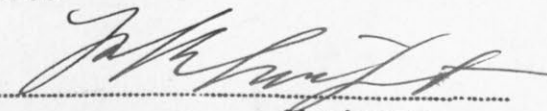


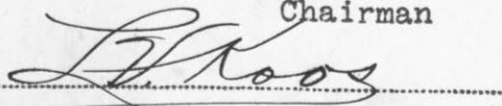
THE UNIVERSITY OF MINNESOTA


GRADUATE SCHOOL

Report
of
Committee on Thesis

The undersigned, acting as a Committee of the Graduate School, have read the accompanying thesis submitted by Tena Anderson for the degree of Master of Arts. They approve it as a thesis meeting the requirements of the Graduate School of the University of Minnesota, and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Arts.


.....
Chairman


.....


.....

5-25²¹ 1918

THE UNIVERSITY OF MINNESOTA

GRADUATE SCHOOL

Report

of

Committee on Examination

This is to certify that we the undersigned, as a committee of the Graduate School, have given Tena Anderson final oral examination for the degree of Master of Arts . We recommend that the degree of Master of Arts be conferred upon the candidate.

Minneapolis, Minnesota

5 - 25 - 1921

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Chairman

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A STUDY OF THE COUNTY SUPERINTENDENCY

A Thesis

Submitted to the Graduate Faculty

of the

University of Minnesota

by

Tena Anderson

In Partial Fulfillment of the Requirement

for the

Degree of

Master of Arts

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The percentages of teachers holding life certificates is three times as great in the city as in rural schools.

From the standpoint of equipment the rural school makes a poor showing. Possibly the person who can best appreciate the meagreness is the normal
Equip- the normal training teacher or the county superintendent.
ment

On their visits they find the teacher struggling along with maps that are twenty years old or more, a dictionary in a very dilapidated condition, and text books of very old editions. The library lacks order and system. Reference books, so essential to successful teaching, are conspicuously few. The same may be said of magazines and newspapers. Another factor, and one which may seem relatively unimportant to the casual observer, is the old fashioned double desk which is still commonly found. The significance of this piece of equipment is readily seen, however, when the teacher in charge of the school is a weak disciplinarian.

That the majority of rural school houses are in a dilapidated condition is a well known fact. Too many of the much discussed "box car" type, which violates principles of lighting and heating, not to say notions of architectural beauty, are still in existence. Cities invest more per school capita for buildings and equipment than rural districts. Data⁸ from Alabama show that the per capita (for white children) invested in city school property is \$77, in rural school property it is \$19; (for colored schools) the corresponding figures are \$15 and \$7.50.

8. Alabama Report of Department of Education, 1919, p. 66.

In Missouri (1916-17) the investment per rural child enrolled was \$25.52 as compared to \$123.25 for city children.⁹ These figures show that in Missouri cities spend nearly five times as much as rural communities in providing buildings that are sanitary with better seating, lighting and ventilation; in providing equipment such as reference and library books, maps, and blackboards.

Cities frequently, perhaps in the majority of cases, levy a higher tax rate for the support of schools than rural communities do. In Missouri, 1918, the city schools levied a rate of \$1.24¹⁰ on the hundred dollars assessed valuation, while the rural schools made a corresponding levy of sixty-three cents or approximately one half as much. No doubt part of this increased annual expenditure is accounted for by the fact that high schools are maintained in cities.¹¹

Another distinct advantage which cities give their children is a longer school term, substantially nine months. In rural districts Length of term it is considerably less. The average given for the length of term in city schools in Missouri, 1918, is 173 days, for rural schools it is 128 days.¹² The following table shows the number of schools having the length of term indicated:

9. Missouri Report of Public Schools, 1918, p. 42.
10. Ibid, p. 242.
11. Ibid, p. 43.
12. Ibid, p. 242.

TABLE 3. RURAL SCHOOL YEAR IN MISSOURI, 1918¹³

LENGTH	NUMBER OF SCHOOLS
Under 4 months	67
4-6 months	444
6-8 months	2,420
8 months	5,896
More than 8 months	780
Total	9,607

The importance of the length of term becomes apparent when we estimate the age at which the pupil will complete the seventh grade. The city pupil, attending regularly and doing satisfactory work, will be about thirteen or fourteen years of age when he completes the seventh grade. The country child who attends regularly will probably be between sixteen and eighteen years. If he attended 65.5% of the term,¹⁴ as statistics show for Missouri, he would be at least twenty years of age. This results in a large number of pupils dropping out before completing the seventh grade.

A hindrance which some country children experience is that of living so far from the school house that attendance is practically prohibitive. This problem was investigated by the Department of Education in Minnesota for the year 1919, a summary of which follows:

13. Data taken from Missouri Report of Public Schools, 1918, p. 197.

14. See Table 5.

TABLE 4. SUMMARY OF DATA RELATIVE TO ISOLATED PUPILS IN RURAL DISTRICTS,
Minnesota, 1919^a

Number of districts reporting	2,225
Number of pupils in districts reporting	70,166
Number of pupils living within two miles of school	50,335
Per cent	71.74
Number of pupils living between two and two and one-half miles from school	12,520
Per cent	17.85
Number of pupils living between two and one-half and three miles from school	4,064
Per cent	5.79
Number of pupils living between three and three and one-half miles from school	1,512
Per cent	2.16
Number of pupils living more than three and one-half miles from school	989
Per cent	1.39
Number reported as not attending school because of distance from school	746
Per cent	1.07
1. Average number of days of annual attendance in rural schools (1919)	108
2. Average number of days attendance in high and graded schools (1918)	148
3. Average number of days of attendance of pupils living from two to two and one-half miles from school 1918-19	97
4. Average number of days of attendance of pupils living from two and one-half to three miles from school 1918-19	92
5. Average number of days of attendance of pupils living from three to three and one-half miles from school 1918-19	91
6. Average number of days attendance of pupils living more than three and one-half miles from school 1918-19	98

"The above investigation covers all but nine counties in the state and about one-third of all the rural school districts and rural school population, and is, therefore, representative. It reveals the fact that about 30 per cent of the rural children live more than two miles from school, or a distance beyond which it is not reasonable to expect children to walk, and therefore, the compulsory attendance law cannot be enforced.

The investigation further shows that distance from school has a marked effect upon attendance. When it is evident that the parents do not transport the children the total days of attendance is lower, in proportion as the distance from school increases. In many instances the attendance is so irregular as to be practically equivalent to non-attendance.

The worst indictment against Minnesota's public school service, however, is the fact that approximately 2,000 children are denied all educational opportunity because they live so far from school that attendance is either prohibitive or the compulsory attendance law not obligatory. The fact that this condition exists not only in the northern part of the state, but also in the wealthiest counties in Minnesota, even in districts where the school tax is less than five mills, only emphasizes the seriousness of the situation. In many cases the only

chance that some of these children have of hearing the English language spoken is in the public school. One thousand children in this great state growing to manhood and womanhood, soon to assume all the duties and responsibilities of citizenship, ignorant of our language, our American ideals and government! This is a situation both intolerable and inexcusable."

a. Extract from Minn., Report of the State Board of Education upon the Revision of State Aid, 1920, p. 71.

The effect of distance from school upon enrollment and attendance has been seen in the Table just given. The State Superintendent of Missouri, reporting on enrollment and attendance in city and country schools gives the following percentages:

TABLE 5. COMPARISON OF ENROLLMENT AND ATTENDANCE IN RURAL AND CITY SCHOOLS, MISSOURI, 1918.

	PERCENT	
	RURAL ^a	CITY ^b
Per cent enrolled of enumeration	63.3	78.3
Per cent attendance of enrollment	65.5	74.9
Per cent attendance of enumeration	43.1	58.7

a. Data reported by P. P. Claxton in School Life, Vol. VI, No. 3, Feb. 1, 1921, p. 4.

b. Missouri Report of Public Schools, 1918, p. 242.

While the percentages for the city schools are far from being as high as is desirable they are approximately 10% higher than for the rural schools.

In no respect do rural schools differ more widely from city schools than in the provisions made for expert supervision. The majority of our cities pay much attention to the selection of a superintendent with proper qualifications. Since the organization is well centralized and the area he covers is small, he has time not only to supervise the teaching and raise the professional growth of his

teachers but to develop an interest in the schools on the part of the patrons.

In rural communities conditions are quite the opposite. The county superintendent's duties are so many and varied, and his schools scattered over so large a territory that it requires a large amount of time to visit his schools only once.

Due to the fact that he must make a good showing at the next political campaign he is tempted to give much attention to building and other external improvements as such improvements are more apparent to the average voter than the matter of supervision and raising the professional status of his teachers.

A large number of the factors which make for poor conditions in rural schools and poor results can be modified very little, if at all. This is not true of supervision. Here we have a factor upon which improvement largely depends and one which can be improved through clearly attainable modifications.

Albert S. Cook, State Superintendent of Maryland says, "In view of the small percentage of trained teachers in rural schools at present and Need for Supervision in Rural Schools of the meagre available supply in the near future, improving teachers in service is the most pressing administrative problem for state and county school systems."¹⁵ State Superintendent V. O. Gilbert of Kentucky, voices the same sentiment when he says, "Success of the school is determined more by the character of the teaching than by all other agencies and elements combined. At a time when we must employ so many inexperienced and more or less incompetent teachers for our rural schools, it is of the utmost importance that they be provided with efficient supervision."¹⁶ That this feature of the work has been sadly

15. School Life, Vol. VI, No. 6, March 15, 1921.

16. Report of the Supt. of Public Instruction, Kentucky, 1919, p. 207d-208b.

neglected is shown by the fact that eighty-two per cent of county superintendents in the United States have no assistants.¹⁷

Verdicts such as the above could probably be secured from educational leaders from every state in the Union. We will content ourselves with two more. Superintendent Cook of Baltimore County, Maryland, writes: "All successful enterprises find close and constant supervision essential to their success. One telephone operator in eleven devotes her full time to supervising the remaining ten; hospitals place one nurse in charge of five to fourteen others; department stores use one supervisor over twenty-five sales people; large banks put one supervisor over six to fifteen persons." In the annual report of the State Superintendent of Kentucky, 1919, p. 208, this statement is found: "Statistics are lacking but it is estimated by some authorities that at least one-fourth of the millions spent every year by the Southern States upon their rural schools may be considered an absolute waste because of the lack of supervision."

The preceding paragraphs would seem to show that from the standpoint of state and county educational authorities, skilled and effective supervision is a crying need of our rural schools. The reasons which appear most prominent in the minds of the educators quoted, are (1) all successful enterprises find close and constant supervision essential to success, and (2) the large number of untrained teachers found in our rural schools. Teachers who lack professional training and experience require far more time and skill on the part of the supervisor than the better qualified teachers who seek city positions. To the above reasons several others may be added.

17. Bureau of Educational Bulletin, 1916, No. 48, Rural School Supervision, p. 31.

The city teacher's task of teaching one or two grades is relatively simple compared to that of the rural teacher who generally has seven or eight. This involves not only the stupendous task of preparing twenty to twenty-five lessons per day, since few have learned to combine their classes, but also learning to appreciate the needs and interests of children ranging in age from six to sixteen.

The problem of organization in the rural school is peculiarly difficult. In a large rural school it is difficult to find time for all classes, while in the small school the problem of arousing interest is the most difficult. Making a satisfactory study and recitation program is one of the most difficult as well as one of the most important factors in successful work. The inexperienced teacher, although trained, almost invariably needs the helpful criticisms of a trained and experienced supervisor in this matter. In addition, the rural teacher works alone and needs encouragement and assistance far more than the city teachers.

The complexity of the rural teacher's task and the multiplicity of her duties aggravate the situation and leave her little time and energy to devote to the problem of instruction and training, and combined with her experience and lack of preparation make expert supervision absolutely essential.

The difficulties and defects in the rural school situation which we already have pointed out make imperative expert supervision. Aside from a better trained and more able teaching force, supervision is the greatest need of the rural schools today.

In the majority of our states rural school supervision is in charge of a county superintendent of schools. In 1911 the Bureau of Education asked for an expression of opinion, concerning the efficiency of rural supervision, from the departments of education in thirty-four states having county superintendents. In the majority of these states the office of the county superintendent was political and no provision was made for assistants. Some of the replies as quoted will be given:

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

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

"Territory too large for effective work."

"Too many schools for one to supervise."

"Inefficiency of county superintendents."

"Too much work for county superintendents to do.. Each has from seventy to three hundred teachers, sixty to two hundred buildings, voluminous office work, and no assistance."

"The system of electing county superintendents consists of rotation of office, which very much limits the efficiency of the system."¹⁸

The replies quoted suggest in general, the chief causes for inefficient supervision. If, however, we turn to a more specific consideration of the county superintendency as compared with the city superintendency we shall better appreciate the need for change in the status of the county superintendent and the reorganization necessary to bring about this change.

18. Bureau of Educ. Bul., 1916, No. 48, Rural School Supervision, p. 16.

The immediately following chapter will be devoted to comparisons as to:

1. Qualifications.
2. Size of territory to be supervised.
3. Number of buildings and teachers.
4. Conditions for travel.
5. Organization under which each works.
6. Powers - duties.
7. Salaries.
8. Mode of filling office.
9. Tenure of office.

Chapter 3

THE CITY AND COUNTY SUPERINTENDENCY

Chapter two has shown the great need of rural schools for effective organization and supervision and the obstacles in the way of securing the same. One of the outstanding features of efficient city school systems is their provision for expert organization and supervision. In smaller city systems a large proportion of this work falls upon the superintendent primarily. In larger cities supervision is largely delegated by the superintendent to other school officers and the great forward steps in public school progress have been made in the cities. In rural systems supervision is one of the important responsibilities of the county superintendent. It is the purpose of the present chapter to compare county and city superintendents with respect to certain conditions which have an important bearing upon the superintendent as a factor in effective supervision and organization. The following features have been selected for comparison:

1. Qualifications.
2. Salaries.
3. Number of buildings and teachers.
4. Size of territory to be supervised.
5. Conditions for travel.
6. Powers and duties.
7. Organizations under which each works.
8. Mode of filling office.
9. Tenure of office.

Cities generally select their superintendents with great care. As a class, practically all are professionally trained educators whose

ability has been recognized.

The minimum of education required for city superintendents in practically every city of 2500 or over in the United States¹⁹ is eight years of education above the eighth grade, including professional training, equivalent to that given in a normal school or a college or a university department of education, and successful experience in teaching. County superintendents, as a class, seldom possess professional qualifications. Ohio, Indiana, and Pennsylvania are in marked contrast to the general class. The county superintendents of Ohio (88) are practically all college graduates.²⁰ In Indiana and Pennsylvania a large percentage are college graduates.²⁰ How far removed from the general standards of county superintendents are the officers of these three states may be seen from Table 6 which summarizes the professional training of county superintendents in the United States.

TABLE 6. ANALYSIS OF THE PROFESSIONAL EQUIPMENT OF COUNTY SUPERINTENDENTS IN THE UNITED STATES, 1915^a

PERCENT- AGES :	PROFESSIONAL PREPARATION
6%	: have attended elementary school only
3%	: " " " " plus one year secondary school
3%	: " " " " " two " s " "
4%	: " " " " " three " " "
20%	: " " " " " four " " "
17%	: are graduates of secondary schools with one year or less than : one year of higher education.
17%	: have had 2 years of higher education.
6%	: " " 3 " " " "
22%	: " " 4 " " " "

a. Bu. of Educ. Bul., 1916, No. 48, p. 37.

A study of the above table discloses the fact that county superintendents as a class have very low qualifications, no professional training.

19. Bu. of Educ. Bul., 1917, No. 44, p. 56.

20. Bu. of Educ. Bul., 1916, No. 48, p.

ing, no professional experience. Rural schools which present so many obstacles to effective supervision would require well trained and experienced educators. It is difficult to explain why rural school superintendents of whom special ability is required should not have as high qualifications as the city superintendent who works under better conditions.

The minimum essentials in a county as in a city superintendent ought to include personality, character, maturity, professional preparation, and successful experience as an administrator and supervisor. The type of person to be obtained for the position of superintendent depends, like other positions, upon the salary offered. Salaries of city superintendents range from \$1500 to \$12,000²¹, while that of the county superintendents is much lower, in spite of the fact that greater ability and harder work are required of him. His salary ranges from \$100 to \$9100, with an average salary of \$1740. (See data in Table 7).

