

THE COUNTY SCHOOL SYSTEM
ITS ORGANIZATION AND
ADMINISTRATION

Thesis for Degree of M. S.

Ross W. Mayer

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THESIS

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THE COUNTY SCHOOL SYSTEM
ITS ORGANIZATION AND ADMINISTRATION.

A Thesis Prepared by
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THESIS

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THE COUNTY SCHOOL SYSTEM

ITS ORGANIZATION AND ADMINISTRATION

The administration and organization of public education within the various states has been largely a matter of natural development. The school itself arose as a distinctly local institution, supposedly designed only to meet the needs of the time in a given community. Because of the local character of school control, and of the traditional principles upon which it was founded in the several states, administrative reforms have brought forth a continual division of opinion between groups representing social principles and general betterment on one hand, and those representing political privilege on the other. Consequently these conditions have brought about an unusual variety of form and complexity of function in the determination of the most effective areas for local administration, centralization of administrative powers, and the problems of taxation for the support of the schools.

Historical Development

Many of the present units of school administration are largely an outgrowth of the ideals set forth by the early colonists. The Puritans, settling along the New England coast in little groups, at once set up a civil government permeated with religious ideals common only to these New England towns. Home instruction furnished the required and necessary ability to read and write, and apprenticeship training provided the immediate means for a self-sustaining livelihood. As new settlements arose and the villages increased in

size, the original town settlement was subdivided into parishes and later into school districts. With the New England migration south into New York and Pennsylvania, and westward into the Northwest Territory went the New England institutions and customs.

The Middle Colonies unlike the New England states were settled by several nationalities, each possessing different creeds. Here again the schools were established on a religious basis, but with no sect in a majority it was impossible for the State to enact legislation making the schools regular and compulsory. The Parochial and Pauper schools common to these colonies were also carried westward, but encountered opposition from the New England institutions in Ohio, Indiana, and Illinois. In these states for several years, both institutions struggled for control which finally resulted in the supremacy of the New England ideals, a matter which later proved of great importance. Many of the Western and Southwestern states were later settled by the people from these states, who again carried farther westward the New England organization.

The settlement of the Southern states was somewhat in contrast to that of either the New England and Middle colonies. Whereas the Puritans had come to America for religious freedom, the settlers of the Southern colonies came for financial gain. The early introduction of the white servant and later that of the negro, the nature of the crops raised, and the easy acquisition of large tracts of land brought about the large plantation type of settlement. This type of settlement, as well as the fact that no religious motive was predom-

inant, lead to the establishment of an educational system similar to that existing in England at the time.

The education of the well-to-do and the middle classes was either carried on by a tutor in the home or in the private pay-schools, while that of the poor was for the most part neglected and of but little importance in the Pauper schools later established. Like those of the other groups the Southern institutions were carried westward and became established in Kentucky, Tennessee, Alabama, and Mississippi, and in each instance resisted the trend toward centralization and state administration until the advent of negro suffrage at the close of the Civil War.

It came gradually to be seen that the State rather than the Church was most competent to insist upon the education of its future citizens, and that naturally funds raised by the State for such purpose could not be satisfactorily expended for Church schools. With the enactment of the Massachusetts laws of 1642 and 1647, slowly but surely the people of the various states were converted to the idea of adopting public education as a State function. The battle for tax supported schools was bitter and in 1812 the New York legislature enacted the first permanent school law. New Jersey followed in 1825, and from then on state after state gradually adopted similar laws to govern public education, each new state utilizing the experience of the older states in making the best possible laws for their own schools.

Many of the first laws were purely permissive measures, yet they granted to the people of the various commun-

ities the right to meet and form school districts, and to levy and collect a general property tax for their support. Next followed revisions of state constitutions and school laws, continually enlarging in scope and transferring the powers from the districts to the townships, from the townships to the counties, and from counties to states in the interests of better administration and centralization. The state, representing the people as a whole, was more or less authoritative in that the individual community was considered secondarily as regards power, development, and control of public education.

Power and Control

It has been essential business of the state to formulate a constructive policy for the development of educational administration and organization to meet the social needs and economic demands of the time. Each state has evolved some form or type of administrative control which has not to this day reached anything like a settled or permanent form.

State centralization of power does not of necessity involve immediate state direction and control. The state may delegate its authority in part or even in whole to the subdivisions created within itself for purposes of local administration. As a matter of fact, every state does so to some extent, and as a result five kinds of local divisions of territory for educational purposes are now utilized, namely, the township, the county, the consolidated district, and the school district proper.

The system under which the schools are organized for administration differs under these units. In many of the states the powers of administration are divided among the officials of two or even three of these units. In most cases, the state itself assumes a certain responsibility in its contributions to school support, both financially and administratively, and for this reason any definite classification of states according to such units of administration is difficult.

Although all of the states are subdivided into counties for purposes of local administration, so wide a variance exists concerning its functions that it cannot be used as a common unit for comparison. It is of least importance in the New England states and of the most in the Southern states. The reason for this, to a large extent, lies in the fact that they have continued the character of the institutions of their respective early settlement. The New England states have developed the town plan while the Southern states have fostered the county as a unit. The Central and Western states represent various intermediate types of district and township control combined with partial county organization.

