy grades 1-6—now in the Glynn grammar—and also grades 7-8. This would make a total of 935 pupils, or 24 classes. There are eight regular classrooms in the academy, and by putting up partitions in one of the study halls, four additional rooms could be obtained, making the necessary 12 classrooms under the work-study-play plan. The other study room could be used for an auditorium, and the four rooms in the basement for cooking, manual training and print shop.

A building could then be erected for the high school students from the ninth through the eleventh years—152 pupils. This would make four classes. A building of six units with an auditorium could be

erected. This would provide the two classrooms needed and four special activities, e. g., chemistry laboratory, physics laboratory, metal shop and wood-working shop. This new building would cost approximately \$128,000. But a gymnasium would be needed for both the high school and elementary school students on days when it rained; therefore, two portable gymnasiums should be erected. These would cost \$5,000, making a total of \$133,000. The purchase of the lot at the rear of the high school would bring the total to \$135,000 approximately.

Obviously, however, this new high school building would not contain enough special activities. The high school students should have a drawing room, a music room, two other shops, a commercial room, and a library. These special activities could be provided in the old Glynn grammar building, somewhat remodeled for the purpose. The high school already has the equipment for these rooms except for the two additional shops. Estimating the shop equipment at \$2,000, and repairs to the Glynn grammar at \$1,000, the total cost for the new building and reconstruction of Glynn grammar would be \$138,000.

Estimated cost of Plan II:

New building of six units and auditorium.....	\$128,000
Two portable gymnasiums.....	5,000
Purchase of lot for playground.....	2,000
Additional shop equipment.....	2,000
Repairs to Glynn grammar.....	1,000
Total.....	138,000

The advantage of this plan is that it conforms to the requirements of the bond issue that a high school building should be erected, although from the point of view of administration it is more inconvenient than Plan I.

PLAN III

(Based on abandoning the present Glynn grammar school building and combining the elementary school and junior and senior high school in one building.)

There is a third alternative and that is to combine the Glynn grammar and Glynn Academy schools. For example, Glynn grammar has 18 classes and Glynn Academy 10. Glynn grammar includes grades from the first to the sixth and Glynn Academy grades 7 to 11, inclusive. By combining them, it would be possible to have a school of 30 classes, or 1,200 children, thus providing for an increase of 113 children (3 classes) over present enrollment. That means that under the work-study-play plan, 15 classrooms would be needed. All the classrooms could be obtained in the Glynn Academy by putting up partitions in the two study rooms, thus making 8 additional rooms, or 16 classrooms in all. This would leave 4 special rooms in

the basement, together with the extra classroom for special activities. Two could be used for domestic science, as is done now, 1 for a manual training shop, 1 for a print shop, and 1 for a drawing room.

A new building could then be erected on the lot to the rear of the school. This could contain simply special activities, such as an auditorium, a gymnasium, a chemistry laboratory, a physics laboratory, a music room, a metal shop, and woodworking shop.

The cost is estimated as follows for Plan III:

New building of six units and auditorium and gymnasium.....	\$128,000
Repairs to existing building.....	2,000
Purchase of lot.....	2,000
Total.....	132,000

This new building could be added to as the need arises. All the children in the school could use the special activities in common, although the junior and senior high schools could have a separate organization from the elementary school. There would be a new building with vocational and industrial facilities, as called for in the bond issue, although they would not be used exclusively by the 152 children in the high school, but would also be used by the children in the other grades. Furthermore, there is no duplication in equipment, such as two auditoriums in schools across the street from each other, or two cooking rooms, etc. If, however, there is any objection to housing the 11 grades in one school, either one of the other plans can be carried out.

THE PURVIS SCHOOL.

There are 318 pupils, or 8 classes, in the Purvis school. This is a good building, clean and well lighted. There are 8 regular classrooms, but no special rooms or auditorium or gymnasium. There is a good-sized playground. If reorganized, however, on the work-study-play plan, 4 of the rooms could be used as classrooms and the other 4 used as a drawing room, cooking room, nature study room, and shop. A portable auditorium, well made and completely equipped, could be obtained for \$2,500, f. o. b., and a gymnasium, fully equipped, for the same price. The lot to the north of the school should be purchased for extra play space. The total cost would be as follows:

1 portable auditorium.....	\$2,500
1 portable gymnasium.....	2,500
Equipment for cooking room.....	2,000
Equipment for shop.....	1,000
Lot.....	2,000
Total.....	10,000

THE RISLEY SCHOOL—COLORED.

There are 664 pupils in this school. The building is an old, bare-frame structure of eight rooms. There is no equipment except old worn desks and seats, which have been discarded by the white schools. On the basis of 40 pupils to a class, there are 17 classes, or 9 more classes than there are classrooms. The school is so crowded that it is on double session, one group coming in the morning at 8.30 and staying until 11.30; the other coming at 12 and staying until 3 p. m.