21. P. P. Claxton in School Life, Vol. VI, No. 4, Feb. 15, 1921, p. 3.

TABLE 7. (cont'd)

\$1500 to \$1799	\$1800 to \$2099	\$2100 to 2399	\$2400 to \$2699	\$2700 to \$2999	\$3000 to \$4999	\$5000 or more	Max. Salary Paid	Min. Salary Paid
13	18	5	6		2	102	\$5000	\$1200
3	6		3				2400	1500
6	8				1		3500	600
5	14	4	8	4	8		4200	200
9	4			6			2800	100
				1	1		3600	2700
4	6	3	3		3		4000	960
15	9	4	4		2		3600	600
5	4						1800	1000
1	6	22	29	4	14	1	9000	1500
1	13	9	21		3		3408	800
42	36	4	10		1		3000	1500
48	9						2000	320
8	4		1				2400	600
1	8	3	11		18		4000	1600
	9	3	8		1	1	5000	1800
23	16	4	1		2		3500	500
23	22	1	4	1	3		3500	300
4	30	1					2300	1000
17	16	17	1		1		4000	1050
16	1						1800	1200
27	18	8	9				2500	700
			4				2400	2400
					19		3000	3000
	14						2000	1400
12	14	5	7	1	4		3600	625
15	23						2000	1200
	10	10	19	9	29		4320	1800
8	10	3					2238	1200
15	3						1800	400
	4	1	19	3	20	6	9100	2000
5	5			1			2800	800
23	12	1	1				2400	1000
8	1		1	1	1		3350	230
28	26	26			1		3600	100
1	5	1	3	1	4		3500	600
10	17	3	2				2400	200
	7	1			2		3000	500
9	6	4	2				2500	1200
34	12	1					2200	900
							1000	1000
439	426	144	177	32	140	10	\$9100	\$100

TABLE 7. SALARIES OF COUNTY SUPERINTENDENTS, 1920, U.S.^a

	Total	No. of	Average	Less	\$300	\$500	\$700	\$900	\$1200
	No. of	Co. re-	Salary	than	to	to	to	to	to
	Counties	porting		\$300	\$499	\$699	\$899	\$1199	\$1499
	ties	salaries	of Co.	Supt.					
1 Alabama	67	47	\$2,121						1
2 Arizona	14	12	1,975						
3 Arkansas	75	27	1,513			1	1	2	8
4 California	58	48	2,160	1	1		1	1	1
5 Colorado	63	51	1,359	2		2		28	
6 Delaware	3	2	3,150						
7 Florida	54	22	2,014					1	2
8 Georgia	152	76	1,421			5	6	11	20
9 Idaho	40	20	1,420					3	8
10 Illinois	102	77	2,556						
11 Indiana	92	78	1,927				1	1	29
12 Iowa	99	93	1,870						
13 Kansas	105	91	1,466		1		5	2	26
14 Kentucky	120	85	1,036			15	15	25	17
15 Louisiana	64	41	2,660						
16 Maryland	24	22	2,382						
17 Michigan	83	71	1,524			9		5	11
18 Minnesota	86	80	1,674		1		2	6	17
19 Mississippi	81	38	1,740					1	2
20 Missouri	114	87	1,640					9	26
21 Montana	41	25	1,416						8
22 Nebraska	93	79	1,740				2	1	14
23 Nevada Districts	5	4	2,400						
24 New Jersey	21	19	3,000						
25 New Mexico	28	15	1,840						1
26 North Carolina	100	57	1,834			1		4	9
27 North Dakota	53	40	1,748						2
28 Ohio	88	77	2,742						
29 Oklahoma	77	61	1,482						40
30 Oregon	36	27	1,348		2	1			6
31 Pennsylvania	66	53	3,191						
32 South Carolina	45	26	1,381				3	4	8
33 South Dakota	64	58	1,590					1	20
34 Tennessee	96	60	1,078	1	1	10	14	11	11
35 Texas	250	162	1,290	14	16	24	1	2	24
36 Utah	28	17	2,187			1		1	
37 Virginia	100	57	1,505	1	1	1	1	8	14
38 Washington	39	37	1,288			5	6	5	11
39 West Virginia	55	33	1,686						12
40 Wisconsin	72	63	1,570					1	15
41 Wyoming	21	12	1,000					12	
Total U. S.	2874	2050	\$1,740	19	22	75	58	145	363

a. Data reported by P. P. Claxton, School Life, Vol. VI, No. 4, Feb. 15, 1921. More than two-thirds of all county superintendents are included. There are 2,874 in U.S.

The average salary of the county superintendents as a class is very low. It is far too low to attract men of fair training, not to say professional training. We are not surprised, therefore, to find that the type of person who accepts the county superintendency is one who in many cases looks upon it as a side line. Data which will be presented for Georgia will bear out these facts. As long as the county superintendency is not made more attractive than the city superintendency in the way of salary it cannot hope to secure professionally trained men and women for the position.

The disparity in salaries of city and county superintendents is seen in Georgia. See Table 8.

TABLE 8. COMPARISON OF GEORGIA COUNTY AND CITY SCHOOL SUPERINTENDENTS,
AS TO SALARIES, NUMBER OF SCHOOLS AND TEACHERS SUPERVISED.^a

COUNTY	SALARY		NUMBER OF		NUMBER OF	
	County	City	SCHOOLS		TEACHERS	
	Supt.	Supt.	County	City	County	City
Bacon	\$1200	\$ 900	35	1	33	7
Barrow	900	2000	26	2	45	24
Ben Hill	1249	2000	15	4	33	31
Bleckley	900	1800	19	1	32	13
Bullock	1283	2400	58	1	96	17
Clarke	1500	2760	14	6	24	62
Cobb	1200	1860	58	2	108	22
Coweta	1700	2725	36	4	64	30
Crisp	1350	2250	24	3	46	28
Decatur	1800	1723	57	2	108	17
DeKalb	2400	1700	39	3	100	31
Floyd	1650	2100	64	6	100	46
Fulton	3000	14240	29	45	113	624
		(1950)		4		17
		(1800)		3		26
Gwinnett	1200	2000	70	1	189	14
		1500		1		13
Hall	1500	2050	65	2	112	27
Laurens	1950	2600	67	3	138	4
Morgan	1850	2160	27	1	41	111
Muscogee	1320	3175	14	10	44	82
Newton	1400	2450	21	1	64	18
Pierce	1500	1625	40	1	51	13
Pike	1470	2700	29	2	58	20
Polk	1550	2200	30	3	73	10
Pulaski	1200	2000	16	1	26	11
Spalding	1481	2400	16	6	31	38
Stephens	900	2000	24	2	36	17
Sumter	1500	2400	19	4	41	29
Terrell	1200	1345	15	2	36	11
Thomas	1200	2650	38	2	60	10
Troup	900	(1800)	26	1	48	9
		(2175)		5		41
		(2200)		1		15
		(2000)		1		12
Median	\$1200	\$2000	29	2	51	17

a. Data from Report of the Department of Education, Georgia, 1919,
pp. 348-357 and 318-327.

The above table shows a range for the city superintendent's salary to be \$900-\$4240 and a median salary of \$2000. The corresponding range for the county superintendent is \$900-\$3000, with a median of \$1200. If we consider all the counties in Georgia (155) we find a wider range, \$450-\$4000, but the median is the same. A distribution of the salaries of city and county salaries appear in Table 9.

TABLE 9. DISTRIBUTION OF SALARIES OF GEORGIA COUNTY AND CITY SUPERINTENDENTS, 1919.

CITY SUPERINTENDENT	:	COUNTY SUPERINTENDENT
4240 - 1	:	4000 - 1
3175 - 1	:	3600 - 1
2760 - 1	:	3000 - 1
2750 - 1	:	2400 - 3
2725 - 1	:	2100 - 2
2700 - 1	:	2075 - 1
2650 - 1	:	2000 - 2
2600 - 1	:	1950 - 1
2500 - 1	:	1913 - 1
2450 - 1	:	1875 - 1
2400 - 3	:	1850 - 1
2250 - 1	:	1800 - 7
2200 - 2	:	1750 - 1
2175 - 1	:	1720 - 1
Median 2160 - 1	:	1700 - 1
2050 - 1 18	:	1665 - 1
2000 - 6	:	1660 - 1
1950 - 1	:	1650 - 1
1860 - 1	:	1625 - 1
1800 - 3	:	1620 - 1
1723 - 1	:	1600 - 4
1700 - 1	:	1550 - 1

(Cont'd)

TABLE 8. (Cont'd)

1625 - 1	:	1540 - 1	
1500 - 1	:	1500 - 15	
1345 - 1	:	1461 - 1	
900 - 1	:	1470 - 1	
<u>2) 36</u>	:	1464 - 1	
18	:	1449 - 1	
	:	1440 - 2	
	:	1410 - 1	
Median 2160	:	1400 - 1	
	:	1350 - 3	
	:	1320 - 1	
	:	1315 - 1	
	:	1283 - 1	
	:	1250 - 1	
	:	1449 - 1	
	:	1210 - 1	
	:	Median 1200 - 23	
	:	1125 - 1	62
	:	1100 - 2	
	:	1066 - 1	
	:	1050 - 3	
	:	1020 - 2	
	:	1002 - 1	
	:	1000 - 9	
	:	960 - 1	
	:	950 - 1	
	:	900 - 13	
	:	893 - 1	
	:	870 - 1	
	:	850 - 1	
	:	840 - 2	
	:	810 - 1	
	:	780 - 1	
	:	750 - 4	
	:	720 - 2	
	:	700 - 1	
	:	650 - 1	
	:	600 - 10	
	:	525 - 1	
	:	450 - 2	
	:	<u>2) 153</u>	
	:	76.5	

a. Georgia Report of Dept. of Educ., 1919, pp. 348 - 357.

Analysing the scores in the above table we see that thirty-five thirty-sixths of the city superintendents have a salary above the median county superintendent's salary, while only nine thirty-fifths of county superintendents have a salary above the median for the city superintendent.²²

P. P. Claxton says, "No wonder that only thirty-five of the one hundred fifty-five superintendents of Georgia devote full time to the schools and that all the others do various things to supplement their salaries, thirty-eight being farmers, nine preachers, eight merchants, three real estate dealers, two bank cashiers, one dentist, five doctors, three book-keepers, two editors, three cotton dealers, three automobile salesmen, two garage men, three teachers, one piano tuner and the others men of all work."²³

The same author further says that disparity in Georgia is not greater but less than in some other states. City superintendents, except in the larger cities, as a class have a relatively small number of teachers to supervise. County superintendents, on the other hand, have an average of one hundred thirty teachers²⁴ under their supervision. The county superintendent, because of the distance between the rural schools cannot supervise as many schools as the city superintendent. It has been estimated that the maximum number of rural schools that the county superintendent can supervise is forty.²⁵ This is less than one-third of the average number under the supervision of the county superintendent in the United States in 1915.

22. Data computed from Georgia. Annual Report of the Dept. of Educ., 1919, p. 348-357.

23. See note 21.

24. U. S. Bu. Educ. Bul., 1916, No. 48, p. 57.

25. U. S. Bu. Educ. Bul., 1917, No. 44, p. 57.

City superintendents have a compact area to supervise, while the county superintendents have a very large area to cover. Data collected by the Bureau of Education show that in 1915 the average territory of the county superintendent is 1,572 square miles. In thirteen states (mostly eastern) the average for each state is less than 600 square miles; in thirteen others it is between 600 and 1000, while in three it is over 5000 square miles, or approximately the size of the state of Connecticut. (4,965 square miles).²⁶ In Montana all but five of the county superintendents have supervision of territory larger than Rhode Island and six have supervision of territory larger than Rhode Island and Delaware.²⁷ The state superintendent of Montana (1918) says, "It is interesting to note that only 100 city superintendents in the United States supervise as many teachers as do the county superintendents of Fergus and Sheridan Counties."²⁸

In Maryland the county superintendent must supervise on the average of 54 buildings, scattered over 216 square miles of territory (smallest county), and 181 buildings scattered over 650 square miles (largest county). City superintendents have convenient and easy means of travel, whereas county superintendents often encounter bad roads that consume much of their time that might be spent in more profitable ways.

It is obvious that the powers granted or denied a superintendent will be important factors in determining his influence. The tendency in the industrial world is to place large power in the hands of the executive

26. U. S. Bu. of Educ. Bul., 1916, No. 48, p. 31.

27. Annual Report of the Superintendent of Public Instruction, Montana, 1918, p. 50.

28. See Note 21.

officer and then to hold him accountable for the results. In many cities we find this same tendency shown where boards of education give to the city superintendent practically the entire management of the schools. We are fortunate in having data presenting the city situation in specific terms. They are shown in Table 10.

TABLE 10. SPECIFIC POWERS OF CITY SUPERINTENDENTS IN THE UNITED STATES, 1915.

POWERS	:	PER CENT OF NUMBER REPORTING
To nominate all teachers	:	73.5
To select the teachers	:	38
To recommend changes in salaries	:	66
To recommend adoption of text books	:	73.5

The power of the city superintendent to select his teachers and recommend changes in the salaries means that teachers will remain in their positions longer. The city superintendent can supervise more effectively because he does not have to spend a large share of his time in familiarizing his teachers with the system under which they are to work. County superintendents, on the other hand, are seriously handicapped in this respect. In 1915-16 one county in Arizona, for instance, eighty per cent of the teachers were new to the district and forty-eight per cent new to the county.²⁹

Further growth of the powers of the city superintendent are shown in a similar study recently made by J. S. Almack based on the study of forty-two cities. The report is presented in Table 11.

29. Bu. Educ. Bul., 1917, No. 44, p. 57.

TABLE 11. POWERS OF CITY SUPERINTENDENTS IN 42 CITIES IN 1918.

United States

FUNCTIONS : 5000 : 25000; 100000; 250000 :
 : to : to : to : up : Totals

School Officers	0	0	0	8	6	14
Appointment	0	0	0	0	1	2
Removal	0	0	0	0	1	1
Supervision	0	0	0	0	0	0
Instruction	9	9	6	7	3	25
Discipline	9	9	5	8	2	24
Selection of texts	4	4	4	7	5	20
Apparatus	2	2	3	5	4	14
Courses of Study	6	6	4	9	5	24
Measure Results	2	2	3	3	4	12
Visit Schools	8	8	5	12	2	27
Provide Supplies	2	2	1	6	0	9
Teachers	0	0	0	0	0	0
Appoint	7	7	3	9	6	25
Assign	7	7	4	7	2	20
Transfer	6	6	4	6	5	21
Suspend	3	3	2	6	5	16
Dismiss	2	2	0	1	0	3
Promote	0	0	0	3	5	8
Demote	0	0	0	1	1	2
Grant Leave	1	1	2	1	2	6
Examine	2	2	0	3	4	9
Keep list of applicants	4	4	4	3	2	13
Hold Meetings	11	11	5	11	5	32
Pupils	0	0	0	0	0	0
Classify	7	7	2	5	0	14
Assign and Promote	8	8	2	4	2	16
Transfer	7	7	2	3	2	14
Suspend	5	5	3	4	0	12
Examine	6	6	3	6	2	17
Issue Employment Certificates	0	0	0	2	0	2
Provide Supplies	0	0	0	1	0	1
General	0	0	0	0	0	0
Make Rules	3	3	1	5	3	12
Fill Temporary Vacancies	8	8	4	11	2	25
Require Reports	1	1	2	5	2	10
Prescribe Forms	6	6	4	3	1	14
Attend Board Meetings	8	8	2	8	4	22
Study other School Systems	10	10	6	7	3	26
Recommend Repairs on Buildings etc.	0	0	1	3	3	7
Keep Office Hours	9	9	7	9	5	30
Change Boundaries of Districts	0	0	0	2	3	5
Prepare Budgets	0	0	0	1	4	5
Make Reports	11	11	7	14	6	28
Enforce Rules	11	11	7	14	6	28

Total number of duties refer to 40 topics.

Total number of cities reporting - 42.

a Taken from a study made by J. S. Alcock, State Univ., Eugene, Ore., Data based on publications of latest rules and regulations of 42 cities in U.S. Publications read for ref. to duties of city supts. Amer. Sch. Bd., Apr. 1921.

In the above table your attention is called to the expansion of the powers of the city superintendent. We again note the superintendent's power to select, place, and dismiss teachers. The typical county superintendent is required to supervise a corps of teachers who have been engaged by several different school boards with standards of selection and salary which vary from that of a willingness to pay a high salary to a well trained teacher, to that of being satisfied with the cheap teacher at a low salary. The most important duty of the supervisor is to see that each teacher works efficiently. It is from this view point that the correct placing of teachers is of great importance to the supervisor. For example, a teacher who may succeed well in a certain community may fail utterly in another because of some personal peculiarity in speech or dress. It is here that the superintendent's knowledge of his schools and his teachers could function to advantage.

The organization of city schools is more centralized than rural districts, the city superintendent generally has a small board of from 5-7 members to deal with. The county superintendent, on the other hand, in states having the district system, has as many boards as there are districts in the county. In many instances this will amount to as many as 250 separate boards of trustees.³⁰ These 250 district boards, each consisting of three members, make a large army of 750 individuals; presenting a formidable bulwark between the county superintendent and direct supervision of his schools.

Montana furnishes an extreme illustration of the difference in the number of board members with which city and county superintendents have to deal. The city superintendent of Butte,³¹ enrolling 9,517 pupils and

30. U.S. Bu. of Educ. Bul., 1916, No. 48, p. 20.

31. Montana Report of Superintendent of Public Instruction, 1918, p. 79-80.

employing 295 teachers deals with 7 board members. The county superintendent of Fergus with 5,952 pupils and 268 teachers deals with 498 district trustees. The relationship is 1:7 vs 1:498. Represented graphically it would appear as in Figure 1.

FIGURE 1.



That the method by which the office of county superintendent is filled has an important effect upon the qualifications of the superintendent secured will be shown by data which follow. City superintendents are elected by city boards of education while the latter are, in the majority of states, elected by the people.

Data registering the effect of the appointive and elective methods upon the qualifications of the county superintendent are presented in Table 12.