In the town basis of organization for school administration which is extensively developed in New England, the state of Massachusetts provides an example of it in its purest type. The size of the town unit averages from twenty to forty square miles in area. It is irregular in shape and generally included within natural geographical boundaries. The educational affairs of each town are managed as a unit,

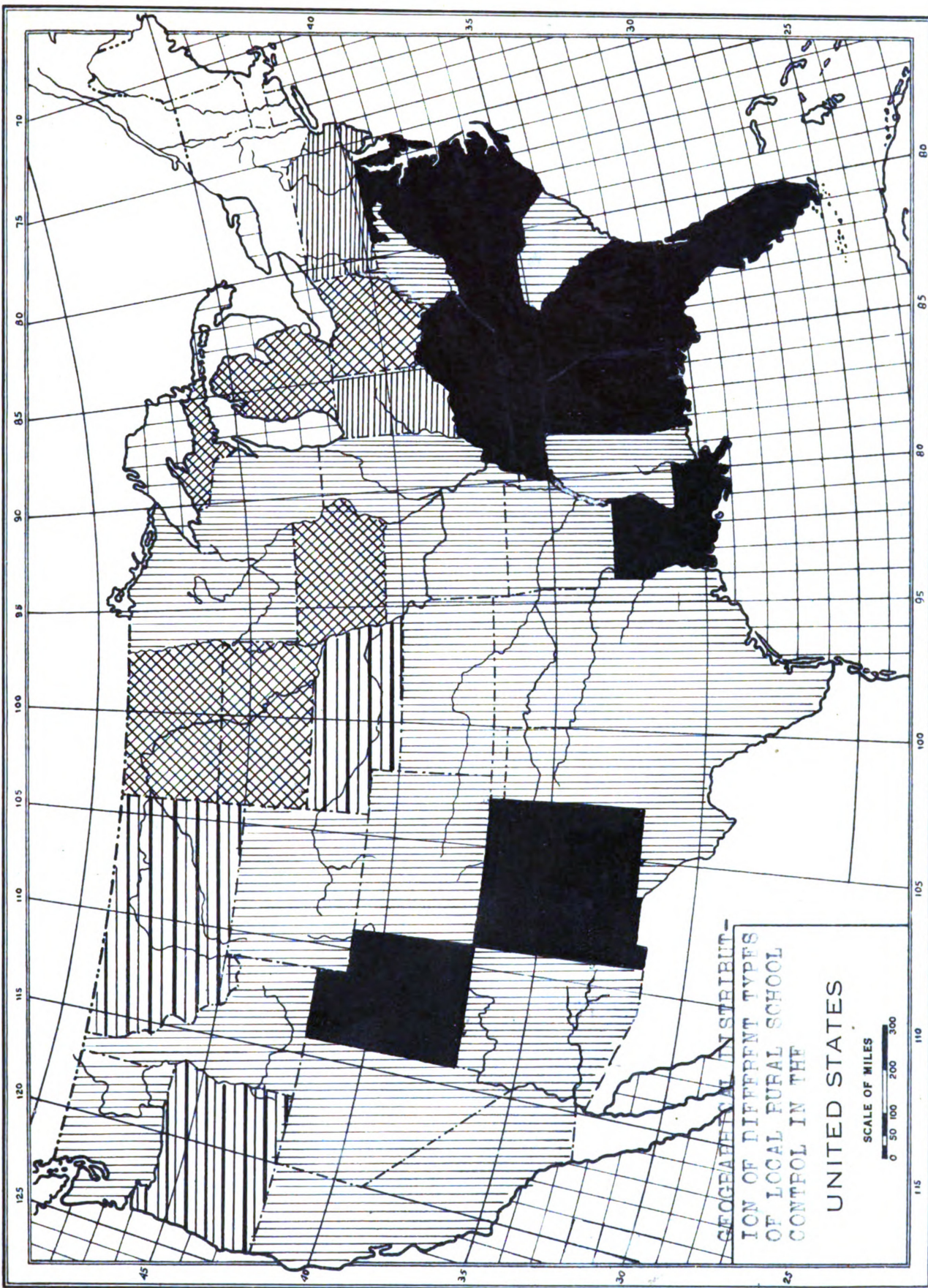
by one town school committee, elected by the people, and all schools within the town are under its control. Each town either separately, or in union with other towns, must employ a superintendent who acts as the executive and supervisory officer. A separate town committee is in turn directly responsible to the State Board.

Another unit of organization is known as the Township system, being common either in part or whole to the states of Pennsylvania, New Jersey, Indiana, Michigan, Iowa, and North and South Dakota. In many ways it is somewhat similar to the New England town system and provides for a systematic organization and administration of a township under a Board elected by the people. The distribution of administrative functions as between the township, county, and state, is somewhat different in each state.