In other words, each child gets only three hours' schooling, and under great handicaps. For example, at the time of the investigation the teacher in the first grade was trying to teach 72 children in the morning and another group of 72 in the afternoon. And yet, in spite of the very great handicaps under which they are laboring, the teachers and principal are conducting the school in a spirit which deserves the highest praise. It is remarkable how clean and neat this old building is kept. In fact, the effort on the part of both children and teachers to make the best of a very bad proposition is pathetic. There is a very evident desire to build up a strong, progressive school. Such a spirit deserves not only commendation and encouragement but also the school accommodations and equipment which will give the children and teachers the opportunity for growth that they desire. Obviously, the proposed allotment of \$37,500 for this school would be utterly inadequate for the erection of a new, permanent building for the Negro children. It would accommodate a little over two classes on the traditional plan, or four on the work-study-play plan, when, as a matter of fact, there are even now nine classes in excess of classrooms, not to mention the fact that there are no modern facilities for the children and that most of the rooms in the old building are unfit for use. The expenditure of \$37,500 would hardly begin the construction of a permanent building for Negro children. It is obvious, however, that the present deplorable conditions in the Risley school must be relieved and modern facilities provided for the children. Therefore, pending the erection of a permanent building the following recommendations are made:

This school should be made into an 18-class school. This would provide for 720 pupils. There is only one room in the old building that is fit to use as a classroom, but at least five could be used for shops and other special activities. It is proposed, therefore, that in the old building one room be used for a classroom, one for a manual-training shop, one for the printshop, one for a library, and one for a music room, or any other combination of special activities desired. The equipment for the two shops would be approximately \$2,000. There is already a portable building for domestic science. It is further

proposed that a portable building of the modern type, which includes an auditorium, gymnasium, etc., be erected, to consist of the following units: Eight classrooms, \$8,000; auditorium, \$2,500; gymnasium, \$2,500; nature-study room, \$1,000; drawing, \$1,000; total, \$15,000.

These units can be combined so as to make a whole building with a corridor in the center, heating plant, showers for boys and for girls, a store, toilets, etc. The whole building, together with the equipment for the special activities in the old building and repairs, would come to \$25,000 approximately. It could be erected near the present building and still leave room for play space.

Total estimated cost of proposed building program for Brunswick.

Glynn grammar and Glynn academy.....	\$138,000
Lot for Glynn grammar and academy.....	5,000
Purvis school.....	10,000
Risley school.....	31,000
Total.....	184,000

II. THE BOARD SHOULD ADOPT A COMPREHENSIVE BUILDING PLAN FOR THE COUNTY SCHOOLS.

CONDITION OF BUILDINGS.

It will be necessary for the school board to adopt a comprehensive building program for the county in order that the present and future needs for school housing may be met. If the attendance law were enforced and all the children of school age were enrolled in school, there would be neither buildings nor desks to accommodate them. There are no buildings for white children suitable for school purposes, except those at Community and Brookman, and these will need some changes and additions. For colored children the county has made even less provision. With some repairing, provision for proper lighting and heating, and the addition of toilets and pure water, the schools at Sterling, Clayhole, and Pennick can be made habitable. All others at present in use should be abandoned. Fortunately many of these do not belong to the county, so the loss will be negligible.

With the exception of the buildings named above those now in use are insanitary, uncomfortable, and inconvenient. In all of them cross-lighting or insufficient lighting or both endanger the eyes of the children. On cold days they huddle about the stove on benches, unable to use their desks or properly prepare lessons or participate in recitations. Without exception the stoves are unsightly, rusty, with pipes and chimneys in bad condition. Most of the stoves are placed on bricks or in boxes filled with dirt, old papers, and the like. Fuel is generally supplied by the children themselves, who bring it from the woods near by. The community school is the only one provided with

pure running water and drinking fountains, and there is no provision for washing hands in any school. Only three white schools and one Negro school are equipped with sanitary toilets. None of the schools have oiled floors and no provision is made for proper sweeping. In the rural schools the children do the sweeping at noon and at recess, returning immediately to breathe the dust stirred up thereby. Any disease which happens to break out among any of the children is almost necessarily communicated to the others.

The schools throughout the county are without teaching equipment. At least one white school and five colored schools have no teacher's desk or chair. With the exception of two schools there are no globes, maps, or illustrative material. The classrooms are not equipped with blackboards of a kind or quantity sufficient to be of practical use. In several schools, both white and colored, there are no usable blackboards at all. A few yards of black cloth or a few feet of painted boards do not serve the purpose for which blackboards are intended.