TABLE 12. PERCENTAGE ANALYSIS OF QUALIFICATIONS OF APPOINTED
AS COMPARED TO SELECTED COUNTY SUPERINTENDENTS,
U. S.^a, 1915^b

QUALIFICATIONS	PER CENT OF TOTAL		
	Appointed	Elected	
		4 yr. term	2 yr. term
Elementary Education only	1.7	9.1	6.6
Secondary Education			
1 year	2.6	4.4	4.2
2 years	2	5.6	2.7
3 years	.5	8.4	3.4
4 years	12.6	18.8	25
Higher Education			
Less than 1 year	4.9	3.8	8.2
1 year	7.4	14.1	12.5
2 years	18.3	15.9	16.6
3 years	6.6	8.1	3.9
4 years	43.8	11.9	16.9

a. New York, Ohio, and New England states omitted.

b. Data taken from U. S. Bu. of Educ. Bul., 1916, No. 48, p. 62.

It appears from the data that the appointive method secures better trained superintendents, e.g., approximately 44% of the appointed superintendents have had more than 4 years of higher education as opposed to 12% and 17% of the elected superintendents. About 20% of the elected superintendents have had only 4 years of secondary education or the equivalent of a high school course. Of those who have had only elementary education we find about four times as many in the elected group as in the appointed group.

Commissioner Claxton, in discussing this matter has this to say, "The salary paid to city superintendents is important, but the method of their election is still more important. It would be considered absurd to hold a city board of education responsible for the success of the schools

under its control and not at the same time give it the power to elect and dismiss its executive officer, the superintendent of schools. It would be considered equally absurd to elect the city superintendent by popular vote or to let the mayor of the city appoint him.

Important as it is to the city to have a competent superintendent of schools, it is still more important to the country, and it is no less absurd for the county superintendent to be elected by the people at large than it would be for the city superintendent to be so elected, and no less absurd for the county superintendent to be elected by, and therefore responsible to, some other body than the county board of education, than it would be for the city superintendent to be elected by, and therefore responsible to, some other body than the city board of education."³²

Closely connected with the method of selecting the superintendent is the tenure of office. Specific data relative to tenure of office of city superintendents have not been obtained. A quotation from the Bureau of Education Bulletin, 1916, No. 48, p. 15, will shed some light on the situation, "Another indication of the increasing importance of the city superintendent is shown by the fact that 44% of the city superintendents received an increase in salary in 1914 over 1913, and in 83 cases the length of term of the superintendent was increased."

The results of the method of selection of county superintendents are shown in Table 13 which follows.

32. P. P. Claxton in School Life, Vol. VI, No. 4, Feb. 15, 1921, p. 3.

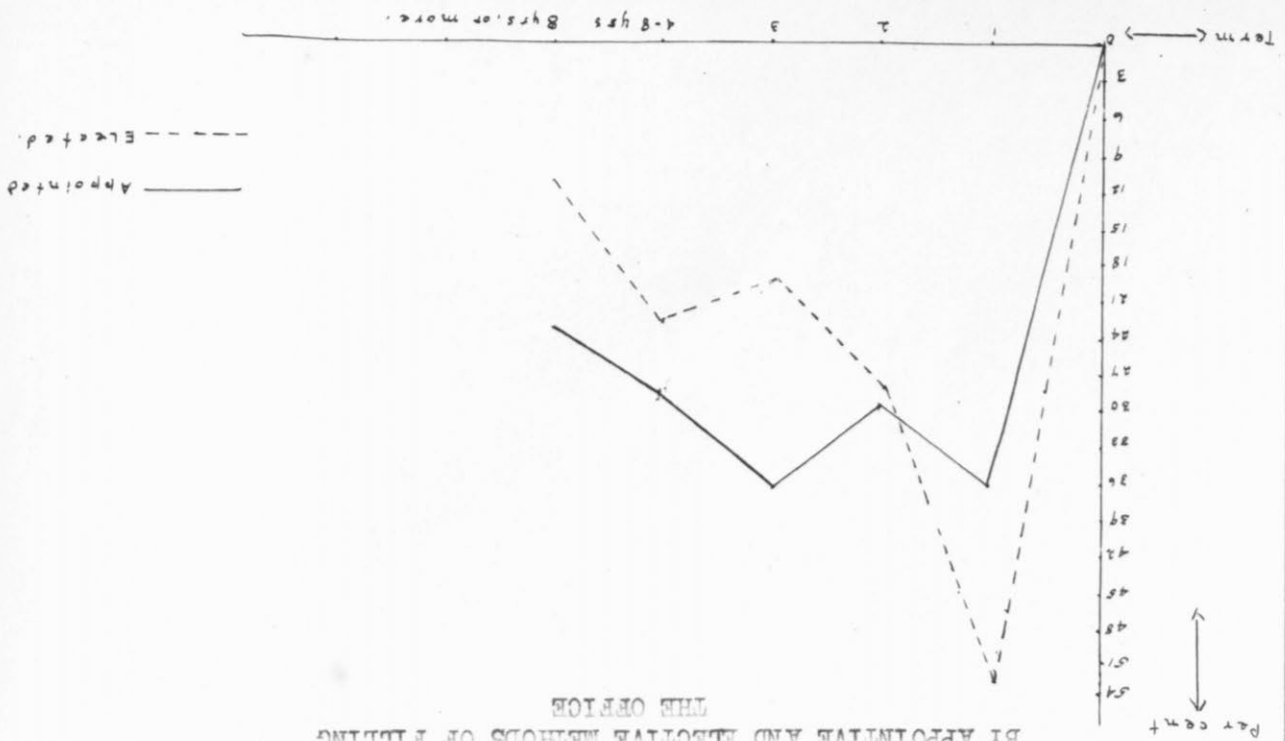


FIGURE 2. TENURE OF OFFICE OF COUNTY SUPERINTENDENT AS AFFECTED BY APPOINTIVE AND ELECTIVE METHODS OF FILLING THE OFFICE

An analysis of the data shows the superiority of the appointive plan. More than one-half of the elected group are serving their first term. More than twice the percentage of appointed superintendents are serving eight years or more. These may be represented graphically.

See Figure 2.

TERM OF OFFICE		PER CENT OF TOTAL	
	Appointed	Elected	
First	36	52	
Second	29	28	
Third or more	36	19	
Four to eight years	28	23	
Eight years or more	22	11	

a. New York, Ohio, and New England states omitted.
 b. Data taken from Bu. of Educ. Bul., 1916, No. 48, p. 62.

TABLE 13. PERCENTAGE ANALYSIS OF TENURE OF OFFICE OF APPOINTED AND ELECTED COUNTY SUPERINTENDENTS, U. S., 1915^b

In the comparisons of the city and county superintendency we have noted that the latter is a political office resulting in little attention being paid to his professional qualifications. The powers and duties now conferred upon him are not broad enough to make him the influential factor in school system that he ought to be. The salary paid to him is insufficient to attract a well qualified candidate. He should be selected with the same care and in the same manner as the city superintendent; he should be paid as high or higher salaries; be required to have as high professional qualifications and be clothed with powers similar to those of the superintendent in our best city systems.

Another important factor which we noted was that of the organization under which the county superintendent worked. The district unit is the prevailing type of organization found in our states today. The county superintendency under this system will be considered in the chapter immediately following.

Chapter 4

THE COUNTY SUPERINTENDENCY UNDER THE DISTRICT SYSTEM

Only eleven states have what may be regarded as a genuine county system. The strongest argument for the substitution of the county system for the district system is our rural school's crying need of expert supervision due to the fact that of all our schools none are taught by such immature and poorly trained teachers. Against the district system it is claimed that it does not result in nor permit efficient supervision. Various causes for this have been advanced. It will be well to study the most important of these in order to get a basis for developing an intelligent appreciation of the county system. Hence the present chapter will be devoted to a study of the district system.

Under the district system every local community has its own school, organized as a separate district. This results in a large number of isolated units, in many instances as many as 250 in one county. Such a large number of scattered units make effective inspection and supervision impossible. The district system produces a multitude of units empowered by law to determine individually their own standards in many of the most important fields of educational endeavors. Such a condition makes it impossible for the county superintendent to set up common standards to be met by all districts.

Many of these units are small as many new districts have been created to satisfy the desire on the part of the people to be near the

school without regard for educational requirements or financial ability. We often find one school with attractive buildings and grounds while the other one near by may be wretchedly poor. This may be due to financial weakness on the part of the district or to the lack of educational zeal. To show the variation in valuation and consequent variation in tax rate for school support which result from the formation of a large number of units, data will be presented for three states, Colorado, Minnesota, and Missouri.

Table 14 shows the variations for two counties in Colorado, 1914-15.

TABLE 14. VARIATION IN VALUATION OF DISTRICTS AND TAX RATE FOR MAINTENANCE. (Conejos and Otero Counties), Colorado, 1914-15.^a

COUNTY	DISTRICT NUMBER	Valuation of District per Census Child	District Tax in Mills	TAX RATE		
				Med.	Min.	Max.
Conejos	29	\$ 617	7.00	3.2	.68	7.
	26	1,234	1.06			
	14	2,072	3.07			
	16	6,117	2.02			
	15	26,545	.68			
Otero	11	3,374	6.5	2.5	2.00	6.5
	29	5,752	2.1			
	23	7,475	2.7			
	9	8,109	2.7			
	20	10,227	2.6			
	13	21,544	2.0			

^a Data taken from study of Common School Finance in Colorado and Certain Inferences of National Import by F. H. Swift, in Journal of Educational Research for November, 1920, p. 750.

We note from the above table that district number 29 in Conejos County, with a valuation less than one-fortieth that of district number 15, taxes itself more than ten times as much for school support. In Otero County district number 11, with a valuation about one-sixth that of district number 13, taxes itself more than three times as much for school support.

Another inference which we may draw from the above table is that districts vary widely with respect to educational zeal. For example, district 11 in Otero County raises a sum of \$21.93 per child, while district 29 in the same county, with a valuation equal to almost twice that of district 11, raises a sum of \$12.08.

Table 15 showing variation in valuation and tax rate in the rural schools of Minnesota, 1919, is introduced especially to show how widely districts vary in their tax rate.

TABLE 15. VARIATION IN VALUATION AND TAX RATE IN 80 COUNTIES IN MINNESOTA. (RURAL SCHOOLS ONLY)
1919-20^a

a. ASSESSED VALUATION:	
Districts with valuation of less than \$30,000	314
Districts with valuation of \$30,000 to \$50,000	777
Districts with valuation of \$50,000 to \$70,000	1,095
Districts with valuation of \$70,000 to \$90,000	1,271
Districts with valuation of 90,000 to 110,000	1,190
Districts with valuation of 110,000 to 130,000	950
Districts with valuation of 130,000 to 150,000	602
Districts with valuation of 150,000 and over	1,047
b. TAX RATE FOR MAINTENANCE:	
Districts tax rate less than 1 mill	141
Districts tax rate 1 to 2 mills	609
Districts tax rate 2 to 3 mills	1,076
Districts tax rate 3 to 4 mills	915
Districts tax rate 4 to 5 mills	676
Districts tax rate 5 to 6 mills	659
Districts tax rate 6 to 7 mills	545

(cont'd)

TABLE 15. (Cont'd)

Districts tax rate 7 to 8 mills	374
Districts tax rate 8 to 9 mills	310
Districts tax rate 9 to 10 mills	196
Districts tax rate 10 to 11 mills	181
Districts tax rate 11 to 12 mills	135
Districts tax rate 12 to 13 mills	128
Districts tax rate 13 to 14 mills	92
Districts tax rate 14 to 15 mills	78
Districts tax rate 15 to 16 mills	256
Districts tax rate 16 to 17 mills	43
Districts tax rate 17 to 18 mills	42
Districts tax rate 18 to 19 mills	49
Districts tax rate 19 to 20 mills	24
Districts tax rate 20 to 21 mills	31
Districts tax rate 21 to 22 mills	31
Districts tax rate 22 to 23 mills	18
Districts tax rate 23 to 24 mills	16
Districts tax rate 24 to 25 mills	15
Districts tax rate 25 to 26 mills	113
Districts tax rate 26 to 27 mills	3
Districts tax rate 27 to 28 mills	7
Districts tax rate 28 to 29 mills	1
Districts tax rate 30 to 31 mills	1
Districts tax rate 31 to 32 mills	3
Districts tax rate 32 to 33 mills	2
Districts tax rate 33 to 34 mills	6
Districts tax rate 34 to 35 mills	5
Districts tax rate 35 to 36 mills	5
Districts tax rate 36 to 37 mills	3
Districts tax rate 37 to 38 mills	2
Districts tax rate 39 to 40 mills	1
Districts tax rate 41 to 42 mills	2
Districts tax rate 42 to 43 mills	6
Districts tax rate 45 to 46 mills	1
Districts tax rate 46 to 47 mills	1
Districts tax rate 50 to 51 mills	1
Districts tax rate 52 to 53 mills	1
Districts tax rate 56 to 57 mills	1
Districts tax rate 57 to 58 mills	1
Districts tax rate 60 to 61 mills	1
Districts tax rate 62 to 63 mills	2
Districts tax rate 64 to 65 mills	1
Districts tax rate 69 to 70 mills	1
Districts tax rate 71 to 72 mills	1
Districts tax rate 94 to 95 mills	1
Districts tax rate 116 to 117 mills	1

a Data taken from Report of the Minnesota State Board of Education upon the revision of State Aid, 1920, pp. 45-46.

In the above table we find a range in tax rate of less than one to more than one hundred sixteen mills. The median tax is between four and five mills. Approximately one-fourth of the districts pay a tax rate between two and three mills. The valuations range from \$30,000 to more than \$150,000 with a median of \$90,000 to \$110,000.

Table 16, Inequality of Burden of School Support in Missouri, 1919, indicates that some persons pay a much higher rate of school tax than other persons in the same county.

TABLE 16. INEQUALITY OF BURDEN OF SCHOOL SUPPORT, Mo., 1919.^a

COUNTY	: Maximum Rate in Terms of Number of Times it is : Higher than Minimum Rate in Same County.
Adair	: 3.33 times as high as that paid by the others in (same county).
Andrew	: 3.75
Benton	: 10.75
Chariton	: 10.00
Clinton	: 8.90
Franklin	: 10.00
Grundy	: 10.00
Henry	: 15.33
Johnston	: 16.00
Mississippi	: 120.00
Monroe	: 30.00
Newton	: 25.5
Pemiscot ^b	:

a. Data taken from a Study of Educational Inequalities in a Typical District-unit state by P. P. Claxton. School Life, Vol. VI, No. 3, Feb. 1, 1921, p. 3.

b. In Pemiscot County the people of one or more districts pay no school taxes except the small amount included in their state taxation, while the people of another district in the same county pay a school tax of 21 mills.

The greatest inequality in the burden of school support shown by the above table is in the case of Mississippi County where some individuals pay one hundred twenty times as high a rate as others. An inference which we may draw from this comparison and one which is pertinent from

the standpoint of supervision is that the district system permits some districts to be satisfied with a low rate of taxation and with consequent inadequate facilities.

One of the arguments most commonly employed by advocates of the district system is that it stimulates local interest and initiative. In actual practice this claim is found to be largely theoretical. The attitude of no small proportion of the patrons of the rural school is characterized by narrowness and selfishness. This is frequently shown in the tendency to insist on a low tax rate, a short term, and a teacher who will accept a small salary.

Again requirements and standards set up as conditions to be fulfilled in order to receive state aid are often resented as infringements of district rights. As a result, such requirements are often reported as being met when they have not been. In other cases they are met only so far as the letter of the law requires. On the other hand we find some districts where educational affairs are dominated by a number of people having an appreciation of education. Such districts are eager to carry out the suggestions of the county superintendent and the state department.

The character of the school under the district system depends to a large extent upon the ideals and interest in education, on the part of the community as a whole, but more particularly the district trustees. The taxable wealth of the district has been shown in many cases not to be the controlling factor as many districts with right ideals are not financially able to maintain a good school, and districts with adequate wealth are lacking in ideals.

P. P. Claxton, in commenting on this data, says, "When the people of some districts pay school taxes at a rate 2, 5, 10, 20, 50, or 100

times higher than the rate which people in other districts of the same county pay, there can be no semblance of equality of burden. The report from which these figures are taken shows one district paying at the rate of one-tenth of one mill, while another district of the same state is paying at the rate of twenty-six mills. A man of considerable wealth and having no children and, therefore, paying school taxes solely for the common good, may be paying at the rate of twenty mills or more, while another such man in another district may be paying at the rate of one mill or less. In another district a man having a half dozen children in the school may be paying no school tax at all." If such districts were placed under the direction of a county superintendent clothed with authority to enforce satisfactory standards the condition would be greatly improved.