The district system common both to cities and rural sections, places the administrative powers in the hands of Boards of education for city districts, and in the hands of local trustees in the rural sections. Boards and trustees are either elected or appointed, and are made up of a varying number of members according to the legislative provisions of the several states.

In many states recent legislation permits consolidation of districts tending toward the organization of central schools, and the elimination of the smaller district schools. It is generally true in the cities that the civil unit is also the unit for school administration, and there is a continually growing tendency for cities to assume a more indepen-

COUNTY CONTROL
 TWP. WITH PARTIAL COUNTY ORGANIZATION.
 DIST. WITH PARTIAL COUNTY ORGANIZATION.
 NO CO. ORGANIZATION.
 DIST. WITH PART CO. ORGANIZATION.
 CO. ORG. OPTIONAL



dent control as a legislative unit in this respect.

The County unit organization represents an attempt toward the centralization of the administrative powers common to the district and township into the county as the unit. Like that of the city district the county school unit is to a great extent independent of the county civil unit and is in but few instances dependent or subordinate thereto. In general it may be said that the administrative powers are vested in a Board of Education, either elected or appointed, who are intrusted with the control and management of the schools within the county, including the selection and appointment of a county superintendent who shall act as the executive and supervisory officer of such schools.

For the purpose of determining to what extent the different states have adopted the county as the unit of local school control, its organization in the various states, its distribution of administrative powers, and its efficiency as a supervisory unit for instruction, the following data is submitted.

The County Unit

A comparison of the legislative provisions now in force show that as regards control, the states fall into three groups. First, the group of states composed of the New England states, in which the county is in no way utilized as a unit of school control; second, a group of twenty-nine states which have the township or district as the principal unit of school control, but in which some power is vested in a county school organization; and third, a group of eleven states which have the county as the principal unit.

The United States Bureau of Education classifies nineteen states as having some form of the county unit. These states may be rated under two headings; first those having a strong form, and second, those having the weaker or semi-county form. In the strong form the county school authorities as distinguished from district authorities, constitute the dominant school administrative agencies, while in the later group the district system still prevails but with some important functions given to a County Board. In all states having the strong form of county unit organization the district is in all cases subordinate, and in several of them the original school district has lost its corporate existence, and the County Board has become the "body corporate", vested with power to hold and convey property, arrange boundary lines, select teachers, and the like.

With this brief explanation, the following states are named as having the county unit in a strong form:

Alabama	Louisiana	Tennessee
Florida	Maryland	Utah
Georgia	New Mexico	Virginia
Kentucky	North Carolina	

States which have the weaker form of county organization are:

Arkansas	Mississippi	Texas
California	Ohio	Washington
Georgia	South Carolina	Wisconsin

Three states have provided for county organization in a modified form, but have made their local laws optional in character. These states are Montana, Nebraska, and Oregon. A few counties in Montana have adopted the county unit, also three counties in Oregon. Iowa and Wisconsin possess county

boards who are vested with minor powers and functions only.

This represents little more than a tentative classification of such states in so far as there are nearly as many forms of the county unit as there are states having such organization. Because of the fact that public school administration implies both the administrative machinery for controlling and operating the school system as well as the means of maintaining and supporting such schools, it is necessary to make a detailed study of the legislative provisions operative in each state as concerns both phases.

In such states as listed above having a county participation in the provision of schools, we find the county administrative machinery vested in the County Board of Education, and a county superintendent of schools. It is therefore essential that a careful analysis be made of each. No two states have like provisions and requirements. The following classification shows such variances.

GROUP I

States	No. of Members	Term in yrs.	Territory chosen from	How Chosen
Alabama	5	6	County at large	Popular vote
Florida	3	2	1 from each of 3 school board districts	General election by all voters in the county
Georgia	5	4	County at large	By grand jury
Kentucky	5	4	1 from each of five divisions	Popular vote Voters of each division
Louisiana	varies	6	1 from each police jury ward	Popular vote

States	No. of Members	Term in yrs.	Territory chosen from	How Chosen
Maryland	3, 5 or 6	6	County at large	Appointed by governor
North Carolina	3, 5	2	County at large	Nominated at primaries Appointed by state legis.
New Mexico	3	2	County Com'rs County at large	Popular vote
Tennessee	5	2	1 from each of five districts	Popular vote
Utah	5	4	1 from each of 5 precincts	Popular vote by voters of each prec.
Virginia	varies	3	1 from each magisterial district	Selected by electoral Bd.

GROUP I.

States	Qualifications	Compensation	Organization
Alabama	Good character Elementary education	\$5 a day and exp. Not to 12 days per yr.	Members elect Pres. Co. Supt. and Sec.
Florida	None	\$4 per day, 10¢ per mile, \$600 in larger Co.	Members elect Chair. Supt. is Sec.
Georgia	Good character Elementary Ed.	\$2 per day	Members elect Pres. Supt is Sec.
Kentucky	Legal age Common School Ed. Res. 1 yr.	\$5 per day and expenses Not to exceed \$75 per yr.	Members elect Pres. Supt is Sec.
Louisiana	Pay tax on \$500 worth of prop. Able to read and write	\$5 per day 5¢ per mile	Members elect Pres. Supt is Sec.