The need for buildings is immediate, but the carrying out of complete plans may extend over a period of years. Not only should the minimum needs of comfort, sanitation, and convenience be provided, but the buildings used should be a lesson to the community in artistic housing. Buildings may be attractive without additional expense. Care and thought in planning them are all that is necessary. In this connection it is recommended that a committee of the board visit the schools maintained by the Tennessee Coal & Iron Co., near Birmingham, Ala. These schools are splendid examples of good taste and practical efficiency in arrangement and cost. They provide auditoriums, playground facilities, home economics, school gardens, supply closets; and the like, in addition to the provisions ordinarily considered necessary in school buildings.

Fortunately at this time the county is in financial position to make such plans as are contemplated herewith. In formulating a building scheme, however, the board must not fall into the error of multiplying the number of small schools. Unless the consolidation of schools and the transportation of pupils at public expense are entirely out of the question, no one-teacher schools should be retained or new ones erected. This recommendation is in line with the best modern practice. A few reasons for consolidating schools even when substantial buildings must be abandoned to do so are given below:

ADVANTAGES OF CONSOLIDATION.

1. The school plant, experimental plots, auditoriums, buildings for country training and home economics, room for playgrounds, and teachers' homes can be furnished to country children in consolidated schools but can not be supplied to one-teacher buildings.

2. The consolidated school is the only one in which a modern course of study can be offered to rural children. When the responsibility for teaching all the elementary grades falls upon one teacher, only the elements of reading, writing, and arithmetic can be taught, and even under such circumstances the teacher's time must be divided among too many subjects and classes. Schools preparing for rural life should include among the subjects taught agriculture, farm and shop work, home economics, physical education, music and the like. Teachers prepared to present these special subjects and modern facilities are necessary. It is apparent they can be supplied economically only through consolidating small schools.

3. Professional supervision can be secured only through consolidation. The difficulty of organizing and preparing courses in one-teacher schools makes supervision of greater importance in the country than in the city, but it is practically impossible for supervisors to direct the work of teachers when the latter are separated by long distances.

4. Teachers in small schools in the county are hearing from 20 to 36 recitations per day. That means that each recitation is from 5 to 15 minutes in length. Children in the primary and first grades have the attention of the teacher from 30 to 60 minutes during the school day—children in the upper grades only little more. The teachers must hurry from recitations in arithmetic or geography to those in reading or history. They have no time to give to thoughtful preparation, careful assignment, or supervised study. The children are left to their own resources during the greater part of the school day without direction or individual attention. Under these conditions the recitation becomes a mere repetition of the textbook.

5. Indifferent organization, inadequate supervision, and poor methods of teaching are reflected in the school attendance. Children need the inspiration which comes from numbers associated together and the incentive of competition in order to attend regularly and work well. Where consolidation has been tried out it has invariably resulted in increased enrollment and better attendance.

6. Unless schools are consolidated it is not possible to build cottages and provide satisfactory living conditions for the teachers. This results in securing only untrained and inexperienced persons.

7. State superintendents, county superintendents, farmers, and business men testify to the fact that land values increase in the vicinity of consolidated schools. It is also true that better and more progressive farmers are attracted to communities in which the superior advantages furnished in consolidated schools are available for their children.

DETAILS TO BE CONSIDERED.

In formulating a building program, there are a number of details which the board should keep in mind. In the buildings themselves consideration should be given to sanitary and hygienic requirements: to heating, lighting, and seating arrangements; to suitability of location and to pleasing appearance. School sites should be selected on locations that are high and well drained and large enough to afford ample space for playgrounds and gardening spots. Each school should have at its command 10 acres, certainly not less than 5. An auditorium at each school large enough to accommodate the people of the community as well as of all the children of the school should be provided. Rooms for such special activities as home economics, shopwork, and the like, besides cloakrooms, storage and supply closets, are also needed and should be arranged for in any building program adopted.

When transportation is provided it should receive the interested attention of the board. Only reliable adults able to maintain discipline among the children should be in charge of trucks and wagons. Not too many children to be properly seated should be placed in each truck. The danger of children standing or hanging on the outside of transportation trucks is obvious. The board should take every precaution to avoid accidents. Wagons should run promptly on a fixed schedule, as regularly as trains, with meeting points provided at convenient places where the trucks should wait from 5 to 10 minutes for the children to arrive. Truck drivers should be under bond. In many localities transportation by contract is found more satisfactory than under the direct management of the school board. Reliable farmers or garage owners are given the contract to transport children at a fixed per capita price. This necessitates less responsibility on the part of the board and is no more expensive; in fact, is often more economical than other plans.

SUGGESTIONS FOR RELIEVING PRESENT CONGESTION.

The following suggestions are offered to relieve the present housing emergency in the county:

The community school should be enlarged. It is at present crowded beyond its capacity and the children at the Oil Refinery are not provided for. There are ample grounds for all purposes including the teaching of agriculture at the Community site. A four-room building is too small for economy or efficiency and partakes of many of the weaknesses of the isolated one or two-teacher schools. Modern equipment in the way of grounds and rooms can be supplied most economically with one large building to accommodate the people at Community and the Oil Refinery.