Commenting on the evil arising out of this condition he says, "Whereas the wealth of the state and county are taxed fairly and equitably for all other purposes of county and state, for support of education, the property is not taxed either equitably or fairly. For education poverty is taxed either equitably or fairly. For education poverty is taxed at a high rate, while great wealth escapes with little or no tax for this purpose. School districts having much taxable property in the form of rich farm lands, mines, big industrial plants, railroads, etc., can support their schools from the proceeds of a tax rate of 5, 3, 2, or even 1 mill. Other districts having many children, but little taxable wealth, may tax themselves at a rate of 8, 10, 15, or 20 mills and still be able only to pay wholly inadequate salaries to their teachers for short terms of one hundred twenty days or less."³³

33. School Life, Vol. VI, No. 3, Feb. 1, 1921, p. 3.

The foregoing paragraphs presenting inequalities in valuation, educational zeal, and educational understanding, make clear some of the more important obstacles to effective supervision produced by the district system, namely, (1) it permits small isolated communities to be satisfied with low meagre facilities, and (2) it provides no adequate revenue out of which ambitious but poor districts can meet the standards set up by an efficient and progressive superintendent. The corrective for this unsatisfactory situation with respect to inequalities in valuation and taxation is to equalize the tax rate by adopting a larger unit, the county, for purposes of taxation. The county system provided for a uniform tax levy throughout the county. Every district thus justly derives the benefit from taxable wealth whether it be in the form of real and personal property or in the form of mines, railroad stock, and industrial plants, regardless of its location in the county. A uniform tax rate would provide equal opportunities with respect to school facilities and thus tend to raise the poorer schools to the level of the better ones.

From the foregoing account it appears that the district system with its vast number of isolated units, practically independent, lacks central control or is decentralized.

The earlier part of the chapter called attention to the fact that every school under the district system was organized as a separate unit. Each school is under the direction of a local board of generally three trustees. The number of such boards in a county will vary. Chapter 3 noted the large number found in some counties and the obstacle which such a number presents to effective supervision.

The most important powers of such boards are to superintend and manage the schools, determine the amount of money necessary for carrying on the school, employ teachers and discharge the same for cause, prescribe courses of study, and purchase text books. The district system assumes that the districts' boards will supervise the schools. This assumption is based on an examination of the powers which it grants to district boards and which it fails to grant to the county superintendent. From the character of the duties just enumerated it will be readily seen that an individual in order to act intelligently and effectively as a member of a district school board needs to be a man, not only of sound judgment and education, but possessor of no small knowledge, not to say scientific interest, in educational problems. The qualifications required by law in Minnesota are merely that he must be a resident of the district he represents.³⁴ In Illinois a school trustee must be a resident of the township and at least twenty-one years of age.³⁵ Into the hands of trustees with no better qualifications than these are entrusted matters such as prescribing courses of study, and selecting text books.

Evidence of the lack of professional knowledge on the part of the local trustees is often illustrated in the kind of text books we find in the rural schools. While the teacher is often asked to make out of a list of required text books, it is not uncommon to find the clerk of the district board, especially if he be an ex-teacher, revising this list to make it harmonize with his ideas of text books, such as were in use twenty or more years ago. This explains why we often find in our rural schools of

34. Public School Laws, 1919, Sec. 67, p. 21.

35. School Law, 1917, Sec. 21, p. 13.

today a large number of practically new text books which are very much out of date. The importance of this matter becomes evident when we consider that the character of the instruction in the rural schools, where the majority of teachers are untrained and inexperienced will be largely determined by the character of the text book.

The large number of board members with educational qualifications which the district system would require seem to indicate that the average country does not contain enough persons who can qualify for the office and that in practice the schools are in charge of a vast number of ignorant and untrained controlling bodies.

We shall next consider the effect of this organization upon the powers and duties and efforts of the county superintendent to elevate the system. It will be remembered that the important duties of superintending and managing schools, employing teachers, prescribing course of study and purchasing text books, were delegated to the district board. Duties which by their very character belong to the county superintendent. The position of the latter becomes that of a mere advisor. To illustrate, if county superintendents had the power of purchasing text books, situations like the one previously described would not occur, provided of course, that he had the proper qualifications for his position. While this important power is in the hands of the district board of trustees, the county superintendent can do little to provide rural schools with better text books.

If the county superintendent attempts to improve the schools of his county by means of increasing the length of term and securing better teachers he again finds that he can accomplish little. Due to the marked differences in tax rates and money raised for schools in the various

districts, an account of which was given earlier in the chapter, we shall find inequalities in the length of the school term. Data substantiating this statement are presented for Colorado, Missouri and Montana. Table 17 shows inequalities for Colorado 1914-15.

TABLE 17. INEQUALITIES IN LENGTH OF SCHOOL TERM IN RURAL DISTRICTS^a IN COLORADO,^b 1914-1915.

NUMBER OF SCHOOLS HAVING	:	LENGTH OF TERM
1	:	18 days
1	:	35 days
6	:	40 days
5	:	60 days
9	:	60-100 days
Minimum length of term - less than 100 days in 22 counties		

a. Bu. of Educ. Bul., 1917, No. 5, p. 56.

b. County Superintendent report averages on districts only. Data for separate districts are unavailable.

Similar inequalities are found in Missouri. See Table 18.

TABLE 18. INEQUALITIES IN LENGTH OF TERM IN SELECTED COUNTIES IN MISSOURI, 1918.

COUNTY	: Under : 4 mos.	: 4-5 : mos.	: 5-6 : mos.	: 6 : mos.	: More than : 8 mos	: Average : No. of das.
Atchison	:	:	:	32	41	168
Barry	:	2	27	86	4	157
Benton	1	6	25	55	3	154
Bollinger	4	27	35	17	4	120
Dent	6	10	41	18	4	130
Laclede	32	7	21	33	1	150
Ozark	4	21	43	22		124
Stone	2	3	17	38	2	146
Texas	1	15	40	80	4	147

Mo. Supt. of Public Schools Report, 1918, p. 185-6.

We note from Table 18 that the school term varies from less than four months to more than eight months. In Laclede County about one-third of the districts have less than four months of school. In Atchison, on the other hand, all the schools have eight months or more. Contrast the educational opportunities of a pupil living in one of the poorer districts of Laclede County with those of a pupil living in Atchison County.

The inequalities in length of term in Montana are shown in Table 19.

TABLE 19. INEQUALITIES IN LENGTH OF TERM IN MONTANA,^a 1918,
(4 counties)^b

COUNTY	LENGTH OF TERM IN DAYS
Fergus	120
Meagher	123
Flathead	165.7
Mineral	168.8
Average length of term	148.8
Number of children provided with less than 4 month term	4,593
Number of children provided with less than 6 month term	10,062

- a. County Superintendent's Report averages on districts only. Data for separate districts unavailable.
 b. Data taken from Montana Supt. of Public Instruction Report, 1918.

The inequalities in length of term should be equalized by providing a uniform length of term. It should be lengthened to at least 180 days.

It seems unnecessary to advance any argument to show that as a result of inequalities in school support there will be inequalities in salaries paid to teachers and that the lower salaries will be paid in the poorer districts having a short term. The better teachers will not be attracted to positions paying low salaries for a short term. By lengthening the term and paying a higher salary, as would be possible with a uniform

tax, all schools would practically have the same opportunity to obtain the better qualified teachers.

Other essentials for a school to be a standard school are that it should enroll a high percentage of its children and keep a high percentage in attendance. Missouri reports in 1919 only 63.3% of the rural children of school age enrolled, only 65.5% of the enrolled were in average daily attendance which means that for all the children of school age the average was only 43%.³⁶ This shows that the district system does not provide adequate means for enforcing the compulsory school laws. An attendance officer to take care of this matter should be provided as is done in the county system.

It will be recalled from Chapter 3 that the county superintendent has supervision over all teachers whom he does not appoint, a provision which gives him little authority and influence over them. Any recommendations which he makes are carried out more by courtesy than from a feeling of obligation. The same may be said with regard to his authority over the district boards.

The most important powers and duties of the county superintendent as prescribed by law in Minnesota (a typical district-unit state) are to conduct state board examinations, visit schools (at least once in the term), instruct teachers, conduct teachers institute, advise teachers and school boards in regard to the best methods of instructions, the most approved plans for building, improving school houses and ground, stimulate school officers to the prompt and proper discharge of their duties, make report to the State Superintendent; conduct the teacher's examinations and keep

record of teachers' certificates, to make reports to county auditor, to forward to teachers and clerks blanks, circulars, etc., to prepare plats of consolidated districts, to indorse second grade certificates, and may suspend teachers certificates.³⁷

An examination of the duties enumerated shows that they are to so great an extent clerical, general and administrative that the more important professional and supervisory duties are relegated to a secondary place. The narrow range and very minor importance of the duties which we have seen are placed upon the county superintendent under the district system are no doubt indirectly responsible, in part at least, for the low salaries received by them. Those presented in Table 7, page 21, are generally low. They indicate that he is considered a mere clerk who gathers data. Such a misconception of the importance and possibilities of this educational office is reflected in the general qualifications required for the same. They were presented in Table 6, page 21.

The prevailing mode of selecting the county superintendent under the district system is the elective one. The evil results of this method, discussed in Chapter 3, generally results in giving the office to a successful politician rather than to an educational expert.

Finally, under the district system no provision is made for providing assistants for the county superintendent. An analysis of his duties showed that the county superintendent must give the larger share of his time to business details. The majority in 1915 spent 40%³⁸ of their time in

37. Minn. Pub. Sch. Laws, 1919, Sections 307-367.

38. Bu. Educ. Bul., 1916, No. 48.

visiting schools. Moreover, much of the superintendents' time on these visits must be spent in gathering data. It is evident that adequate supervision for instruction is not obtained by yearly visits of about $2\frac{1}{2}$ hours by the county superintendent.

From our study of the district system we have learned that it does not result in efficiency in the county superintendency. It lacks the necessary central control by giving large powers to district trustees. There is need for an organization which shall correct these defects. A few states find that the county system provides conditions for effective supervision. The county superintendency under this plan will be treated in the next chapter.

CHAPTER 5.

THE COUNTY SUPERINTENDENCY UNDER THE COUNTY SYSTEM

The county system is a system organized with the county as the unit of administration and supervision and taxation. The management of the schools rests chiefly with a county board and a county superintendent. District trustees are appointed as custodians of local school property. There is, however, no standard organization for the county system. At present twenty-one states have adopted it to some extent; in all states it has supplanted all other local units.

The movement for the county system is not limited to the United States. England adopted it in 1902 and a strong movement in favor of it is in progress in Scotland.³⁹ The earliest of our states to adopt the system was Maryland (1865), Florida (1865), Georgia (1867).⁴⁰ Montana and Nebraska have made the county system optional.³⁹ Under the optional plan a district may adopt the county system if it chooses. So far the only county in Montana to adopt the plan is Cascade.⁴¹ Iowa, Oregon, and Wisconsin have made beginnings with the county system.³⁹ The states that have now adopted it are:³⁹

Alabama	Louisiana	South Carolina
Arizona	Maryland	Tennessee
Arkansas	Mississippi	Texas
California	Missouri (1921)	Utah
Delaware	New Mexico	Virginia
Florida	North Carolina	Washington
Kentucky	Ohio	

39. Amer. Sch. Ed. Journal, Oct., 1920, p. 83.

40. Bu. Educ. Bul., 1914, No. 44, pp. 7-8.

41. School Life, Oct. 15, 1919, p. 5.

The county system has been growing in favor. As early as 1914 resolutions were adopted by the Minnesota Educational Association and the National Educational Association favoring the establishment of the county-unit system.⁴² In 1915 attempts to change to the county system were made by Colorado, Minnesota, Oklahoma, and Oregon.⁴³ One of the most recent expressions regarding the county system in Maryland is seen in a press comment from the Boston Journal of Education, August 31, 1916. It reads, "Maryland has made the longest leap ahead in educational legislation that any state has ever made in one year. It is such an extensive and intensive reform that we catch our breath for fear that in practice it will be a nightmare rather than a vision. If Maryland will accept it, will live up to it, she will soon lead the union educationally." The present attitude toward the county-unit of administration and taxation is indicated by the place it occupied in the legislative programs of no less than eight state departments at their last sessions (1921). In contemplating this it must be borne in mind that the county system was firmly established in no less than eleven states. The reports as published by School Life will be given by states:⁴⁴

California - "Submit a constitutional amendment to the voters of California authorizing any county to adopt the county-unit plan of organization."

Indiana - "Providing for a county unit in the administration of rural schools."

Michigan - "To create county boards of education."

Missouri⁴⁵ - "For administration and taxation for school purposes, the county shall be organized into a single school district, except consolidated, town, and city schools. These may disorganize and become a part of the county school district."

42. Bu. Educ. Bul., 1914, No. 44, pp. 7-8.

43. Com. of Educ. Report, 1915, pp. 87-94.

44. School Life, Vol. VI, No. 2, Jan. 15, 1921, pp. 4-13.

45. Proposed bill was passed.

Montana - "Provision for strengthening the county-unit law."

Oklahoma - "The county-unit plan of government for rural schools."

Washington⁴⁶ - (1) Each county, outside of districts containing cities (population over 1500), shall be organized as a single unit, called the county school district. (2) Districts containing cities may become parts of the county school district or not, at their option. (3) A county board of education of five members shall be elected; and shall appoint a county superintendent of schools and provide for him an office, clerical and supervisory assistants. (4) Each existing district that does not contain a city shall become a sub-district, and shall elect one school trustee with certain well-defined powers. (5) As far as practicable there shall be uniformity between the city districts and the county districts."

Oregon⁴⁷ - The Oregon State Teachers' Association endorses specifically the following resolution as of great and immediate importance to the educational needs of the state: "The passage by the Oregon State Legislature of a law in substantial harmony with the provision of the County Unit Plan of Schools is recommended by the committee whose report was adopted without dissenting vote by the Department of Rural Schools and County Superintendents."

A clearer understanding of the county system is to be gained by a somewhat intensive study of a typical state. For this purpose Maryland has been chosen. Several reasons have led to this choice. First, because she was the first state to adopt a complete county system, not only is this true, but in 1916 she attempted to reorganize this system in a thorough going and scientific way in accordance with the recommendations of a group of educators and national standing whom the state had called to study her system and make recommendations regarding its improvement.

Maryland has what is classified by the Bureau of Education as a "strong form" of the county system. In the "strong form" the district is in most cases left with some functions. The states falling in this group are:⁴⁸

46. Washington is in list of states having county system in "weaker form" The County Board of Education is a professional board and consists of the county supt. and 4 others appointed by him. Bu. Educ. Bul., 1914, No. 44, p. 32.

47. National School Digest, Vol. 40, No. 7, Mar., 1921, p. 410.

48. Am. Sch. Ed. Journal, Oct. 1920, p. 83. (Data collected by U.S. Bur. of Ed.)

Alabama
Delaware
Florida
Georgia (4 counties)

Kentucky
Louisiana
Missouri
Maryland

New Mexico
North Carolina
Tennessee
Utah

In the states having the "weaker form" the system is in reality a combination of the county and district systems. The states having the county unit in the "weaker form" are:⁴⁸

Arizona
Arkansas
California
Georgia (except 4 counties)

Mississippi
Ohio
South Carolina

Texas
Virginia
Washington

In preparation of the present chapter the county systems of the following states were studied: Alabama, Delaware, Georgia, Ohio, Louisiana, Maryland, Montana, North Carolina and South Carolina. Of these the study made by Maryland was the most comprehensive for reasons to be later set forth. The study made of the remaining states was chiefly, though not entirely, devoted to an effort to determine the powers and duties of the county board and of the county superintendent. Before entering upon a consideration of these matters it will be well to gain some conception of variation in characteristics of the county as it exists today in the nine states named.

TABLE 20. COMPARISON OF NINE STATES AS TO AREA, NUMBER OF COUNTRIES AND POPULATION

STATE	Area of State : sq. mi. :	No. of Counties :	Area of Counties : sq. mi. :	Total population of state: 1918 (estimated)	Children (5-18) ^c
Alabama	: 51,998	: 67	: 776	: 2,395,270	: 760,598
Delaware	: 2,370	: 3	: 790	: 216,941	: 53,657
Georgia	: 59,265	: 155	: 362	: 2,935,617	: 937,742
Louisiana	: 48,506	: 65	: 743	: 1,884,776	: 590,259
Maryland	: 12,327	: 23	: 531	: 1,384,539	: 265,234
Montana	: 146,997	: 43	: 3418	: 486,376	: 104,673
North Carolina	: 52,426	: 100	: 524	: 2,466,025	: 792,481
Ohio	: 41,040	: 88	: 466	: 5,273,814	: 1,246,601
South Carolina	: 30,989	: 45	: 668	: 1,660,934	: 554,374

a. Bureau of the Census - Financial Statistics of the States, 1919, p. 26.

b. Computed.

c. Statistics of State School Systems, p. 93.

The table above gives us an idea of the variation in the size of the county, population and number of school children. (1) The state of Maryland has an area of 12,327 square miles, the state is divided into 23 counties, each having an average area of 536 square miles, approximately one-fifth greater than the Georgia counties and one-sixth the size of Montana counties. (2) Of her population 1,384,539, approximately 43% live in the city of Baltimore; a dozen small cities raise the population to about 50%.⁴⁸ The state is, therefore, half rural and half urban. There are about 4,000 elementary schools in the state, one-half of which are for colored children.

A fact of especial interest from the standpoint of school organization is that Maryland counties were, from the beginning of her history, the unit of civil government; eleven were created between 1637-1695.⁴⁹

It was a logical step, therefore, for her to make the county the unit of school organization. The management of the schools rests with the county boards, county superintendent, and local district boards. The county board, of which the county superintendent is the executive officer, secretary and treasurer, is composed of six members each in Baltimore, Carroll, Frederick, Dorchester, Washington, and Montgomery; and three members each in the remaining counties.⁵⁰ They are appointed by the governor for a term of six years so arranged as to be a continuous board.⁵¹ It will be noted that the term is long enough to make for efficiency, but the method of appointing the members is questioned by some on the grounds that it does not represent the people directly enough and there is a chance for politics to creep in.