States	Qualifications	Compensation	Organization
Maryland	Citizen. In no way subject to authority of Bd.	No salary \$100 for expenses	Members elect. Pres. Supt. is Sec.
New Mexico	No other than being citizen	\$2.50 per day and expenses	Chair. of Comm. Is Pres. Co. Clerk, Sec.
North Carolina	Not a teacher Good character Bus. ability	\$5 per day 5¢ per mile expenses	Members elect Pres. Supt is Sec.
Tennessee	Voter of dist. Elem. school Ed.	\$1.50- \$3.00 per day. Not to exceed 30 days per yr.	Members elect Chair. Supt is Sec.
Utah	Voter of precinct	Salary not over \$300. Exp. not over \$100 per year	Members elect all officers
Virginia	None	Not to exceed \$5 per day or 20 days per yr.	Members elect all officers

GROUP II

States	No. of Members	Term in yrs.	Territory Chosen from	How Chosen
Arkansas	5	5	County at large	Popular vote
California	5	2	County at large	Appointed by County Bd. of Supervisors
Iowa	7	6	County at large	Elected at County Convention
Mississippi	5	4	1 from each supervisors district	Appointed by County Supt.
Ohio	5	4	County school dis. at large	Popular vote
South Carolina	3	4	County at large	2 members appointed by State Board

States	No. of Members	Term in yrs.	Territory Chosen from	How Chosen
Texas	5	2	1 from each dist. 1 from county at large	Popular vote
Washington	5	2	County at large	4 members appointed by Co.Supt.
Wisconsin	5	5	County at large	Elected by all members of local school Bds. in Co.

GROUP II

States	Qualifications	Compensation	Organization
Arkansas	Good Character Elementary Ed.	Actual expenses for meetings	Members elect chairmen. Supt is Sec.
California	Exp. Teachers above grammar grade certif.	\$5 per day and traveling exp.	Members elect Pres. Supt is Sec.
Iowa	Not members of county convention Good Character Good education	Not to exceed \$40 per year	None
Mississippi	Qualified voter	Not to exceed \$15 per year	County Supt. is Pres.
Ohio	Electors in Co. School dist.	\$3 per day 10¢ per mile one way	Members elect Pres. Supt is Sec.
South Carolina	None	None	County Supt. is Chair. and Clerk
Texas	Qualified voter Able to read and speak English	\$3 per day not to exceed \$36 per yr.	Members elect Pres. Supt is Sec.
Washington	Holders of valid teachers certificates of State	\$5 per day and traveling expen.	County Supt. is Chairman
Wisconsin	Legally qualified teachers of 5 yrs. exp. not interested in text bk. business	Actual expenses only	Members elect officers

In addition those not mentioned in the above, Oregon, Montana, and Minnesota, may in a certain sense also be classified as county control states. In Minnesota the County Board is composed of the chairman of the Board of Commissioners, the county superintendent, and the county treasurer. Oregon and Montana provide for a board of education of five members to be elected by the qualified electors of the county. In all three states the unit is optional in its application.

Twenty-four states have county boards of education, but not in all of these states does the county board have the absolute administrative control of the schools. As shown in the above statement, only ten of them can be considered as having such powers. In the remainder of the states the powers vary from that one having but a single function to perform as in the state of Wisconsin where the authority of the board is limited to the selection of textbooks in such counties where the district school trustees have adopted a uniform text book system.

Of the nineteen states listed in groups one and two, twelve of them have county boards made up of five members each. Several states of the variable group also have the same number in some counties. By including the states of Oregon and Montana which provide for boards having five members, it will be observed that over two-thirds of all states favor the five member board. Although the three member board is advocated by many educational leaders, there seems to be little or no desire in such states as now have

the five member board to reduce its membership; on the other hand a large number of returned questionnaires from officials in states having the smaller boards favor the five member board. Considering the area of the counties in many of the states having the county unit, as well as the general objection on the part of the electors to centralize the powers of school administration in a small board, it would seem that the five member board is best designed to meet all of the requirements and still not be too large to obstruct the efficiency thereof.

In choosing the members of the boards, nine states provide for the election of members by popular vote, three by appointment by state boards of officials, three by county boards, and two by the county superintendent of schools. The election of board members by popular vote seems to be the most favored method, but the method by appointment is a close second. The appointment of members represents a diversity of practice. In Maryland they are appointed by the governor of the state, in North Carolina by the state legislature, in California by the county board of supervisors, in Iowa by a county convention, in South Carolina by the state board, etc. There is a considerable disagreement as to which is the most suitable agency for the exercising of this power for in many instances there is an opportunity for political partisan influences to enter into the making of appointments.

As regards the selection of board members from respective territories, one half of the counties permit

their selection from the county at large. The remaining number specify selection from the respective school districts. It is pointed out that both methods have distinct advantages as well as disadvantages. In one instance the selection from the county at large may result in the election of a majority of the members from a certain locality within the county and thus have a tendency to promote favoritism; on the other hand, the district method of selection tends to promote log-rolling administration.