The question of maintenance at reasonable expense is of equal importance. A capable principal can be secured only by paying a liberal salary. Such a principal can supervise a large building as well as a small one. Teachers trained to teach the new subjects which should be introduced into the course of study can be secured with little additional cost in a group of from 6 to 10 but would probably have to be dispensed with if two small buildings are utilized instead of one.

Since the oil plant is only about a mile from the community building, transportation would probably be unnecessary. However, even if it were necessary, the expense of supplying it would be less than the expense of maintaining two schools.

As soon as satisfactory building arrangements are consummated the children from Cypress Mills and the Thornton communities should be enrolled in the schools of Brunswick. The present transportation plan is both unsatisfactory and wasteful. There is no real justification for taking children 24 miles past the Brunswick schools. The children of Cypress Mills can walk to the street-car terminus and go to Brunswick with the expense to the board of street-car fare only. Those from the Thornton community should be transported to the terminus and take the street car also.

The new building contemplated to accommodate the children of Jamaica, Bladen, and Tholman should contain at least two classrooms in addition to one or two workrooms and an auditorium. The two white schools on St. Simons Island should also be consolidated. The same sort of building arrangement would be practical here and at Bladen so that such plans and estimates as are needed would answer for both places. If the board of education decides to construct permanent buildings, a design for consolidated schools on the unit plan should be adopted. Buildings planned so that additional rooms could be added when necessary should be erected at once to satisfy immediate needs.

One more consolidation is practical and desirable. The new wagon road now being built along the railroad to Everett will make it possible to transport the children at Hunters Siding and to combine the schools of these two places. The distance will not exceed 4 miles. The county owns no buildings at either place. Everett is a permanent community and the county should not continue to use the present building, which is entirely unfit in size and arrangement for school purposes. A 5-acre tract should be secured and a building similar to the one suggested above should be erected on it as soon as possible.

When these plans are carried out there will remain the children at Brookman and Blythe. Eventually the children at Brookman should be transported to the new school at Bladen. This may not be fea-

ible at once owing to the condition of the roads. It should, however, be done as soon as possible. For the present a one-teacher school will have to be retained at both places. These should be limited to the first six grades. The present effort to have eight grades at Brookman makes altogether too many small classes necessary and is an injustice to the smaller and older children, but particularly to the former. There is always a tendency on the part of the teacher to spend too much time with upper grades. The present program includes 30 recitations daily, all very short. The teacher's time is merely dissipated by division among so many classes. The older children, without great expense, could be sent to the new consolidated school while the younger ones could remain as they now are until more satisfactory arrangements are completed.

While these one-teacher schools remain they should be made the best possible schools of the kind. Ample grounds, proper buildings, equipment, and well-trained teachers should be supplied. A greater amount of ability and more training on the part of the teacher is necessary in one-teacher schools than in the larger schools in order to overcome the handicap of organization and give the children an opportunity for good elementary education. Teachers therefore must be more carefully selected and better paid than those in the consolidated or city schools.

BUILDINGS FOR THE COLORED CHILDREN.

The school buildings at Clayhole, Pennick, and Sterling are the only ones for colored children which, in the opinion of the commission, can be made suitable for school use. In each of these unilateral lighting, proper heating and seating arrangements, and the erection of two sanitary toilets are immediate necessities. Consolidated schools should replace the one-room structures as soon as possible for the reasons given below. The plan for a new Rosenwald school combining the two schools at Union and Magnolia should not be further delayed. If possible, similar arrangements should be made at an early date for a school at St. Simons and another one consolidating the Everett and Clayhole schools. If not Rosenwald schools, then two-teacher schools erected by the board on a similar plan should be provided. All of these buildings should be equipped with blackboards and other material along the lines previously suggested.

EQUIPMENT.

The commission would urge that in schools for Negroes as well as those for the whites sanitary toilets and pure water for drinking purposes be insisted upon. The commission has not said more in this report regarding the importance of these matters because it under-

stands that the county board of health is rigidly to enforce its provisions concerning such matters.

School buildings should also be well heated by hot-water heating furnaces, or jacketed stoves. Plenty of blackboard of some reliable variety—slate is best and most economical in the long run; globes, maps, supplementary readers, and reference books constitute the minimum equipment which should be procured for immediate use. Later, these essentials should be added to, either from public funds or through school and community organizations.

12. THE SHOWING MADE BY THE PUPILS OF BRUNSWICK AND GLYNN COUNTY IN THE STANDARD EDUCATIONAL MEASUREMENT TESTS GIVEN.

Until within a decade the results of the teaching activities of the school, expressed in terms of the progress of children in the subjects which the schools offer, have been largely a matter of personal opinion. No educational yardstick of precise character has been at hand by which efficiency could be judged and the relative standing of schools or of classes determined. Within a few years, however, tests have been devised and so standardized that it is now possible, in certain lines of school work, to compare the achievements of schools and of systems, giving thereby a fairly accurate basis for the appraisal of work within the restricted fields wherein the tests operate.