48. Pub. Educ. in Maryland, p. 3.

49. Ibid., p. 5.

50. Md. Pub. Sch. Laws, 1918, Sec. 6, p. 7.

51. Ibid., Sec. 5, p. 7.

The qualifications for membership are character and fitness. No one is eligible who is in any way subject to its authority.⁵² This latter provision excludes teachers and other school officers subject to the board's authority. No educational qualifications are required.

The duties of the board are broad and authoritative. Table 22 (pg. 75) classified these duties and the authority of the board on the basis of relation to school officers, curriculum, clerical and business.

In the analysis of these duties of the Maryland County Board it will be seen that (1) time is saved for the county superintendent and (2) means are provided for standardizing the schools and (3) that many of their duties are subject to approval of the county superintendent. We notice that many of the clerical and business duties which under the district system are commonly part of the county superintendent's duties, such as auditing accounts and gathering statistics are in Maryland placed in the hands of the county board. Such an arrangement relieves the county superintendent of many cares and leaves him more time for distinctly educational tasks, notably supervision of schools and educating the citizens of the county in educational questions and policies.

Another way in which the duties entrusted to the County Board facilitate effective supervision may be seen by noting their powers to establish uniform standards throughout the county. It will be remembered that under the district system standardizing the schools was practically impossible and that this was one of the greatest obstacles to effective supervision. The law requires that the length of term be at least 9 months for white schools⁵³ and at least 7 months for colored schools.⁵⁴ Not only is specific provision made in the Maryland county system through placing upon the County Board the duties of grading and standardizing schools and of maintaining uniform and effective school systems but other duties placed upon them work toward the same general end.

We shall first note the County Board's power to buy texts and supplies upon the recommendation of the county superintendent. This insures every teacher of having text books of the better type and gives the county

53. Md. Pub. Sch. Laws, Sec. 43, p. 41.

54. Ibid., Sec. 78, p. 131.

superintendent very definite means for improving the character of instruction. It will also prevent the occurrence of the text book situation described in the previous chapter. Every teacher will further have a necessary supply of maps, dictionaries, primary materials and other equipment.

Another essential for a standardizing schools is providing uniformly good buildings. By giving the County Board power over building and repairing and by the provision for a uniform tax rate there will be less disparity in school buildings and facilities than was formed under the district system.

A factor which will both save time and help raise standards of the schools is consolidation. Consolidation reduces the number of one-room schools to be supervised, thereby saving time for the county superintendent. Consolidation can make more satisfactory progress under the county system where one board decides the matter instead of a large number of district boards.

A power of the Maryland County Board, worthy of especial attention is that of definite provision made for providing clerical and professional assistants for the county superintendent. Other duties, shared by the county superintendent, will be considered later. We now turn to the county superintendent.

Under the county system the county superintendent is an appointive officer, appointed by the County Board. The superiority of this method was discussed in chapter three, suffice it to add that more desirable candidates will be available for such a position. Professionally trained men and women are loath to risk the fortunes of politics. We next note that his term is four years. A term long enough for him to carry out and

plan an educational program covering a period of years. A rather unusual arrangement is seen in the provision for removal of the county superintendent. Although he is elected by the County Board he can only be removed by the State Superintendent.⁵⁵ This plan has the advantage of giving him a freer hand in educational matters but it would seem more logical to have him removed by the body which elects him.

"The county superintendent of schools shall devote his entire time to public school business and shall receive such compensation as the County Board shall direct, provided that no county superintendent shall be paid an annual salary of less than \$1600, and the state of Maryland shall pay one half of the annual salary up to and including \$3000, but the state shall not share in the part payment of said excess."⁵⁶ This provision of the law for aiding in the salary of the county superintendent shows Maryland's recognition of the need of expert supervision for her rural schools. The minimum salary requirement prevents any County Board from hiring a cheaper superintendent. At the same time the more progressive counties are not hindered from securing the services of a higher salaried person. Since the county superintendent must devote his entire time to the work of the schools, the office is dignified; it cannot now be treated as a side line to some other profession.

But the provisions regarding salary and full time would not alone insure competent persons for the county superintendency. Maryland has taken a long step ahead by the following provision in her law. "No person shall be eligible for appointment to the office of county superintendent of schools

55. Md. School Laws, 1918, Sec. 72, p. 28.

56. Ibid.

who does not hold from the state superintendent of schools a certificate in administration and supervision as provided for in Sec. 55 of this article, nor shall the appointment of any person by the county board of education to the position of county superintendent of schools be valid without the written approval of the State Superintendent of Schools."⁵⁷ Section 55,⁵⁸ giving us the requirements for a county superintendent's certificate, reads, "A certificate in administration and supervision, valid throughout the state for three years, renewable on evidence of professional spirit and required of all county superintendents may be issued to all persons who are graduates of a standard college or university or who have had the equivalent in scholastic preparation; who have completed, in addition, one graduate year's work in education at a recognized university, including public school administration, supervision and method of teaching or who have had the equivalent in scholastic preparation, and who have had two years' experience as a teacher." These requirements, being higher than those required for the average city superintendent, would probably compare favorably with those of the city superintendent in our better city schools. While they are none too high they are more commensurate with the importance of this office. Such specific qualifications give county boards of education a definite basis upon which to act when selecting the superintendent. In addition to the advantages noted is another of no less importance, namely, that by the setting up of standards for this office students in departments of education of our universities are stimulated toward making preparation for this office.

57. Md. School Laws, 1918, Sec. 72, p. 28.

58. Ibid, Sec. 55,

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The County Superintendent under the Maryland County System is required by law to be a professionally trained supervisor and salaries have been provided sufficiently large to attract men possessing such training. Moreover, recognizing that expert supervisors cannot do effective work unless given adequate power and authority, Maryland has given her county superintendents such powers and authority. Table 24 (See page 80a shows duties and authority of the Maryland county superintendent in relation to (1) the county board, (2) teachers, (3) executive, clerical and general.

In our analysis of the powers and duties of Maryland county boards already presented (See Table 22), attention was called to the fact that many of their important duties were restricted by the phrase, "upon the advise and recommendation of the county superintendent". Such a power⁵⁹ vested in the county superintendent means more than may at first appear. It places upon him the responsibility of approval and veto and gives him large opportunity for initiative. The members of the county board, as stated, receive no salary beyond traveling expenses. It is logical to conclude, therefore, that they cannot give a large share of their time to the management of the schools; that like city boards of education they will endeavor first to secure an able superintendent and then will rely to a large extent upon his expert advise. We may now consider more at length the Maryland county superintendent's powers of recommendation.⁵⁹

It is fortunate for the Maryland schools that the county superintendent is given authority to make recommendations as to the repairing, remodelling, and construction of buildings. No one is in a better position to know their needs. Moreover, as an educational expert he understands

the principles of good lighting, heating, and ventilation. The county board members of whom no educational qualifications are required cannot be expected to possess such knowledge. Again, the county superintendent's power to make recommendations in regard to text books and supplies provides him with a powerful leverage for improving the character of instruction given by his teachers. He can see to it that they are provided with the better types of text books, modern maps, and the necessary supplies.

Another power of recommendation delegated to the county superintendent is that of appointing, placing, and dismissing teachers. Such a power enables him to select his own teaching force much the same as city superintendents do. Since the success of the schools in the last analysis depends on the character of the instruction given, it is of the most vital importance that the selection of the teachers be placed in the hands of a person competent to judge their fitness and qualifications. Such a power, when delegated to the county superintendent, not only gives him effective means for securing uniformly well-trained teachers but gives him assurance of having his recommendations carried out. Teachers selected by him will feel the necessity for doing so. The dire results of the lack of such power were presented in Chapter 3. Gallatin County, Montana, furnishes an excellent illustration of the benefits of this power when placed in the hands of a competent county superintendent. A concrete illustration reported by the state superintendent of Montana will be quoted in full.⁶⁰

59. These have been presented in Table 22. We may, therefore, proceed to discuss them without further introduction.

60. Montana State Supt. Report, 1918, p. 29-30.

"The deplorable number of meagerly trained teachers in rural schools will not be materially reduced until the selection of teachers is left to the county superintendent. In Gallatin County the long tenure of office of the county superintendent and his determination to weed out the unfit has resulted in the selection of teachers, being a cooperative undertaking between trustees and county superintendent. The salaries are not as large as in many counties, only two teachers who had made no effort to fit themselves for their profession were able to wedge their way into the rural schools of Gallatin County."

"This is a record no other county of the state can begin to approach. Number who are college or normal school graduates, or who have partial college or normal school training beyond High School:

Village and City		Rural	
Gallatin	100%	Gallatin	96%
Big Horn	100%	Big Horn	75%
Sheridan	100%	Sheridan	1.3%
Broadwater	76.9%	Broadwater	35.7%

Another of the Maryland county superintendent's powers of recommendation is that which relates to changes in the course of study. One of the fundamental principles governing a course of study is that it should relate to the child's environment. Too often courses of study have been adopted in entirety by the rural schools. The type of information offered by them has not tended toward a high appreciation of county life. It has rather created in them a desire for city life. The city-ward movement has frequently been stimulated by false ideas arising from a false conception of the needs of the rural school. When the county superintendent, who is in a position to appreciate these needs, is given authority over the course of study, he possesses effective means for making the rural school function socially.

The responsibility of the county superintendent for the school budget is of basic importance. In Maryland the county board has the power to distribute state and county revenues. The county superintendent in his advisory capacity has an opportunity to guide in a very direct way the

disposition of all school moneys. He knows the conditions of all the schools of the county and, therefore, knows what improvements are needed and where.

In our study of rural schools under the district system we observed great inequalities with respect to moneys raised for school purposes. Such inequalities, resulting as they do from district differences in taxable wealth and appreciation of education, are largely equalized by a uniform county tax. The county tax rate within the limits prescribed by law depends almost entirely upon the standards of those having authority over the budget. The county superintendent who by virtue of his position sees the educational needs from a large standpoint, is logically the person to whom this authority should be intrusted.

Thru his annual report to the people of the county, the county superintendent has an opportunity to spread a knowledge of the work of the schools, present needs, and suggest measures for their improvement. Little progress in educational reforms can be effected until there is a community sentiment demanding them.

Attention has frequently been called to the fact that county superintendents lack necessary assistants. The Maryland county system has made definite provisions to meet this situation. The law provides (1) that in each county employing not less than 100 teachers there shall be appointed at least one primary grade supervisor, who must hold a state certificate in supervision. No supervisor shall be paid an annual salary of less than \$1200 of which the state pays one half up to and including \$2000. Counties having less than 100 teachers may employ less than 100 teachers may join in employing a supervisor, (2), that there shall be appointed in each county at least one attendance officer, whose duty it

shall be to compel the regular attendance of children at school. The appointment of the attendance officer must have the approval of the state superintendent. The minimum salary is fixed at \$600 of which the state will pay one-half up to and including \$1200. (3) That there shall be employed at least one statistical and stenographic clerk in each county. The law makes provision for a minimum number of assistants to the county superintendent, a primary supervisor (in every county of 100 teachers), an attendance officer, and a statistical and stenographic clerk.

In addition the law provides for the employment of such other clerical, statistical, and stenographic assistants, and such other professional assistants, assistant superintendent, supervisors, attendance officers, medical inspectors, and school nurses, as the county board shall authorize. The appointment and certificates of these professional assistants must have the approval of the State Superintendent of Schools. It will be seen that the law makes ample provision for a large number of additional assistants, such as supervisors, medical inspectors, and school nurses. Such additional assistants will no doubt be employed as soon as public sentiment demands them.

One remaining factor in the Maryland county system remains to be discussed, namely, the district board of trustees. The board is composed of three members who are appointed by the county board⁶¹ for a term of three years. The "principal teacher" of the district acts as secretary, attends all meetings of the board, has the right to speak upon all questions but no right to vote. Their chief duties⁶² are to care for the

61. Md. School Laws, 1918, Sec. 7, p. 9.

62. Ibid, Secs. 31A, 31B, p. 38.

property of the school, make repairs subject to approval of county superintendents. They shall visit schools, advise the teachers on questions of discipline, and seek in every way to develop public sentiment in support of the schools. They may request the county board to remove the principal teacher in case of dissatisfaction. It is interesting in this connection to see that the district boards, as organized under the district system, have surrendered their more important duties of managing the schools. They have retained only their duties as custodians of the local school property.

From this somewhat detailed presentation of the county system in Maryland we shall turn to certain other states studied. We shall confine our treatment to an account of the status and functions of the county board and county superintendent.

We have already considered the county board of Maryland. We shall now consider the county boards in Delaware, Alabama, Georgia, North Carolina, Louisiana, Ohio, and Montana. Their composition, mode of election, term, qualifications, and compensation will be presented in Table 21 which follows:

TABLE 21. A COMPARISON OF COUNTY BOARDS OF STATES LISTED AS TO COMPOSITION, ELECTION, TERM, QUALIFICATIONS AND COMPENSATION

STATE	COMP.	EL. or APP.	TERM	QUALIFICATIONS	COMPENSATION
Maryland ¹	: 6 members : each in : Baltimore, : Carroll, : Frederick, : Dorchester : Washington : Montgomery	: App. by : Governor	: 6 yrs	: Character and : fitness. : No one in any : way subject : to its author- : ity.	: No salary : But \$100 annually : for traveling : and other expens- : es incident to : attending the : meetings and : transacting the : business of the : Board within : the county.
Alabama ²	: 5 members	: Elected by : legal voters	: 6 yrs.	: 1. Good moral : character : 2. Fair el. ed. : 3. Good stand- : ing in com. : 4. Known for : honesty, : business : ability, : public spirit : int. in good : of public ed;	: \$5 per day and : traveling and : hotel expenses : incurred in at- : tending meetings : of Board. : Not allowed pay : for more than : 12 das. per yr.

(Cont'd)

Table 20 (cont'd)

Louisiana	:	:	:	:	ent employment in:
(cont'd)	:	:	:	:	any capacity by :
	:	:	:	:	any bd.,dept., or:
	:	:	:	:	officer city, :
	:	:	:	:	parish or state :
	:	:	:	:	except justice of:
	:	:	:	:	peace not.Pub. of:
	:	:	:	:	Drainage Bd. & :
	:	:	:	:	Post Masters :
	:	:	:	:	:
Montana ⁸	:	5 mem-:	The first: 3 yrs.	:	Bona fide resident: Traveling expenses
	:	bers :	members :	:	and electors of : in attending regul-
	:	:	are app. :	:	subdivision of : ar meetings not to
	:	:	by co. :	:	the rural school : exceed 2 special
	:	:	commissiona:	:	dist. for which ; meetings.
	:	:	:	:	he is elected. :An honorarium of
	:	:	:	:	:\$50 per year.
	:	:	:	:	: Failure to attend
	:	:	:	:	: 2 reg. meetings in
	:	:	:	:	: succession except
	:	:	:	:	: for sickness means
	:	:	:	:	: forfeiture of office.
	:	:	:	:	:
Ohio ⁹	:	5 mem-:	Elected : 5 yrs.	:	May or may not be:"\$3 per day and
	:	bers :	by the :	:	a member or offic:mileage at rate of
	:	:	presidenta:	:	er of any village:10¢ per mi. one way,
	:	:	of the :	:	or rural board :to cover his actual
	:	:	various :	:	of education :expenses incurred
	:	:	village :	:	:during his attendance
	:	:	and rural:	:	:upon any meeting of
	:	:	school :	:	:the board."
	:	:	districts:	M:	:
	:	:	Elected :	:	:
	:	:	each yr. ^a :	:	:

a. On the second Sat. after first Monday in Jan. 1920, and each year thereafter, the pres. of the various village and rural dist. in each col sch. dist. shall meet and elect one member of the Co. Bd. of Ed. for a term of 5 years.

1. Maryland School Law, 1918, Sec. 6, pp. 7-8, and Sec. 22, p. 19.
2. Alabama School Code, 1919, Sec. 1, p. 16 and Sec. 4, p. 17.
3. Delaware School Code, 1919, Sec. 60, p. 20, and Sec. 20, p. 24.
4. Georgia School Code, 1919, Sec. 77, p. 29, and Sec. 78, p. 29.
5. North Carolina School Law, 1919, Sec. 5402-5404, p. 18 and Sec. 5409, p. 19.
6. South Carolina School Law, 1919, Sec. 1729, p. 25, and Sec. 1730, p. 25.
7. Louisiana School Law, 1919, Sec. 5, p. 126, and p. 127.
8. Montana School Law, 1919, Sec. 3 & 4, p. 54 and Sec. 8, p. 59.
9. Ohio School Laws, 1919, Sec. 4729, p. 21, and Sec. 4734, p. 22.

The county boards in the above states are composed of from three to six members. In six states they are elected by the people. The term is from two to six years with a tendency toward a longer term indicated. The most general qualifications seem to be character and fitness; elementary education is mentioned by three states; business ability by two. One state specifies that they must not be teachers. There is a per diem compensation of \$2 to \$10 per day or a bonus of \$50 to \$100. Traveling expenses are generally allowed.

We shall next consider the powers and duties of the county boards in the states listed. They have been classified on the same basis as for Maryland and follow in Table 22.