In regard to the term of office of these boards, six states provide for a term of two years, six states allow four years, two states five years, and four states six years. The majority of states provide for terms of four years or more. The more recent tendency is toward the longer term of office rather than the two year term. In this connection it is important to note that practically half of the states in both groups provide either directly or indirectly for an overlapping of terms for members. In this respect it is again observed that county-unit legislation which has been introduced recently in the various states in general provides for such tenure of office. Under such an arrangement the administrative functions of the board are more efficiently carried on than were all board members retire at one time. Such tenure of office must be taken into consideration as concerns the length of terms of office.

Qualifications for membership of county boards may be classified under three headings: one, states requir-

ing special education fitness; two, those requiring only general qualifications; and three, those specifying no qualifications other than being a resident, legal age, qualified voter, etc. California requires that a majority of members be experienced teachers and holders at least of grammar grade certificates. Washington makes similar requirements, and North Carolina on the other hand specifies that board members shall not be teachers. Florida and Virginia list no requirements, while Alabama and Georgia require only good character and at least a common school education. Notwithstanding the fact that some of the states require limited qualifications for membership, it should not be construed to mean that the personnel of such boards in these states is composed of men of inferior ability as compared to states requiring special fitness. As a matter of fact in many instances the reverse seems to be true.

Nearly all states having county boards compensate their members on a daily pay basis, and also allow for actual expenses incurred. The largest single group provide for compensation at the rate of \$5.00 per day per member and allow traveling expenses. The objection is generally against making such services compensable on the grounds that it stimulates and promotes political tactics and partisanism. It can however, hardly be expected that the most efficient administration of schools will be obtained on a gratuitous basis. Recent legislation indicates that there is a growing tendency to eliminate partisan politics in the selection of board members.

The form of organization most common to county boards, consists of the selection of a president or chairman by the members of the board. In a majority of the states the legal statutes provide that the secretary of the board shall be the county superintendent of schools. In two states it will be recalled that the county superintendent of schools appoints the members of the board, in three states he is the presiding officer of the board, and in five states he is a member of the board. In the states of Alabama, Kentucky, Maryland, New Mexico, Tennessee, and North Carolina, the county board makes the superintendent its executive officer and through him exercises its power. In this respect he functions under the direction of the board as its professional expert.

SELECTION OF SUBDISTRICT TRUSTEES

In nearly all of the states organized under the county unit form, district trustees varying from one to three members for each school district are either elected by popular vote in their respective districts, or are appointed by the county board. States in which such local or subdistrict trustees are appointed by the county boards are Alabama, Florida, Kentucky, Louisiana, Maryland, North Carolina, South Carolina, Utah, and Virginia. New Mexico and Tennessee are the only states rated as having the county unit in the strong form which provides for the election of the local trustees.

Their duties are either assigned them by law or by the county board. In general, they act as the represen-

tatives of the people in their districts, and act in an advisory capacity to the county board. In some states, as in Maryland, local boards are entrusted with the care of the buildings and grounds, and the employment of janitors, etc.

TERRITORIAL JURISDICTION OF COUNTY BOARDS

The American county has an average area of about 1000 square miles. However nearly two-thirds of all counties range between 300 and 900 square miles with a median area of about 650. The population of counties of course varies greatly, depending upon their geographical location, also upon the number and size of the urban centers contained within their boundaries. For this reason it is well to note in what respects the county boards have jurisdiction over both rural and urban communities. The following statements show the nature of such control.

Group I

- Alabama: Cities of more than 2000 population are independent districts.
- Florida: All towns and cities are included under the control of the county boards.
- Georgia: Cities of 2000 population or more, and all special charter districts are exempt.
- Kentucky: All cities of the first, second, and third class are permitted to maintain independent districts. Cities of the third class cover most of the small towns and villages within the state.
- Louisiana: All cities and towns are included in the county unit. The city of New Orleans constitutes a separate parish.
- Maryland: All cities and towns are under the control of the county board. The city of Baltimore constitutes a separate district.

- New Mexico: All incorporated villages and cities are not subject to the control of the board.
- North Carolina: Cities and special charter districts are not included.
- Tennessee: Cities and special districts are exempt.
- Utah: Cities of the first and second class not under board control. There are five such districts in the state. Not every county is a unit. Four counties have two county districts each, one county has three.
- Virginia: Cities and towns of over 500 population may elect to become exempt.

Group II

- Arkansas: Incorporated towns and cities are independent.
- Mississippi: Local school tax districts are permitted to operate their own schools.
- Ohio: All towns and cities having a population of 3000 or over may elect to have county control, other wise they are considered as independent districts.
- Oregon: Special school districts containing specified number of children of school age are exempt in such counties as elect county systems.
- South Carolina: Cities and special districts are exempted.
- Texas: Incorporated districts and cities are not included.