The commission gave four of these tests in all of the schools of Brunswick and in the Community school of Glynn County. The tests given were the Curtis test in addition, subtraction, multiplication, and division processes operating with whole numbers; the Stone reasoning test in arithmetic; the Ayers spelling test; and the Monroe's silent reading test designed to test the rate of reading and the degree of comprehension. Each of these tests has been given under exactly the same condition in schools in all parts of the United States and to thousands of children. The results have been carefully tabulated, so that school officials now know what degree of speed and of accuracy the great majority of children are capable of reaching where the teaching practice has been efficient. By comparing the results which the children of the schools of Glynn obtained with the standard score obtained by many thousands of children it can be judged, in part at least, as to how efficient in these lines the teaching is in Glynn.

A. THE CURTIS TEST IN ARITHMETICAL PROCESSES.

The series consists of four tests printed on a four-page folder, one test to each page. Twenty-four examples of equal difficulty are given in each. A time limit is set for each test, 8 minutes for the

addition test, 4 minutes for the subtraction, 6 minutes for the multiplication, and 8 minutes for the division test. Within these respective time limits each pupil tested is required to solve as many examples as he can. The papers are then marked for the number attempted (speed) and for the numbers which are correct (accuracy). In order that all tests may be standardized, no credit is given for examples incomplete or partially correct. The following are sample exercises of the four tests; the remaining examples of each are of equal difficulty:

TEST NO. 1. ADDITION (8 MINUTES).

927	297	136	486	384	176	277	827
379	925	340	765	477	783	445	882
756	473	988	524	831	697	682	959
837	983	386	140	266	200	594	602
924	315	353	812	679	366	481	118
110	661	904	466	241	851	778	784
854	794	547	355	796	535	849	756
965	177	192	834	850	323	157	222
344	124	439	567	733	229	953	525

TEST NO. 2. SUBTRACTION (4 MINUTES).

115364741	67298125	92057352	113380936
80195261	29346861	42689037	42556840

TEST NO. 3. MULTIPLICATION (6 MINUTES).

3876	9245	7368	2594	6495
93	86	74	25	19

TEST NO. 4. DIVISION (8 MINUTES).

37)14467	86)60372	94)67774	25)9750
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THE RESULTS IN THE GLYNN COUNTY SCHOOLS.

The following tables show the results of the Curtis test among the schools of Glynn County:

Schools and grades.	Addition test (time, 8 minutes).					Subtraction test (time, 4 minutes).				
	Total papers.	Rate of speed.		Accuracy.		Median (at-tempts).	Rate of speed.		Accuracy.	
		Median (at-tempts).	Standard median (at-tempts).	Median.	Standard median.		Median (at-tempts).	Standard median (at-tempts).	Median.	Standard median.
Glynn:				Per ct.	Per ct.			Per ct.	Per ct.	
VIII.....	33	7.2	11.6	66.0	78.0	9.6	12.6	75.0	87.0	
VII.....	31	6.3	10.9	60.0	75.0	8.4	11.6	66.0	86.0	
VI.....	63	5.8	9.8	48.0	73.0	7.9	10.3	70.1	85.0	
V.....	68	5.8	8.6	40.0	70.0	8.9	9.0	68.0	83.0	
Purvis:										
VI.....	22	6.4	9.8	51.0	73.0	10.4	10.3	54.0	85.0	
V.....	48	5.2	8.6	19.0	70.0	6.9	9.0	48.8	83.0	
Community:										
VII.....	17	5.4	10.9	48.0	75.0	6.0	11.6	49.0	86.0	
VI.....	27	5.7	9.8	50.1	73.0	7.1	10.3	50.1	85.0	
Risley (colored):										
VIII.....	7	6.8	11.6	85.0	78.0	10.1	12.9	60.0	87.0	
VII.....	11	5.0	10.9	70.0	75.0	8.4	11.6	70.0	85.0	
VI.....	24	5.6	9.8	55.0	73.0	8.6	10.3	66.0	85.0	
V.....	39	5.9	8.6	54.0	70.0	6.8	9.0	54.0	83.0	