TABLE 22. IMPORTANT DUTIES AND AUTHORITY OF COUNTY BOARDS IN NINE STATES AS LISTED

Duties and authority over

School officers.

- Co. Supt. of Schools - appoint.
- Teachers - appoint, on recommendation of Co. Supt., fix salaries.
- suspend or dismiss on recommendation.
- Professional and clerical assistants - appoint, suspend or dismiss upon recommendation of county superintendent.
- May determine qualifications, tenure, and salary of assistants
- District trustees - appoint.

Curriculum

- Prescribe and distribute "upon recommendation of co. supt."

Buildings

- Title - obtain before building.
- School sites - condemn for.
- Buildings - buy, sell and repair, "upon recommendation of co. supt."
- Title to school property - hold.
- Architects - employ, "upon recommendation of co. supt."

School organization

- Maintain uniform and effective schools.
- Schools - establish, grade, and standardize "upon recommendation of co. supt."
- Colored schools - establish
- Joint schools - maintain jointly on or near boundary line.
- School districts - divide county into.
- Consolidate schools.

Budget.

- Prepare "by and with advice of co. supt."

Supplies

- Texts, supplies and equipment - purchase.
- Office for co. supt. - provide and equip.

Statistical

- Report to state board of education, prepare.
- School census - have taken.

General.

- Accounts, audit
 - Educational policies - determine "with and on advice of co. supt."
 - Interests of the schools - promote
 - Transportation of office assistants, provide.
 - American flag. Cause to be displayed.
-

TABLE 22. (Cont'd)

Md.	Del.	Ala.	No.Car.	So.Car.	Georgia	La.	Ohio	Mont.
X1	X23	X41	X56	X		X72	X79	X
X2	X24	X42				X73	X80	X89
X2	X24	X42	X57		X66		X80	X89
X3	X24	X42						
X3	X24	X42						
X4		X43						
X5	X25	X44					X81	X90
X6	X26	X45						
X7	X27	X45	X58					
X8	X28	X45	X59		X67	X74		X91
X9	X29	X46	X59	X64	X67			X92
X8	X27							
X9	X30	X46	X60			X75		
X10	X31	X47					X82	
X11	X32	X48	X60		X67			
X12	X33	X49		X65	X68	X76	X83	
X6	X34		X61	X64	X69	X77	X84	
X13	X35	X50	X62		X70		X85	
X14	X36	X51	X63					X93
X15	X37				X71			X91
X16		X52					X86	
X17	X38	X53				X78		X90
X18		X54						
X19								
X20	X39	X46	X57					X91
X21	X40	X55	X		X67			
X16		X52			X67		X87	
X22								X94

(Cont'd)

(CONT'D)

TABLE 22.		(CONT'D)	
	Sec. Pg.		Sec. Pg.
1.	Ind. School Law, 1918		
2.	72 26	48. Ala. School Law, 1918	19 20
3.	257 23	49.	11 19
4.	73 32	50.	10 19
5.	25G 22	51.	18 25
6.	25K 24	52.	20 26
7.	25D 21	53.	25 21
8.	25E 22	54.	25 21
9.	25C 21	55.	17 20
10.	24 20	56. No. Car. Sch. Law, 1919	5424 25
11.	25L 24	57.	5412 20
12.	131 78	58.	5416 21
13.	25F 22	59.	5402 17
14.	25H 23	60.	4085 41
15.	26 25	61.	5474 31
16.	25I 24	62.	5473 31
17.	25L 24	63.	5493 36
18.	74 34	64.	1738 30
19.	28 27	65.	1739 29
20.	25M 24	66.	88 32
21.	27 27	67.	84 30
22.	25A 20	68.	111 37
23.	25B 21	69.	91 32
24.	176A 93	70.	90 32
25.	69 36	71.	86 31
26.	80 32	72.	7 127
27.	79 32	73.	7 126
28.	72 29	74.	71 128
29.	72 28	75.	9 129
30.	72 27	76.	14 131
31.	66 26	77.	13 131
32.	16 28	78.	7 128
33.	78 32	79.	4744 92
34.	68 26	80.	7703 247
35.	73 30	81.	4737 90
36.	71 27	82.	7755 223
37.	76 31	83.	7672 229
38.	85 34	84.	4736 90
39.	81 35	85.	4730 256
40.	86 36	86.	4744-6 97
41.	86 36	87.	7731 256
42.	70 27	88.	508-2 69
43.	69 27	89.	508 70
44.	5 17	90.	508 69
45.	12 17	91.	507 67
46.	27 22	92.	5 56
47.	15 19	93.	508 71
48.	13 19	94.	
49.	26 22		
50.	7 18		
51.	14 19		
52.	19 19		
53.	22 22		
54.	16 18		
55.	19 19		
56.	14 19		
57.	19 20		
58.	19 19		
59.	19 19		
60.	19 19		
61.	19 19		
62.	19 19		
63.	19 19		
64.	19 19		
65.	19 19		
66.	19 19		
67.	19 19		
68.	19 19		
69.	19 19		
70.	19 19		
71.	19 19		
72.	19 19		
73.	19 19		
74.	19 19		
75.	19 19		
76.	19 19		
77.	19 19		
78.	19 19		
79.	19 19		
80.	19 19		
81.	19 19		
82.	19 19		
83.	19 19		
84.	19 19		
85.	19 19		
86.	19 19		
87.	19 19		
88.	19 19		
89.	19 19		
90.	19 19		
91.	19 19		
92.	19 19		
93.	19 19		
94.	19 19		

Alabama Sch. Code

Delaware School Code

La. School Law, 1919

Ohio Sch. Laws, 1919

Mont. Sch. Laws, 1919

Comparing the states with Maryland as a type we see that in Alabama and Delaware the powers and authority of the county board are practically the same. In Georgia the first notable exception occurs in their lack of power to appoint the county superintendent. In this state he is elected by the people. They have no power to grade and standardize schools, to prepare the budget, nor to elect the teachers. As Georgia (except four counties) is in the list of states having the "weaker form" of the county system, we should probably find that these duties are still retained by district trustees. In North Carolina the county board has the more important duties. South Carolina, on the other hand, clearly shows the "weaker form" of the county system. Louisiana, while not having as many duties specified by law as Maryland, still has the more important ones. The Montana county board has authority over teachers, budget, and division of school districts. This is one of the two states in which the county system is optional. It was previously stated that only Cascade County has adopted it thus far. At the last session of the State Legislature attempts were being made to strengthen the county-unit law.

From our comparison of the county boards we shall turn to a comparison of the county superintendents. The next table to be presented will show a comparison of county superintendents as to term of office, mode of election, removal, salary, traveling expenses, and qualifications in States studied.

TABLE 23 COMPARISON OF SUPERINTENDENTS AS TO TERM, ELECTION, REMOVAL, SALARY, AND QUALIFICATIONS.

	Md. ^a	Del. ^b	Ala. ^c	No.C. ^d	So.C. ^e	Ga. ^f	La. ^g	Ohio ^h	Mont. ⁱ
Term 4 years	: X	:	:	:	: X	: X	: X	:	:
3 years	:	:	::2-5 Yrs:	:	:	:	:	: X	:
2 years	:	: X	: X	: X	:	:	:	:	: X
Elected by people	:	:	:	: X	: X	: X	:	:	: X
Appointed by County Board	: X	: X	: X	: X	:	:	: X	: X	:
Appointment approved by State Supt.	: X	:	:	:	:	:	:	:	:
" " " Bd. of Educ.	:	: X	:	:	:	:	:	:	:
Removed by County Board	:	:	:	:	:	: X	: X	:	:
" " State Supt.	: X	:	:	: X	:	:	:	:	:
" " Bd. of Education	:	: X	: X	:	:	:	:	:	:
Salary, Minimum	: \$1800	: \$2700	: \$1500	:	:	: \$450	: \$900.	: \$1200	: \$1500
Maximum	: 3000	:	:	:	:	:	: 4000.	: 2000	: 2100
Traveling Expenses	: X	:	:	:	: Max \$100	: 150	:	: 300	: X
Qualifications:	:	:	:	:	:	:	:	:	:
1. State Certif. in Adms. & Superv. (1 yr. Graduate work & 2 Yrs. Exp.)	: X	: X	:	:	:	:	:	:	:
2. First Grade H.S. Cert. & 3 Yrs. Exp.)	:	:	:	:	:	: X	: X	:	:
3. Grad. Normal & 3 Yrs. Exp.	:	:	: X	:	:	:	:	:	:
4. Liberal education & 2 yrs. Exp.	:	:	:	: X	:	:	:	:	:
5. Col. Grad. & 5 yrs. Experience	:	:	:	:	:	:	:	: X	:
6. No. educational qualifications	:	:	:	:	: X	:	:	:	:

a. Maryland school Law 1918, Sec. 72, p. 28, and #74, p.35

b. Delaware School code, 1919, Sec. 89, p.36.

c. Alabama school code, 1919, Sec. 1, p.22, & Sec. 2, p.23

d. North Carolina School Law, 1919, Sec. 5424, p.23

Sec. 5443, p.26

e. South Carolina School Law, 1919, Sec. 1717, p.20

Sec. 1728, p.24

f. Georgia School Code, 1919, Sec. 147, p.50

153, p.51

g. Louisiana School Law, 1919, Sec. 27, p.135

" 65, p.147

h. Ohio School Law, 1919, Sec. 4734, p.22

Sec. 4744, p.92-96

i. Montana School Laws, 1919, Sec. 300, p.34

Sec. 304, p.39.

There seems to be little uniformity as to the length of term of office of the county superintendent in the states listed. In three states the county superintendent is elected while in the remaining six states he is appointed. Two states require the appointment to be approved by the state. In two states he may be removed by the county board, while in four states this authority is retained by the state departments. All but two states provide a minimum salary; two report provision for traveling expenses. Montana ~~is~~^{and South Carolina are} the only ones in the group that demand no educational qualifications for the office. Maryland, Delaware, and Ohio demand the highest qualifications.

The duties and authority of the county superintendents in the selected states remain for a final comparison. They are presented in Table 24, which follows.

Table #4 Important Duties and Authority of County Superintendents in 9 States as listed.

	Md.	Del.	Ala.	No.C.	So.C.	Ga.	La.	Ohio	Mont.
As adviser to the county board									
Building--repair, remodel and construct	: X ₁	: X ₂₄	:	:	:	::	:	:	:
Architect, appoint	: X ₁	: X ₂₄	:	:	:	::	:	:	:
Budget - Initiative in preparation of.	: X ₂	: X ₂₅	: X ₄₀	:	:	::	:	:	:
Course of study - prepare	: X ₃	: X ₂₆	: X ₄₁	:	:	: X ₆₄	:	:	:
Schools - grade and standardize	: X ₄	: X ₂₇	: X ₄₂	:	:	:	:	:	:
Text books - supplies and equipment -prepare list:	: X ₅	: X ₂₈	:	:	: X ₆₁	: X ₆₅	:	: X ₇₄	: X ₇₆
Assistants-professional,clerical,appointment of	: X ₆	: X ₂₉	: X ₄₃	:	:	:	:	:	:
	:	:	:	:	:	:	:	:	:
Powers and duties in relation to Teachers									
Recommend appointment,placing,dismissal,salaries	: X ₇	: X ₃₀	: X ₄₄	:	:	:	:	:	:
Visit schools	: X ₈	: X ₃₁	: X ₄₅	: X ₅₅	: X ₆₁	: X ₆₅	: X ₆₈	: X ₇₄	: X ₇₇
Institutes, organize	: X ₉	: X ₃₂	: X ₄₆	: X ₅₆	:	: X ₆₅	: X ₆₉	:	: X ₇₈
Certificates, issue provisional	: X ₁₀	: X ₃₂	: X ₄₆	: X ₅₆	:	: X ₆₆	: X ₆₉	:	: X ₇₉
Examinations, assist in conducting	: X ₁₁	: X ₃₃	:	: X ₅₇	:	: X ₆₆	: X ₇₀	:	: X ₈₀
Professional reading, direct	: X ₉	: X ₃₂	:	: X ₅₇	:	: X ₆₆	: X ₇₁	:	: X ₈₀
	:	:	:	:	:	:	:	:	:
Executive									
Executive officer of County board	: X ₁₂	: X ₃₄	: X ₄₇	:	:	:	:	: X ₇₅	:
Attend meetings of county board	: X ₁₃	: X ₃₅	: X ₄₇	:	:	:	:	:	:
State Superintendent, represent	: X ₁₄	: X ₃₃	:	:	:	:	:	:	:
Administer office	: X ₁₅	: X ₃₃	: X ₄₈	: X ₅₈	:	:	:	:	:
Admit pupils to grades and High Schools	: X ₁₆	: X ₃₆	: X ₄₉	: X ₅₈	:	:	:	:	:
Deposit funds	: X ₁₇	: X ₃₆	: X ₄₉	: X ₅₈	:	:	:	:	:
Pupils examinations, arrange for	: X ₁₈	:	:	:	: X ₆₂	:	:	:	:
	:	:	:	:	:	:	:	:	:
Clerical									
Secretary of County board	: X ₁₉	: X ₃₇	:	: X ₅₉	:	:	:	:	:
Census, direct taking of.	: X ₂₀	: X ₃₅	: X ₅₀	:	:	:	:	:	:
Correspondence, conduct	: X ₂₁	: X ₃₇	: X ₅₀	:	:	:	:	:	:
Reports, receive teachers' and trustees'	: X ₂₁	: X ₃₇	: X ₅₁	:	:	:	:	:	:
Report to people and State, make.	: X ₂₁	: X ₃₈	: X ₅₂	: X ₆₀	: X ₆₃	: X ₆₇	: X ₇₂	: X ₇₄	: X ₈₁

TABLE 24 Concluded

	Md.	Del.	Ala.	No.C.	So.C.	Ga.	La.	Ohio	Mont.
General	:	:	:	:	:	:	:	B B	:
Devote entire time to schools.	X ²²	X ³⁹	X ⁵³	:	:	:	:	:	:
Treasurer of County Board	X ¹⁹	X	X	:	:	:	:	:	:
Funds, attempt to secure	X ²³	X ²⁵	X ⁵⁴	:	:	:	X ⁷³	:	:

	Sec.	Page	Foot Notes	Sec.	Page
1. Md. School Law, 1918	72G	30	51. Ala. Code, 1919.	20	26
2.	76	35	52.	21	26
3.	72I	32	53.	2	23
4.	72H	31	54.	18	23
5.	72J	32	55. No. Car. Sch. Laws	5434	24
6.	73	32	56. (1919)	5638	68
7.	72E	30	57.	5653	71
8.	72G	31	58.	5427	23
9.	72F	31	59.	5438	25
10.	55(11)	51	60.	5442	26
11.	55	44	61. So. Car. Sch. Laws	1719	21
12.	72A	29	62. (1919)	1711	20
13.	25	20	63.	586C	86
14.	72D	30	64. Ga. Sch. Code 1919,	65(5)	49
15.	73	32	65.	154	52
16.	63	56	66.	160	58
17.	78A	36	67.	159	53
18.	20	31	68. La. Sch. Laws,	28	36
19.	78	35	69. (1919)	34	137
20.	75	35	70.	40	139
21.	77	35	71.	34	138
22.	72	28	72.	29	136
23.	76	35	73.	53	142
24. Delaware School Code,	95	39	74. Ohio Sch. Laws	7706	249
25. 1919,	108	42	75. (1916)	4744	92
26.	101	40	76. Mont. Sch. Laws	7	36
27.	100	40	77. (1919)	2	35
28.	105	41	78.	6	35
29.	112	42	79.	4	35
30.	103	41	80.	5	35
31.	106	41	81.	17	38
32.	104	41			
33.	102	40			
34.	90	37			
35.	63	24			
36.	97	39			
37.	63	24			
38.	109	42			
39.	89	37			
40. Ala. Code, 1919.	18	25			
41.	11	24			
42.	12	24			
43.	14	24			
44.	14	25			
45.	16	25			
46.	15	25			
47.	1	22			
48.	3	23			
49.	9	24			
50.	19	25			

In three states, Maryland, Delaware, and Alabama, the county superintendent's duties are practically the same. In the remaining states with exception of North Carolina he has no voice in selecting teachers and his other duties are largely clerical.

The essentials of the county system with the status of the county superintendent have been presented. The educational results obtained with this system of organization will be treated in the chapter which immediately follows.

Chapter 6

EDUCATIONAL RESULTS OF COUNTY SUPERINTENDENCY UNDER THE COUNTY SYSTEM

The test of any organization is seen in its results. Hence, our test of whether or not the county superintendency functions more effectively under the county system than under the district system will be seen in the educational results obtained. Data showing specific results of the county superintendency under the county system are exceedingly difficult to secure. Indeed, the only thoroughly satisfactory method of arriving at conclusions would be to compare the educational progress of a large number of counties under the two contrasting systems, characterized by educational and social conditions as nearly as possible alike, and directed by superintendents equal in ability and training. If such a comparison were continued over a considerable number of years, we would probably be able to determine with a considerable degree of accuracy the effects of the county units and the county superintendency working through this unit. Such a method is unfortunately impossible. We must therefore be satisfied with data gathered upon a much less substantial basis.