Florida, Maryland, and Louisiana are the only states which give the county board authority over all schools of the state. In the case of the city of New Orleans, and the city of Baltimore, the organization of the board is similar. Several states show a tendency to distinguish between rural and urban districts on a basis of the resident population. Mississippi is the only state exempting all school

districts paying a local school tax from the control of the county board. North Carolina and South Carolina provide for the exemption of special charter districts. Other states represent a wide divergence as to what constitutes such districts as are independent of county control. On the basis of this classification of such exemptions, it upholds the right claimed by any community however large or small, of being a separate local district, providing by reason of its wealth and school population it can easily provide for a comparatively efficient administration of its schools. The argument which is generally used for including cities in the counties is also a financial one, and is based upon the claim that the wealth of the cities should contribute to the support of rural schools in the county in which the cities are located.

The report of the State Department of Indiana shows that in 1922-23 the average taxable wealth per school child in the rural townships was \$7270, while that for the cities was \$6268. Under these conditions any arrangement whereby the cities were included in the county system would result in the rural districts being required to contribute toward the support of the city schools. There are of course many examples where the reverse of such an arrangement exists. In either case the objections raised by either the rural or urban districts depending upon which one derived the greatest benefit from this arrangement, have resulted in legislation being enacted in all states with two exceptions, providing for independent tax districts.

POWERS VESTED IN THE COUNTY BOARD

Any classification of the powers vested in the county board of education can at most be only of a tentative nature. In no two states are county boards possessed with identical powers. The diversity ranging from the performance of a single function to full administrative control. For this reason it is necessary to examine such powers under the following headings, in so far as they cover the most important points.

1. The enforcement of the state laws relative to education within their respective counties.
2. The power to select a county superintendent of schools and his assistants. Tenure of office for such executives, qualifications demanded, and salaries paid, etc.
3. Authority granted for the direct charge of school property in the county, outside of incorporated cities or special tax districts, including the building and control of county high schools, transportation and fixing of tuition rates.
4. Extent to which they may select teachers for the county schools and fix the salaries to be paid.
5. Duties as concern the levying of school tax on all taxable property. Limits of taxation for school purposes.
6. Power to exercise other functions not enumerated above but which are prescribed by law.

SELECTION OF THE COUNTY SUPERINTENDENTS

No power conferred upon the board of education is of greater importance than the selection of a county superintendent, for the educational administration of the schools

in reality rests to a greater extent upon this official than it does upon the board. That is to say the board of necessity must place in the hands of the superintendent many of the duties assigned to the board in order to secure effective administration. In such states as require the superintendent to be elected by popular vote, it is of even greater importance.

The following classification is a summary of the most importance concerning the selection of this official.

GROUP I

States	Term in Years	By whom selected	Qualifications	Salary
Alabama	2-5	Appointed by Co.Bd.	Graduate of Normal School or equivalent. Life or 1st grade certificate 3 yrs. experience	\$1000-\$5000 Av. \$2500 Traveling exp. allowed
Florida	4	Elected by people	Not given	\$500-\$5000 Av. \$2000 T. Exp. allowed
Georgia	4	Elected by people	1st Grade H.S. license. College or Normal grad. Pass State Bd. examination 3 yrs. exper.	\$1000-\$8000 Av. \$1500 T. Exp. Allowed
Kentucky	4	Appointed by Co. Board	Certificate in scholarship and supervision	\$1000-\$2500 Av. \$1500 T. Exp. not allowed
Louisiana	4	Appointed by Co. Board	1st grade certificate. 3 yrs experience in the 5 years preceeding appointment	\$1000-\$6000 Av. \$3000 T. Exp. allowed.
Maryland	4	Appointed by Co. Board	College grad. 1 yr. grad wk. in education. 2 yrs. of exp.	\$1500-\$5500 Av. \$2500 T. Exp. Allowed

States	Term in Years	By whom selected	Qualifications	Salary
New Mexico	2	Appointed by Co.	Not given	\$1200- \$2000 T.E. allowed
North Carolina	2	Appointed by Co. Board	State cert. Liberal Ed. Res. of Co. Teacher at time of appoint.	\$500- \$5000 Av. \$2000 T.E. allowed
Tennessee	2	Appointed by Co. Court	Grad. of Tenn. State Univ. or Equiv. Pass special exam. Exp. as teacher	\$500- \$4000 Av. \$2000 T.E. allowed
Utah	2	Appointed by Co. Board	Life certificate of grammar sch. grade	\$500- \$4500 Av. \$2500 T.E. allowed
Virginia	4	Appointed by State Board	College grad. or 2 yrs. Normal College or 1st grade cert.	\$1000- \$4000 Av. \$2000 T.E. allowed

GROUP II

States	Term in years	By whom selected	Qualifications	Salary
Arkansas	2	Appointed by Co. Board	Professional teachers license 2 yrs. of normal or col. work	\$1000- \$4000 Av. \$2000
California	4	Elected by people	Not given	\$500- \$5000 Av. \$2000 T.E. allowed
Indiana	4	Appointed by Twp. trustees	3 yr. state license. 2 yrs. exp. in the ten yrs. preceding	\$1500- \$2500 Av. \$2200 T.E. Allowed
Iowa	3	Appointed by Co. Board	5 yr. certificate or Life cert. 5 yrs. exp. as a teacher	\$1000- \$3000 Av. \$2000 T.E. allowed
Mississippi	4	Elected by people	1st grade certificate. 21 yrs. of age. Res. of state 4 yrs. Co. 2 yrs. preceding app.	\$2000- \$4000 Av. \$2500 T.E. allowed