Schools and grades.	Multiplication test (time, 6 minutes).					Division test (time, 8 minutes).				
	Total papers.	Rate of speed.		Accuracy.		Median rate.	Rate of speed.		Accuracy.	
		Median rate.	Standard median rate.	Median accuracy.	Standard median accuracy.		Median rate.	Standard median rate.	Median accuracy.	Standard median accuracy.
		At-tempts.	At-tempts.	Per cent.	Per cent.	At-tempts.	At-tempts.	Per cent.	Per cent.	
Glynn:										
VIII.....	65	8.5	11.5	69.9	81.0	6.7	10.7	70.0	91.0	
VII.....	62	6.9	10.2	55.0	80.0	5.0	9.6	63.0	90.0	
VI.....	63	6.1	9.1	68.1	78.0	4.8	8.12	79.9	87.0	
V.....	68	6.6	7.5	64.0	75.0	4.4	6.1	66.0	77.0	
Purvis:										
VI.....	22	7.1	9.1	48.0	78.0	5.8	8.2	60.0	87.0	
V.....	48	6.6	7.5	61.0	75.0	4.9	6.1	63.0	77.0	
Community:										
VII.....	17	4.0	10.2	41.0	80.0	4.4	9.6	28.0	90.0	
VI.....	27	5.3	9.1	56.0	78.0	3.8	8.2	50.1	87.0	
Risley (colored):										
VIII.....	7	9.0	11.5	65.0	81.0	6.0	10.7	73.0	91.0	
VII.....	11	7.5	10.2	56.0	80.0	5.5	9.6	70.0	90.0	
VI.....	24	8.6	9.1	60.0	78.0	4.9	8.2	60.0	87.0	
V.....	39	6.8	7.5	69.0	75.0	3.8	6.1	59.0	77.0	

OBSERVATIONS ON THE TESTS

An examination of the foregoing tables shows that as compared with the standard score, obtained by examining thousands of children in all sections of the United States, the records made by the schools of Glynn are very low. This applies both to the rate of speed at which the children work and their accuracy. In fact, the records

disclose the fact that in most instances the seventh and eighth grades of the Glynn schools fall below the standards reached by fifth grades in other places.

Drill, properly conducted and continuously carried on, is an absolute requirement for speed and accuracy in the arithmetical operations. A motive for drilling, a thorough understanding of the steps involved in the drill process, regular, frequent, short repetitions with a maximum of attention focused on the drill, with enough variation of drill material to avoid any monotony, are the most important principles upon which to base effective drills. We believe that it is good practice to begin almost every arithmetic lesson with a good, snappy drill, which, if possible, is connected in some way with the day's work. Not enough of this type of activity is found in the Brunswick and Glynn County schools. Four or five minutes each day spent in this way is the most economical expenditure of time that can be devised.

B. THE STONE REASONING TEST IN ARITHMETIC.

The test in arithmetic reasoning as given follows:

(Solve as many of the following problems as you have time for; work them in order as numbered.)

1. If you buy 2 tablets at 7 cents each and a book for 65 cents, how much change should you receive from a two-dollar bill? (1.0.)
2. John sold 4 Saturday Evening Posts at 5 cents each. He kept one-half the money and with the other half he bought Sunday papers at 2 cents each. How many did he buy? (1.0.)
3. If James had 4 times as much money as George, he would have \$16. How much money has George? (1.0.)
4. How many pencils can you buy for 50 cents at the rate of 2 for 5 cents? (1.0.)
5. The uniforms for a baseball nine cost \$2.50 each. The shoes cost \$2 a pair. What was the total cost of uniforms and shoes for the nine? (1.0.)
6. In the schools of a certain city there are 2,200 pupils; one-half are in the primary grade, one-fourth in the grammar grades, one-eighth in the high school, and the rest in the night school. How many pupils are there in the night school? (1.0.)
7. If $3\frac{1}{2}$ tons of coal cost \$21, what will $5\frac{1}{2}$ tons cost? (1.2.)
8. A news dealer bought some magazines for \$1. He sold them for \$1.20 gaining 5 cents on each magazine. How many magazines were there? (1.6.)
9. A girl spent one-eighth of her money for car fare, and three times as much for clothes. Half of what she had left was 80 cents. How much money did she have at first? (2.0.)
10. Two girls receive \$2.10 for making buttonholes. One makes 42, the other 28. How shall they divide the money? (2.0.)
11. Mr. Brown paid one-third of the cost of a building; Mr. Johnson paid one-half the cost. Mr. Johnson received \$500 more annual rent than Mr. Brown. How much did he receive? (2.0.)
12. A freight train left Albany for New York at 6 o'clock. An express train left on the same track at 8 o'clock. It went at the rate of 40 miles an hour. At what time of day will it overtake the freight train if the freight train stops after it has gone 56 miles? (2.0.)

The time allowance is exactly 15 minutes. The problems are graded in difficulty, each problem having a score value commensu-

rate with its difficulty. No credit was allowed for partially correct or partially complete answers.

THE RESULTS OF THE REASONING TEST.

The table which follows shows how the schools of Brunswick and of Glynn County fared in this test and in comparison with results obtained in other systems:

Results of reasoning test.