Alabama revised her school code in 1915, thereby adopting the county system in a thorough-going way, increasing the powers of county superintendents, and raising the scale of salaries. Therefore, we have chosen to compare educational conditions in 1914 in this state with con-

ditions in 1919, this period being sufficient to allow the new policy of the county system to work its effects. If we find in 1919 a marked improvement over 1914 in a large number of features of the school situation upon which the county superintendent exerts a direct influence, we would seem to be warranted in inferring that this officer and the county unit system are in part responsible for the progress discovered. Bearing in mind then that the county system and the county superintendency are by no means the sole causes of either progress or retardation in the development of the Alabama system, we will endeavor to gather together certain data which seems to be valuable in at least showing the trend.

One of the arguments in favor of the county system was that it gave the superintendent more time for supervising. In a number of visits a marked increase is seen in data presented in Table 25

TABLE 25. VISITS OF COUNTY SUPERINTENDENTS AND ASSISTANTS

YEAR	WHITE	COLORED
1914	6,528	1,329
1919	10,323	3,446

The increase in the number of visits to white schools is about 50%, whereas the increase in visits to colored schools is about 160%. The significance of this increase is better seen if we take a concrete illustration. If, for example, in 1914 the county superintendent made two visits to a white school, in 1919 he would make three visits; if in 1914 he made two visits to a colored school, in 1919 he would make five visits. The number of visits is an important factor to the superintendent, as it is only by

being able to check up on his suggestions that he can tell whether they are functioning or not.

If more effective supervision is achieved under the county system, we may look for professional growth on the part of the teachers. Table 26 shows the increase in the number of rural teachers holding higher grades of certificates 1914-1919.

TABLE 26. HIGHER GRADE CERTIFICATES HELD BY TEACHERS
1914^a - 1919^b

		RURAL (WHITE)			
		1914		1919	
		No. of Teachers	Percent of Total	No. of Teachers	Percent of Total
Life	:	342	6	715	9
First	:	953	17.5	1,672	22
Second	:	2,144	39	2,833	38
Third	:	<u>2,004</u>	<u>36</u>	<u>2,232</u>	<u>30</u>
		5,443	98.5	7,452	99
RURAL (COLORED)					
Life	:	61	3	59	2.8
First	:	13	.6	23	1.
Second	:	301	15	413	20
Third	:	<u>1567</u>	<u>80</u>	<u>1,572</u>	<u>76</u>
		1,942	98.6	2,067	99.8

a. Alabama Report State Board of Education, 1914, p. 215.

b. Ibid, 1919, p. 209.

We see from Table an increase of 3% in 1919 in the number of teachers holding life certificates, a like increase in the number of first grade certificates; a decrease of 6% in the number of third grade certificates. Among the colored teachers the increase is found in the second and first grade certificate groups chiefly.

Further professional growth on the part of rural teachers is

shown in the number of teachers who are members of teachers' reading circles. It will be remembered that advising teachers as to further study and professional growth was made a specific duty of the Maryland county superintendent. The same is true of Alabama.^a Table 27 shows a remarkable growth in the number of members in the Alabama Teachers Reading Circle. No doubt this growth is directly traceable to the county superintendents' efforts.

TABLE 27. MEMBERSHIP OF ALABAMA RURAL TEACHERS READING CIRCLES
1914-1919

YEAR	:	WHITE	:	COLORED
1914	:	2,700	:	296
1919	:	4,100	:	634

1. Alabama Dept. of Education Report, 1914, p. 247.
2. Ibid 1919, p. 201

Closely allied with professional growth of teachers is the increase in salaries of teachers. They are presented in Table 28.

TABLE 28. ALABAMA RURAL TEACHERS' SALARIES, 1914^a and 1919^b

YEAR	:	WHITE		:	COLORED	
		MALE	FEMALE		MALE	FEMALE
1914	:	\$337	\$293	:	\$132	\$123
1919	:	472	312	:	178	180

- a. Dept. of Education Reports, 1914, p. 343
- b. Ibid., 1919, p. 209

The salaries show a fairly steady increase for all teachers

A very good indication of effective supervision is the interest and

attention shown in the library. Table 29 shows a comparison of the 1919 Alabama rural school libraries in 1914 and 1919 as to number of libraries, number of volumes, and valuation.

TABLE 29. ALABAMA RURAL SCHOOL LIBRARIES, 1914^a and 1919^b

	White		Colored	
1914				
Number of Libraries	:	1,153	:	45
Number of Volumes	:	99,777	:	714
Valuation	:	\$47,829	:	\$421
1919				
Number of Libraries	:	2,019	:	102
Number of Volumes	:	160,863	:	8,337
Valuation	:	\$89,693	:	\$4,526

a. Dept. of Education Report, 1914, p. 247.

b. Ibid, 1919, p. 201

The startling increases shown above have not been the result of chance, but the work of an efficient and trained county superintendent, a county superintendent who devotes his entire time to his schools, and who works under a system which gives him time for supervision.

A comparison of the amount invested per capita in Alabama, 1914-1919, is shown in Table 30, which follows:

TABLE 30. PER CAPITAL INVESTMENT IN ALABAMA SCHOOL PROPERTY

1914--1919

	WHITE			COLORED		
	Rural	City	Rural percent of city	Rural	City	Rural percent of city.
1914	:	\$9	:	\$58	:	15
1919	:	19	:	77	:	24
Increase	:		:	9	:	9
	:		:	\$2.75	:	\$12
	:		:	7.50	:	15
	:		:		:	27

The data on the per capita invested in school property shows a tremendous increase in money invested in rural school property. This may be due to increased cost of building materials. However, when we study the table we see that the greatest increases have been in rural buildings, and not city buildings. The rural school investments have practically doubled. Back of these investments we can see the tireless efforts of the county superintendent to provide equal educational facilities for all the schools in the county.

Previous chapters have called attention to the inequalities in rural school buildings and the necessity for adequate buildings. Table 31. shows a comparison of expenditures for repairs and new buildings in Alabama, 1914-1919.

TABLE 31. ALABAMA'S BUILDING PROGRAM, 1914^a - 1919^b

	Repairs and Replacements		New Buildings and Grounds
1914			
Rural	: \$39,572	:	\$195,345
City	: 51,327	:	154,317
1919			
Rural	: 88,398	:	478,252
City	: 94,210	:	106,348

a. Dept. of Education Report, 1914, p. 216

b. Ibid, 1919, p. 241.

In 1914 approximately the same amounts were spent in rural and city districts while in 1919 almost five times as much was spent for rural schools. This is a good illustration of what can be accomplished in improving the rural school buildings when the county superintendent has power to recommend improvements.

Another factor to be considered as a result of effective supervision is the length of term. In comparing data for this period the general teacher shortage which exists must be kept in mind. Data for city as well as rural schools follow in Table 32.

TABLE 32. LENGTH OF ALABAMA SCHOOL TERMS, 1914^a and 1919^b

	White		Colored	
	City	Rural	City	Rural
1914	174	: 118	151	: 89
1919	171	: 123	160	: 86

a. Alabama Report of Dept. of Education, 1914, p. 183.

b. Ibid, 1919, p. 201

The increase in salaries of the county superintendent may be considered evidence of the recognition of effective supervision under a more complete county system. See data in Table 33.

TABLE 33. COMPARISON OF SALARIES OF ALABAMA RURAL AND CITY SUPERINTENDENTS, 1914-1919

	Cases	Median	Range
1914 ^a			
County	67	: \$1,341	: \$637--5,000
City	27	: \$1,800	: 1,200--5,000
1919 ^b			
County	66	: 2,000	: 1,000--5,000
City	27	: 2,100	: 1,300--5,000

a. Alabama Dept. of Education Report, 1914, p. 343.

b. Ibid, p. 226-232.

First, we notice that the maximum salary is the same in all four cases.

The increase to \$1,000 for 1919 is explained by the revision in the law of 1915 which made \$1,000 the minimum salary. The median clearly shows a growth in recognition of the efficiency of the county superintendent. In 1914 there is a disparity of \$459, whereas in 1919 the disparity is only \$100. The increase in median county superintendents' salary is \$659 or 49%, as opposed to a corresponding increase of \$300 or 16% on the part of the city superintendent.

Consolidation is another proof of progress in rural school supervision. While data are lacking as to the number of schools consolidated in Alabama in 1914, data for 1919 show that during the year 71 consolidated buildings have been erected. Of these⁶³

- 14 have 2 rooms,
- 25 have 3 rooms,
- 12 have 4 rooms,
- 15 have 5 rooms,
- 3 have 7 rooms,
- 1 has 8 rooms,
- 1 has 10 rooms.

The number of pupils transported at public expense in 1919 was 2,354.⁶⁴

Another state which has shown that rapid progress in consolidation is possible under the county system is Kentucky. The State Superintendent's Report shows 262 for the year 1919, as opposed to 79 in the report of two years ago. Of the 262 schools,⁶⁵

- 156 are 2 teacher schools
- 48 are 3 teacher schools
- 33 are 4 teacher schools
- 25 are more than four teacher schools.

The motor bus was used in 25 schools, whereas a year ago only 2 or 3 were used.⁶⁶

63. Alabama Dept. of Ed. Report, 1919, p. 120

64. Ibid, p. 201

65. Kentucky Supt. of Pub. Inst. Report, 1919, pp. 214, 218.

66. Ibid

Maryland reports 47 schools closed by consolidation, and 15 new schools opened for 1919.⁶⁸

Other evidences of progress in Maryland rural school supervision as reported by the State Board of Education,⁶⁷ 1919, is as follows:

1. Appreciable progress in formulation of course of study, each county preparing one adapted to local needs.
2. Professional growth of teachers through private study, and through attendance at summer school. Nearly 1,000 teachers attended in 1918.⁶⁹
3. Community organization - 50 new associations formed in the year 1918-1919. In Carroll County \$2,000 was raised locally by 27 communities for school improvement purposes.
4. Boys and girls club work - a place for instruction in agriculture and home economics.
5. School libraries - 200 additional libraries for schools in 12 counties have been secured.
6. Copies of requirements for one and two room standard school as adopted by the State Board of Education, were sent to each school. Effects apparent in increased interest on part of teachers, pupils, and parents in better schools.
7. Closing exercises - awarding of certificates to pupils completing elementary course of study.
8. Clean-up Day - for cleaning and beautifying houses and grounds, observed with gratifying results in most counties.
9. Charitable and Relief Work- Elementary Schools as a whole have reasons to be proud of contributions for past year. They have done their part in war drives, in responding to appeals for Red Cross, Salvation Army, United War Work, Armenian and Belgian Relief and relief of a local nature.
10. Hot Lunches - Less than 75 teachers made attempts in this direction. There is need for community conscience on this subject.
11. Sanitation.
 - a. Individual drinking cups installed.
 - b. Covered jars and sanitary drinking fountains.

67. Maryland State Bd. of Education Report, 1919, p. 8.

68. Ibid., pp. 103-110. 69. Md. Report St. Dept. of Education, 1918, p. 120

c. New Buildings meeting standard requirements for lighting and heating.

d. Commendable advance in medical inspection.

1. Five counties maintained a school nurse.
2. Teachers tested for sight and hearing as follows:

Number of cases tested	2,127
Number of cases - defective sight	327
" " " defective hearing	114
" " " parents written to or consulted	114
Number of pupils getting glasses, or who were examined by a specialist	43

Aside from the educational results as evidence of more effective supervision under the county system, we have testimony of educational experts in regard to the county system. Hon. T.H. Harris, State Superintendent of Louisiana, a state which has long had the county system, cites the strong features of the system as follows:⁷⁰

1. A small board for the management of all the schools of the County.
2. The board elects the county superintendent which removes the office from politics and insures the election of a competent man.
3. Unwise local influences are removed and questions settled upon merit and not at the wire-pulling of men of local influence.
4. Teachers are selected upon their merit; not because they are related to the district trustees or board members.
5. The consolidation of county schools is promoted. The county board abandons schools and establishes new ones as the needs of the children dictate. There are no local board members to consent and no jobs to lose.
6. Supervision is made possible. The superintendent cannot supervise efficiently the work of the schools if he is required to keep several hundred local board members satisfied.
7. With no axes to grind, no favors to reward, a small board in charge of the schools of the county does its best to provide the best possible schools for all the children."

70. Bu. Educ. Bul., 1914, no. 44, p. 44

Cubberley says, "The County System is merely an attempt to apply to our educational affairs the same common sense principles of business administration which have been put into practice, in whole or in part, in other departments of our governmental service, and which have been found to give such excellent results everywhere in the business world....Under such a system of school organization educational progress can be made in a year which it would take a decade or more to obtain under the district system."

A.C. Matheson, State superintendent of public instruction of Utah, states that the advantages of the county system as shown by a comparative study of 8 counties organized on the county unit plan and 9 organized on the district system are:

1. A near approach to tenure of office.
2. Increased salaries to T.
3. Recognition of specially meritorious service.
4. Equitable school privileges to all children because of equal taxation.
5. Superintendent, a professional man.
6. Superintendents' salaries increased from \$1,000 to \$3,000.
7. Prescribed professional educational qualifications for county superintendent.
8. Improved supervision through employment of supervisors.
9. Improved business methods.
10. Expense much the same, but service much improved and enlarged.

The data which have been presented, and the testimony of educational experts point unmistakably to greater efficiency in the county superintendency under the county system than under the district system.

Chapter VII.

Conclusion, Recommendations for Increasing the Efficiency of the County Superintendency.

In order that we may have a clearer view of the provisions which seem imperative for greater efficiency in the county superintendency, this final chapter will be devoted to a summary of the changes that have been previously suggested. The chief means of strengthening the county superintendency which have been indicated are those affecting qualifications, salary, assistants, organization, and removal of office from politics. Each of these will be treated in order.

The quality of supervision which rural schools receive will depend largely on the county superintendent's qualifications. Of the 40 states employing county superintendents; 14 require no educational qualifications;⁷² 26 require educational qualifications, 18 of these 26 require experience in teaching.

Effective supervision requires scientific training. In order to fulfill his function effectively a supervisor must have had first a general fundamental professional training and then specific professional training in supervision. These two types of training must be united with experience. That a large percentage of the county superintendents in the United States are either totally untrained or inadequately untrained may be seen by a reference to Table 6, page 21. Of these 6% have elementary education only

⁷².Bur. Educ. Bul. 1916, No. 48, p. 37.

and 22% are college graduates.⁷² Superintendents so lacking in preparation for their tasks are unfit to fulfill any of the significant functions of the supervisor. The results of the visits of such supervisors are seldom more than collecting statistics which could be gathered by a cheap clerk. Practically all that the majority of the untrained superintendents can do is to check up equipment, requirements for state aid, and kind of certificate held by the teacher. How little aid they give the rural teacher has been brought out in a number of reports and investigations, of which the Arizona, 1917, Survey is an example. Of the teachers not in supervised city systems and teaching at least their second year in Arizona, 8% report that they received no visit from the County superintendent during the previous year, 36% report one visit; 42% report two visits; 7% report three visits, and 6%, more than four visits. 31% report they received no help from the county superintendent. 35% report they received little help; and 34% report they received much help.

Another of the county superintendent's duties which requires definite professional preparation and knowledge is that of preparing teachers' examinations, and granting certificates. A superintendent, who himself has had no training cannot prepare questions in methods, psychology, etc. This matter is of importance in determining the character of preparation which prospective teachers should follow.

The county superintendent is often required to prepare pupils' examinations semi-annually. Through such examinations the responsibility for the teacher's work is charged to him. This becomes apparent when we consider the purpose of pupils' examinations. They not only generally serve

72 Bu. Educ. Bul. 1916, No. 48, p. 37.

73 Ibid, 1917, No. 44, p. 58.

as a basis for promotion but in a potent thought indirect way indicate to the teacher what kind of instruction is expected of her and the things she is expected to emphasize.

It would seem then that educational qualifications such as are required by Maryland of her county superintendents are none too high. The tendency to demand educational qualifications of county superintendents appears to be growing. Indiana, at the last session of the State Legislature, proposed "increasing the qualifications of the county superintendent."⁷⁴ But educational qualifications consisting of mere academic and professional studies are not enough. As expert adviser to the school officials and as moulder of educational opinion the county superintendent must possess qualities of leadership and a keen insight into country life conditions. The higher the qualifications that can be set, the better.

The demand for higher qualifications must be met by an increase in salaries. The establishing of minimum salaries and part payment of same by the state seem essential. In general, salaries should be high enough to attract experienced educators who have held high positions. That adequate salaries will attract eminent educators is illustrated in the case of the State Superintendent of Alabama, who accepted the county superintendency of Mobile Co., Alabama, and in case of a State Inspector of Minnesota, C.F. Barnes, who accepted a similar position in St. Louis County, Minnesota.

Recognition of the need for increasing the salaries of county superintendents is shown by the legislative programs of state education departments.⁷⁵ Increase in salaries are asked for in:

California - "Make the salaries of the county superintendent as great as that

⁷⁴ School life vi: 4, 13 Jan. 15, 1921

⁷⁵ Reported in School Life, vol. vi: 3 - 15, Jan. 15, 1921

of any other county official so that it will compare favorably with the salaries of city superintendents and high school principals in the same county."

Indiana - "Providing for an increase in money allowed for expenses for county superintendent." "Increasing and equalizing the salaries of county superintendents."

Montana - "An increase in the salaries of county superintendents and deputies."

Oklahoma - "General increase in salaries of supervisors".