States	Term in Years	By whom selected	Qualifications	Salary
Ohio	3	Appointed by Co. Bd.	College or Univ. grad.Co.H.S. certificate 6 yrs. exp.	\$2000- \$6000 Av.\$3000 T.E.allowed
South Carolina	4	Elected by people	Not given	\$500- \$3000 Av.\$1500 T.E.Allowed
Texas	2	Elected by people	Life or 1st grade certif.	\$1500- \$3000 Av.\$1800 T.F.Allowed
Washington	2	Elected by people	1st grade certif.2 yrs. experience	\$500- \$3600 Av.\$1800 T.E. allowed
Wisconsin	2	Elected by people	Life or Supt. certif.8 mo. exp.	\$1000- \$3000 Av.\$2000 T.E. allowed

This comparison shows a variety of methods by which the county superintendents are selected in the various states. In general the methods for such selection may be classified under two heads, first, election by popular vote either at a special or a general election, and second, by appointment by a county board or some other board designated for that purpose.

In 24 states including eight of the states listed above, the county superintendent is still elected. In a majority of these states he is nominated by a political party and elected as such, and as a result thereof it becomes at once evident that his selection rests more upon party support than it does upon the basis of school welfare. In this respect it represents the greatest objection to selection by

this method. Other factors also enter into the matter such as salary, qualifications, short terms of office, etc., all of which tend to bring about a condition whereby the candidate seeks the office rather than the office seeking the candidate. Whether the selection is made at a general or a special election makes but little difference as the same results are as likely in one case as the other. It should not be misinterpreted to mean that under this method capable men are not selected for the office, but simply that such conditions are apt to be contributing factors toward the selection of inefficient officials. General elections very often result in a large number of superintendents being forced out of office, this being especially true at times of either a presidential or a general state election.

Selection by appointment is followed in eighteen states exclusive of the New England states, including thirteen of the states listed above. Although there are objections to such a method it has several points in its favor.

1. The superintendent is generally sought for rather than the reverse.
2. It will be noticed that tenure of office is much longer, a factor of considerable importance.
3. Such selection eliminates to a greater extent the possibility of political influence.
4. The selecting group is smaller and can better elect officials on a basis of fitness rather than popularity.
5. The responsibility for the proper administration is fixed upon certain individuals who must seek to secure efficient administration.

The selection by a county board prevails in practically three-fifths of the states having the county unit organization. This follows out the method adopted by city boards of education.

The best results seem to be secured in the states having a five member county board, and terms of whose members overlap, for in this way it is possible to carry over continuous school policies. Under this method the board is not restricted to a limited territory in making its selection, but can if it so desires, select the most qualified executives regardless of territory. In this way it is possible to quickly remedy any unsatisfactory administration of the schools under the control of the board.

Where board members are elected from special districts rather than from the county at large there is also a tendency toward localizing the interests of the members in their own localities, which in many instances has been the cause of a great deal of inefficiency in organization and methods. For example in the state of Iowa the appointive power rests with the school directors who are elected in their respective districts. In New York the district superintendent is elected by a board, the members of which are selected to represent the townships in the supervisory districts. In the states of Virginia, New Jersey, and Delaware, the appointment is a state responsibility. Local conditions are such in these states as to make this method fairly satisfactory, yet on the whole the method is not being recommended in other

states which are considering the introduction of the county unit system. In the new codification bill passed by the last session of the legislature in Tennessee, a section providing for the selection of a county superintendent by appointment of the county board was struck out of the bill.

A summary of the whole matter of selection is very well summed up in the following statement appearing in the bulletin issued by the U.S. Department of Education: "The poorest system may result in the securing of high class superintendents in places, for a limited time. The best system occasionally fails."

QUALIFICATIONS

Although nearly all states recognize that the county superintendent should have some definite educational qualifications and experience in school work, either as a teacher or a supervisor, a survey of the county unit states shows that only two states, Tennessee and Maryland, require higher qualification than is commonly covered by two years of Normal School attendance. In many of the other states, the qualifications are limited to the holding of an adopted kind of state certificate.

Changing conditions during the past few years are responsible for placing added responsibility upon the county superintendent. Not only have his problems dealing with financial phases of the organization become more diversified and complex, but many new requirements have been added on the professional side. Further, not only must qualifications be adequate, but his success to a large measure must depend

upon his ability to get along well with the members of the board. This calls for a knowledge and understanding of matters that are rather indirectly related to his duties as concerns the actual organization of the schools.