Schools and grades.	Number of pupils.	Attempts.	Rights.	Percentage of accuracy.	Total credits.	Average credits per pupil.	Average attempts per pupil.	Average rights per pupil.
Glynn:								
VIII.....	61	428	325	75.0	357	5.8	7.0	5.3
VII.....	67	444	311	64.0	372	4.2	7.2	4.0
VI.....	65	445	251	55.0	251	3.8	6.8	3.8
V.....	53	360	170	47.0	170	2.3	4.9	2.3
Forvis:								
VI.....	45	215	80	30.0	82	1.8	4.8	1.7
V.....	44	213	80	37.0	80	1.8	4.8	1.8
Community:								
VII.....	11	61	36	59.0	36	3.2	5.5	3.2
VI.....	13	69	32	46.0	32	2.4	5.3	2.4
V.....	15	57	24	42.0	24	1.5	3.8	1.6
Instley (colored):								
VIII.....	9	52	30	57.0	30	3.3	5.7	3.3
VII.....	9	48	34	70.0	34	3.7	5.8	3.7
VI.....	23	62	30	48.0	30	1.3	2.6	1.3
V.....	41	157	70	44.0	70	1.7	3.8	1.7

For purposes of comparison the results obtained in other systems are given below. These results are expressed in average credits per child.

Average credits per child in several systems.

Cities	V grade.		VI grade.		VII grade.		VIII grade.	
	Median pupil.	Average per pupil.	Median pupil.	Average per pupil.	Median pupil.	Average per pupil.	Median pupil.	Average per pupil.
Janeville, Wis. (15,000 population).....	2.40	1.80	3.40	2.98	5.50	5.20	6.3	6.48
Butte, Mont. (40,000 population).....	2.20	2.44	3.90	4.24	5.80	5.95	7.7	7.83
Salt Lake City.....	3.70	4.03	6.40	6.46	8.60	8.86	10.5	10.44
San Francisco.....	2.85	2.40	5.52	4.06	5.40	4.96	6.8	6.43
Columbia, S. C.:								
White pupils.....		3.0		3.0		6.3		5.4
Negro pupils.....		1.2		2.6		8.4		3.2
Entire system.....		2.5		4.4		5.6		4.9
Memphis:								
White pupils.....		3.2		4.9		5.2		7.1
Negro pupils.....		8.4		4.5		6.0		10.1
Entire system.....		8.3		4.8		6.1		7.5

C. THE AYRES SPELLING TEST.

The test which was given from the second grade to the eighth, inclusive, consisted of the words for each grade taken from Ayres List B, of "One Thousand Commonest Words." The words in each list have been spelled correctly by 73 per cent of the children in the respective grades in tests which have been given in many

cities. Therefore 73 per cent may be accepted as the standard for each grade if the teaching of spelling is to be adjudged equal to the average of many cities in the United States. The six tests which were used follow:

<p><i>Second grade.</i></p> <ol style="list-style-type: none"> 1. nine. 2. got. 3. spring. 4. stone. 5. fall. 6. Monday. 7. take. 8. put. 9. its. 10. sold. 	<p><i>Third grade.</i></p> <ol style="list-style-type: none"> 1. catch. 2. able. 3. fell. 4. soap. 5. express. 6. table. 7. road. 8. power. 9. another. 10. church. 	<p><i>Fourth grade.</i></p> <ol style="list-style-type: none"> 1. eight. 2. aboard. 3. restrain. 4. population. 5. figure. 6. everything. 7. farther. 8. knew. 9. fact. 10. public. 	<p><i>Fifth grade.</i></p> <ol style="list-style-type: none"> 1. sometimes. 2. period. 3. firm. 4. crowd. 5. relative. 6. serve. 7. due. 8. ledge. 9. information. 10. present.
<p><i>Sixth grade.</i></p> <ol style="list-style-type: none"> 1. often. 2. total. 3. examination. 4. marriage. 5. opinion. 6. witness. 7. theater. 8. supply. 9. course. 10. doubt. 	<p><i>Seventh grade.</i></p> <ol style="list-style-type: none"> 1. meant. 2. distinguish. 3. assure. 4. probably. 5. responsibility. 6. difficulty. 7. develop. 8. material. 9. senate. 10. agreement. 	<p><i>Eighth grade.</i></p> <ol style="list-style-type: none"> 1. organization. 2. emergency. 3. appreciate. 4. sincerely. 5. athletic. 6. extreme. 7. practical. 8. proceed. 9. cordially. 10. character. 	

Result of spelling test.

	Total pupils.	Total words correct.	Per cent correct.
Glynn:			
VIII.....	59	448	75.4
VII.....	68	453	66.6
VI.....	65	502	77.2
V.....	76	528	69.5
IV.....	53	318	60.0
III.....	90	655	72.8
II.....	90	601	66.8
Purvis:			
VI.....	30	227	75.6
V.....	41	274	66.8
IV.....	32	268	83.7
III.....	34	278	81.7
II.....	42	300	71.4
Community:			
VII.....	10	68	63.0
V.....	13	90	69.2
IV.....	15	90	60.0
III.....	12	50	41.7
Blakely (colored):			
VIII.....	9	64	71.1
VII.....	9	61	67.8
VI.....	26	146	56.0
V.....	41	281	68.5
IV.....	30	202	67.3
III.....	56	412	73.5

OBSERVATIONS ON SPELLING TEST.