Oregon - "Endeavor to secure an increase in salaries for county superintendents"

State Superintendent Sam A Baker of Missouri reports that salaries of county superintendents have been increased 50% in that state.

Arkansas reports that at a recent session of the State Legislature the county board of education act was amended to remedy some of its defects. County boards were given additional power in the matter of salaries to be paid to county superintendents. The state is authorized to pay \$1,500 annually as the state's part of the county superintendent's salary in each county, or so much as may be available from a levy of .18 of a mill.⁷⁶

North Dakota.⁷⁷ Recent legislation provides that no county superintendent shall receive less than \$1,500 per year. In counties having a population between 6,000 and 7,000 the salary of the county superintendent shall be \$1,700 per year; between 7,000 and 8,000 population \$1,800 per year; in all counties having a population in excess of 8,000 there shall be additional compensation of \$40 for each 1,000 of additional population and major fraction thereof, with a maximum of \$3,000 per year.

The county superintendency must further be strengthened by providing a corps of specialized assistants, such as Maryland has done. There is a growing tendency among the states to attempt to provide assistants for the county superintendents. Legislative programs of the state education departments show attempts were made in 1921 in:⁷⁸

Indiana - "Providing assistants for the county superintendent.

Montana - "Provision of a deputy for every 50 teachers in third class districts".

Oklahoma - "Additional rural and high school supervision and general increase of salaries of supervisors."⁷⁹

76. Ibid, vi: 3, Jan. 1, 1921.

77. School Life vi: 7, May 1, 1921

78. Ibid, p. 10

79. Reported in School Life, vol. vi; no. 2, Jan. 15, 1921

Washington - "Appoint clerical and supervisory assistants".

North Dakota⁸⁰ - enacted a law (1921) providing for the appointment by county superintendent of an office deputy in counties having 50 or more teachers under supervision of such superintendent. Also provides for a field deputy in any county having 100 or more teachers under supervision of county superintendent, and one additional field deputy for each additional 150 teachers or major fractions thereof.

Lacking assistance the county superintendent is unable to perform his many duties. His visits to the schools are infrequent and his clerical work poorly done. The county superintendent needs clerical assistants, attendance officers, and at least one rural supervisor for every forty teachers. Counties might well follow also the example of cities by employing a business manager.

Another factor which determines the success of the county superintendent's work is that of the organization under which he works. The county system which has been found to provide fairly satisfactory conditions for effective supervision, should be adopted. The county board in an ideal system should be composed of five members elected by popular vote. It seems to be the consensus of opinion that persons serving on the county board should not be engaged in school work. The term of office should be at least six years. The duties to be delegated to the county boards have been well formulated by Maryland. In an ideal system the county boards should appoint as county superintendent a person fitted by training and experience for the position. His term of office should be long enough for him to prove his ability but power of removal should rest with the county board. The duties ascribed to him might well be the same as those of the Maryland county superintendent. The relation which should exist between the school board and its superintendent has been expressed by the Department of the National Educational Association as follows:

80. Ibid, vi: 7, May 1, 1921, pp. 3 -15.

"The Superintendent must be prepared to report plans of organization and to make a clear statement of results. He should organize the officers under him in such a way as to secure from them in detail an efficient type of organization, and to secure from them adequate reports on which to base the statements which he presents to the board.

In the performance of these functions the superintendent has a right to the initiative in technical matters. Specifically, he should have the sole right to perform the following: (a*) Recommend all teachers, all officers of supervision, and all janitors and clerks; (b) work out the course of study with the cooperation of the other officers of instruction; (c) select text books with the same cooperation; (d) Have a determining voice in matters of building and equipment; and (e) draw up the annual budget. These technical recommendations should always be reviewed by the board, and the approval of the board should be a necessary step for final enactment. This will insure a careful preparation of reports and the careful study of results. The superintendent is not authorized to conduct the system apart from the board, but he should be insured by definite terms of organization against interference which will defeat his plans and divide his responsibility."⁸¹

In an ideal county system local district trustees as custodians of local property should be appointed by the county boards and be accountable to them. Their authority over teachers should be restricted to filing charges with the county board. Cities employing city superintendents should have the option of being under the management of the county boards.

Finally, the office of the county superintendent must be removed from politics. In 1916 the office was elective in 27 states with a tenure of only 2 years in 16 of these states.⁸² Under such a system frequent changes occur. In Montana, during the campaign year 1916-1917, 25 of 43 new superintendents took office.⁸³ In Alabama before the system was reorganized 29 of 67 county superintendents were defeated in one election.⁸⁴ Likewise, in Maryland⁸⁵ 19 out of 23 county superintendents were chosen during the period 1896-1900, while the Republicans were in power, 11 of the 19 being chosen the very year that the county boards became Republican.⁸⁶ Again in 1900 when the Democrats came

81 Bur. Educ. Bul., 1917, No. 44, p. 75

82 Bur. Educ. Bul., 1916, No. 48, p. 48

83 Mont. Report Supt. Publ. Inst. 1918, p. 48.

84 Feagin, Wm. F. County Organization and Administration of Schools, pp. 14-15

85 Public Education in Maryland, p. 43

into power, 16 new county superintendents were chosen the first year whereas during the ensuing 11 years only 11 changes occurred. An office, involving as it does the risk of defeat, uncertainty of tenure, as well as expense of campaign, will not be sought by a highly desirable candidate. Moreover, the county superintendent's time spent in making campaign speeches is lost to the schools. During the campaign year first referred to in Montana, only 7% of the schools in one county were visited, in another 17%, and in a third 25%.⁸⁶ While this low record may not be entirely due to time spent on political campaigns, yet no doubt it is in part traceable to it.

A very serious defect of the elective system is the lack of accountability. The county superintendent's relation to the state superintendent is not well defined nor is his responsibility to the people easily determined. Such a policy is in direct opposition to the present tendency of holding persons in office directly responsible for results.

Again, the elective system, requiring no educational qualifications of a candidate, does not insure to the rural schools a well trained county superintendent. While capable men and women are sometimes elected under this system it more frequently happens that the successful politician rather than the trained educator is elected. A factor which further aggravates the situation is that local resident requirement is commonly demanded.

An objection frequently raised against the appointive plan is that it is undemocratic. The answer to this argument is that the county board represents the people. Cities are not considered undemocratic because they appoint their superintendents. Efforts to remove the office of the county

86 Mont. Report Supt. Pub. Inst. 1916, p. 48

superintendent were made by Montana at a recent session of the State Legislature.⁸⁷ Kentucky reports that "32 bills in behalf of education have been passed. Of these the most important was that for the reconstruction of the rural school system by taking it out of politics. One result is rapid improvement in the office of county superintendent. \$5,000 is offered in one case for the best superintendent to be had."⁸⁸

One important question remains to be considered before the chapter can be brought to a close, namely, the relation that should exist between the county superintendent and the state superintendent of education offices. It is evident that no state wide policy in education can be carried out without close cooperation of the two offices. The state must rely upon the county superintendent to carry out its plans. The method by which the offices are filled will be a determining factor in the relations which exist between the two offices. In states where both are elected or appointed by the same authority there will be a close relationship. In states where the state superintendent is appointed by one authority and the county superintendent by another, each is practically independent of the other. To offset these difficulties the relationships should be as clearly defined in the law as are the requirements for state certification of teachers.⁸⁹

The present chapter may well close with a statement of an important step taken by New Jersey.⁸⁹ New Jersey provides that the county superintendent shall be appointed by the State Commissioner of Education with the advice and consent of the State Board, for a term of 3 years. He may be selected from any part of the state. His salary is uniform for all the counties of the state; it is fixed by statute at \$3,000. Such a plan makes the county superintendent a state officer with his selection determined by expert judgment.

⁸⁷ School life, vi: 6p, Jan. 15, 1921

⁸⁸ Ibid, vi: 4, Jan 1, 1921

⁸⁹ New Jersey School Laws, 1916, Sec. 61, p. 16.

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Chapter 1

THE PROBLEM

The Seriousness of Problem and Attempts to Solve.

The educational situation in our rural schools is generally recognized as being greatly inferior to that found in villages and cities.

The Rural School This condition has been attributed to various causes such as the composition of the rural teaching force which is largely untrained and shifting, the poor and unattractive buildings, meagre equipment, and inadequate supervision.

In no respect do rural schools differ more from village and city schools than in the matter of supervision. Whereas, in villages and cities, superintendent, principals and supervisors of individual studies or activities are commonly employed, in the majority of our states the only supervision rural schools receive is that given first by one or a few state officials whose visits are chiefly inspectional in nature, and second by a county superintendent of schools whose only claim to the office is his election or appointment.

Although this is the situation in the majority of our states there are some states such as Maryland, Alabama and a few others, in which the county superintendency has come to be a truly educational office, the holder of which must have definite professional qualifications and whose duties are distinctly educational and supervisory as opposed to merely statistical and clerical.

Students of educational organization as well as leading administrators in the United States have long opposed the district system and have urged the adoption of a larger unit, generally the county for purposes of school organization, administration, and supervision.

It is the general situation thus far described which has given rise to the present study, the purpose of which is to determine and consider the present status, functions, and results of the county superintendency in certain states which have adopted the county as a unit of organization with the county superintendency in certain other states organized on the basis of the district system.

It should be evident that such a study must include a consideration of the powers and functions of the county superintendency, the manner in which the office is filled (election or appointment), qualifications required for it, salary, length of term, assurance of tenure, and educational results.

Such a comparison should result in showing what may be considered the most satisfactory provisions, powers, and limitations affecting this office. The study will also necessarily include a consideration of the county as a unit of organization.

The significance of the problem is evident whether considered from the viewpoint of school policy or the larger viewpoint of social and economic welfare. One of the alarming social and economic tendencies of today is the so-called cityward movement of farmers. The majority of land owners leaving their farms do so for the sake of the better educational advantages obtained in the cities. Farms are thus left to the management

of renters, a shifting population, who have not the personal interest in the schools which the land owners had. The rural schools have suffered much because of this changed character of the communities. Schools that once had a population of fifty or sixty now may have ten, fifteen, or less. If this so-called exodus from the farm is to be checked, the educational opportunities must be improved. Expert supervision is the most urgent need of our rural schools. They cannot become efficient without a professionally trained superintendent having powers similar to those of the city superintendent in our best systems.

As the proposed study does not lend itself to experimentation, a documentary and statistical method will be employed in a comparative study of the public school laws and reports of state superintendents of public instruction of the selected states will be made.

The chief sources of my study are the above mentioned laws and reports, surveys of state school systems and bureau of education bulletins. Other sources are works by Mabel Carney, A. P. Cubberly, and F. H. Swift.

The chapters which follow will discuss the problem under the following heads:

- The Problem and Attempts to solve it.
- Difficulties Peculiar to the Rural School Situation.
- The County and City Superintendency.
- The County Superintendency under district and county systems.
- Necessary provisions, powers and limitations affecting this office.

Chapter 2

Difficulties Peculiar to the Rural School Situation

According to data collected by the United States Bureau of Education, there are more than 195,400¹ one-room rural schools in the United States. Reports of state superintendents show that only a small percent of the pupils in attendance upon these schools complete the seventh or eighth grades.² Conclusive evidence of the seriousness of the rural school problem has been furnished by numerous surveys and studies of the educational conditions in our present one-room rural schools.³

Partly as a result of these surveys, various attempts have been made to improve conditions by providing additional supervisors, by changing the unit of organization, or by consolidation.

Some advocate consolidation as the ultimate solution of the rural school problem. Such advocacy is based on the supposition that consolidation could be effected in every case. However, progress in this direction has been slow in many states and in many sections of our states, not only because of the unwillingness of the people to accept it, but often because

1. Data collected by Edith A. Lathrop, Specialist in Rural Education, American School Board Journal, Sept., 1920, p. 1912.
2. See Missouri Report of Public Schools, 1916, p. 242, and similar reports of other states.
3. Flexner and Backman, Public Education in Maryland. Report to the Public School Commission of Delaware, Public Education in Delaware. U. S. Bu. Educ. Bul., 1917, No. 44, "Educational Conditions in Arizona."

of unfavorable geographical conditions. For these reasons it is safe to predict that the one-room type of rural school will long be in existence. Hence instead of directing their attention so exclusively to consolidation, educators would do well to recognize the one-room rural school as a persistent and possibly as a permanent problem worthy of serious consideration. We must first uncover in a frank and unreserved manner the glaring defects which characterize these 195,000 educational institutions and then seek to discover ways of improving them. While we would scarcely be warranted in saying that every rural school is a poor one, yet it is a well known fact that few, if any, come up to the standard of our best city schools. Although the one-room rural school may not hope to attain such excellence still many of its evils can be corrected.

More important even than the evils themselves, is the question of what causes them. It would be desirable to determine whether the rural school is poor because of inferior native ability of country Causes of children, lack of interest on the part of the community, Poor Schools poor instruction, inadequate and unattractive buildings, meagre equipment, enrollment and attendance, ineffective supervision, improper organization, or some other cause that can be removed. Even a partial appreciation of our problem necessitates some statement, however brief, regarding each of these, although we shall attempt to make some presentation here regarding these factors, it must be borne in mind that the aspect with which the present study is concerned is that of the county superintendency.

That retardation is greater in rural schools than in city schools has been shown by Pressy and Thomas in a recent study of rural I Q of and city children in Indiana.⁴ Results of intelligence Rural Children tests given to these children show that rural children rate approximately one and one-half years behind city children. A recent report by the State Educational Commission of Public Education in North Carolina⁵ shows the results of standard achievement tests in Reading, Spelling, Arithmetic, and History which were given to more than 10,000 children in city and rural schools. In Reading, third grade rural children did little more than one-half as well as second grade children should do; fourth grade children read little better than good second grade children; and seventh grade children read as well as fifth grade children. Further, when the age was considered it was found that rural children in the seventh grade are two years older than city children in the corresponding grade. This makes the problem even more serious. Results of tests in the other subjects show substantially the same retardation.

From a similar study made in 1916-1917 of 4,000 pupils in 72 schools in McDonald County, Missouri,⁶ we quote the following: "In general, the marks indicating the mental ability of rural school children are slightly less than three-fifths of those of urban children." It is hard to say whether this wide difference in mental ability is due to heredity

4. Pressey and Thomas, Journal of Applied Psychology, Sept., 1919.
5. Report of State Educational Commission, Public Education in North Carolina, pp. 59-73.
6. Taken from an unpublished M S on Physical and Mental Development, Rural School Children. P. M. Collings, in Missouri Report of the Public Schools, 1918, p. 44.

or environment, including, of course, instruction. No doubt poor educational opportunities are in a large measure responsible for this condition.

To the lack of community interest every rural teacher can attest. Very, very few of the patrons ever visit school; the members of the board do so if the law specifies that they must. The latter also know that it frequently happens that they are the only ones who come to the annual school elections.

Examination of the composition of the rural teaching force shows that they are largely untrained, inexperienced, and that they shift from year to year. It would be possible to substantiate these statements with almost unlimited data. It will suffice, however, to show the situation in one state as is done in Table I which follows:

TABLE I. COMPARISON OF TRAINING, EXPERIENCE AND SHIFTING OF MISSOURI
RURAL AND CITY TEACHERS, 1918.

	RURAL	CITY	PERCENT OF TOTAL	
			RURAL	CITY
Number of teachers having high school training				
One year	1,185	194		
Two years	1,789	461		
Three years	1,361	643		
Four years	3,160	9,045		
Total	7,495	10,343	76	95
Number of teachers having normal school training				
Eight weeks	1,851	719		
Sixteen weeks	1,575	819		
Thirty-two weeks	1,418	1,560		
Two years or more	778	6,466		
Total	5,622	9,564	57	87
Number of teachers having experience				
None	2,139	953	21	8
One year	1,796	849		
Two years	1,448	929		
Three years	1,080	866		
Four years	948	808		
Five years	674	807		
Six to nine years	776	1,934		
Ten years or more	888	3,752		
Total	9,749	10,918		
Total number of teachers employed	9,749	10,918		
Number of teachers in present position				
One year	5,892	2,931	60	26
Two years	1,953	1,502		
Three years	839	1,000		
Four years	590	682		
Five years	475	4,803	4	43
Total	9,749	10,918		

a. Data taken from Missouri Report of Public Schools, 1918, p. 242.

The data presented in the above table show that about ninety-five percent of the teachers in the city schools of Missouri have had from one to four years of high school training, while only seventy-six percent of the teachers in the country schools have had such training. About fifty-seven percent of the rural teachers have had eight weeks or more of professional training, whereas eighty-seven percent of the city teachers have had such training. Only eight percent of the teachers in the city were inexperienced, while twenty-one percent of the rural teachers were inexperienced. It is evident then that rural schools suffer much from the fact that teachers shift from year to year. Table I shows that sixty percent of the rural teachers have been in their present position only one year - as opposed to twenty-six percent in the city schools. That cities retain their teachers longer is shown by the fact that forty-three percent have been in present position five years, while this can be said of only four percent of the rural teachers.

That, in Alabama,⁷ urban teachers are much better trained than rural teachers is clearly seen from a comparison of the percentages holding the various types of certificates.

TABLE 2.

TYPE OF CERTIFICATE	PERCENTAGES OF TEACHERS HOLDING	
	RURAL	URBAN
Life	10	32
First	22	37
Second	38	24
Third	30	7

7. Alabama Report of Department of Education, 1919, p. 63.