Comparing the results obtained by the foregoing schools and grades with the standard score of 73 per cent correct, it is seen that several of the grades equaled or surpassed the standard score. In the Glynn Academy and Glynn Grammar School the eighth grade, the sixth grade, and the third grade were successful. In the Purvis School the sixth, the fourth, and the third passed the standard score.

All of the grades of the Community School failed to reach even 70 per cent, the fourth falling below that of any other grade tested. In the colored school but one grade, the third, reached the standard score.

The range of variation as between the lowest and the highest scores gained by the several grades indicates that the spelling work of the schools is in need of coordination. Such variation suggests that there is a lack of teamwork among the teachers of the several schools and in the system at large. With careful supervision of the work it ought not to be difficult to eliminate much of this variation in results through raising the weakest grades to the general level of the standard score.

D. THE MONROE SILENT READING TEST.

This is a series of exercises designed to test both speed and comprehension in reading. Some 15 exercises, printed in a folder, are given to each child. The following exercise is a sample to show the nature of the test:

I am a little dark-skinned girl. I wear a slip of brown buckskin and a pair of soft moccasins. I live in a wigwam. What kind of a girl do you think I am?
Chinese French Indian African Eskimo.

The answer to this exercise is "Indian," and it is to be indicated by drawing a line under the word. The test consists of a number of exercises like this one. At a given signal the children begin and are allowed exactly five minutes, during which time they read as many exercises as possible, marking the answers as indicated in the exercise. In this way both the rate of reading is found and the degree to which the child understands what he has read. The following table shows how the children of Glynn County did in comparison with the standard score, also in comparison with the score made by the children of the Memphis, Tenn., system.

Results of the reading test.

Schools.	Grade III.			Grade IV.			Grade V.		
	Number of pupils.	Rate score.	Comprehension score.	Number of pupils.	Rate score.	Comprehension score.	Number of pupils.	Rate score.	Comprehension score.
Standard score.....	6,455	82	7.2	6,509	7.3	13	6,203	89	19
Memphis score (white).....	1,021	68	8.9	1,010	80.1	13.2	1,008	91.3	14.8
Glynn.....	87	44	3	72	67	10	73	85	15
Purvis.....	38	44	4	31	3.9	8	49	76	14
Community.....				19	44	6	13	67	11
Hisley.....							44	59	10
Schools.	Grade VI.			Grade VII.			Grade VIII.		
	Number of pupils.	Rate score.	Comprehension score.	Number of pupils.	Rate score.	Comprehension score.	Number of pupils.	Rate score.	Comprehension score.
Standard score.....	5,731	88	20	4,614	99	23	3,825	106	26.4
Memphis score (white).....	1,029	113.2	17.3	750	114.7	20.6	615	136.6	23.9
Glynn.....	64	88	18	62	98	23	60	106	22.0
Purvis.....	31	87	19						
Community.....	17	69	15	10	69	16			
Hisley (colored).....	24	81	13	10	81	18			

OBSERVATIONS ON THE READING TEST.

In the rate of reading--that is, in the amount covered in the prescribed time, a glance at the preceding table will show that with the exception of the sixth and eighth grades of the Glynn school the grades of all the schools in comparison with the standard score stood low, most of them being very low indeed. In the rating for comprehension only the seventh grade of the Glynn school reached the standard, the scores of all other grades likewise being very low. In general the grades of the Glynn grammar school did better in this test than did corresponding grades in the other schools.

The results of this test show that teachers should be giving much attention in their reading and language work to thought getting. Evidently the reading of the children is too mechanical and that not enough time is given to teaching the children how to get at the meaning of the authors of the exercises which they read.

WHAT THE FOREGOING TESTS SHOW.

These four tests show that in comparison with what children are uniformly getting in other school systems the children of the schools of Glynn County are not making the progress in the subjects tested which they should be making. These tests also reinforce and emphasize the criticism passed upon the work of the schools in other parts of this report. Likewise in other connections we have suggested wherein the system can be administered to bring the work of the classroom increasingly to a higher level of efficiency. All of which is to the end that the children educated in the schools of Brunswick and of Glynn County shall have as good an opportunity for an efficient schooling as shall children living in more favored sections of the United States. It is confidently believed that if the suggestions contained in this report are carried out with intelligence, in a very few years the work of the schools can be placed on a plane which will compare favorably with the work of any system. But the accomplishment of this will require hard, thoughtful, and very earnest work of the entire school corps. It also demands that the schools of the county receive more generous support than they now do. In no other way can the children now living in this county be given that which other communities are giving their children.