In many instances the duties of the board and the duties of the superintendent are not clearly defined by statute, while in other instances many of the duties which are assigned to the board are turned over by them to the superintendent. For these reasons the office is one which demands even more ability, training, and experience than is demanded of superintendents in city systems of equivalent size.

SALARY

In twelve of the states listed, the salaries of county superintendents are fixed by statutes, while in six states it is subject to the action of the county boards. Statutory provisions as to salary are based upon various factors. In Maryland, the maximum salary depends upon the number of teachers employed in the county, in Mississippi it is dependent upon the assessed valuation of the property in the county, and in Florida upon the total annual receipts for all school purposes in the county.

Superintendents are paid in some states from the general funds raised for civic purposes in the county, in other states from the school funds. In both instances, it is often supplemented by state funds appropriated for that purpose.

Following is a summary of salaries paid to county superintendents for the years 1920-1921, compiled by U.S.

Department of Education:

<u>Annual Salary</u>	<u>No. of Supts. receiving same</u>
\$300 or less - - - - -	7
\$300 - \$500 - - - - -	12
\$500 - \$700 - - - - -	63
\$700 - \$900 - - - - -	76
\$900 - \$1200 - - - - -	318
\$1200 - \$1500 - - - - -	427
\$1500 - \$1800 - - - - -	733
\$1800 - \$2100 - - - - -	484
\$2100 - \$2400 - - - - -	337
\$2400 - \$2700 - - - - -	313
\$2700 - \$3000 - - - - -	237
\$3000 or more - - - - -	232

All states with the exception of Kentucky allow for traveling expenses of the superintendent.

Although the reports of the state departments of education for the year 1923-24 show that there has been a slight increase in the salaries paid these officials since 1921, yet with the exception of only one state do the present salaries paid even closely approach those paid to city superintendents of schools of equivalent size.

SELECTION OF ASSISTANTS

The distinction between the terms, "superintendent, deputy superintendent, and supervisor, is not so definite in the county organization as when applied to city school systems. In the counties having few schools the county superintendent is both the supervisor and the administrative officer in most cases. On the other hand, in the larger county systems the state statutes of many states provide for the appointment of assistants to the superintendent. Under such arrangements the total work is either shared equal by all members of the department, or each is assigned a special line of work. For this reason it is necessary

to use the term, superintendent, to designate the chief administrative officer of the county, and the terms, assistant supervisor, and supervisor to designate his professional assistants although the duties of such assistants may not consist of doing the actual supervising work in the sense to which the term is generally applied.

The method of selection, salaries, and units of organization of such assistants as are force in the states having the county unit form are listed as follows:

States	Method of Selection	Unit of Administra.	Salary
Alabama	County Board authorized to employ same	County	\$1500-\$3000
Florida	County Board acts upon County Recom. by County Supt.	County	\$1000-\$5000
Georgia	County Supt. appoints	County	\$1500-\$3000
Kentucky	Co. Supt. nominates Co. Bd. appoints	County	\$500-\$1800
Louisiana	Appointed by Board	Parish	\$1500-\$3000
Maryland	Co. Supt. nominates Co. Bd. appoints	County	\$1500-\$3000
New Mexico	County Board	County	\$1000-\$2000
North Carolina	County Board	County	\$1000-\$2000
Tennessee	County Board of Education	County	\$800-\$3000

States	Method of Selection	Unit of Administra.	Salary
Utah	County District Board Appoints	County	\$1200-\$2500
Virginia	Recommended by Co. Supt. App. by Board	Division and District	\$700-\$2500

GROUP II

States	Method of Selection	Unit of Administra.	Salary
Arkansas	County Supt. Appoints	District	
California	County Supt. Appoints	District	\$1300-\$4000
Indiana	County Trustees	Township	\$1000-\$2000
Mississippi	Appointed by County Supt.	District County	\$1000-\$1700
Ohio	Appointed by local Board	Township	\$1400-\$5000
South Carolina	Appointed by County Board	District County	\$1000-\$1700
Washington	Supt. appoints with consent of Board	District	\$1500-\$3300
Wisconsin	Com. on schools	District County	\$1000-\$3000

All the states in the first group, with the exception of Georgia delegate the power for selecting the immediate staff of the county superintendent to the County Board. In several instances the county superintendent may recommend such officials, but their final selection rests with the

board. In Group II, three states permit selection by the county superintendent.

In both the county systems as well as the city organizations, boards of education have been on the whole rather reluctant in giving up this power. Even in many of the larger city organizations where the matter of employing teachers has been placed almost wholly in the hands of the superintendent, individual board members encounter little difficulty in placing such teachers in the system as they wish to have employed.

OWNERSHIP AND CONTROL OF PROPERTY

There is considerable diversity as to the power conferred upon the county boards of education by state statutes concerning the ownership of school property. In Virginia the local district provides for the buildings and grounds, but their control is vested in the county board. In Maryland the county owns and controls the property; in North Carolina some school houses are owned by the county and others by the local districts, while in Alabama the title of many rural schools is vested in the state, and county boards hold the title to the remainder. Georgia, Florida, and Kentucky have much the same arrangement as North Carolina. New Mexico provides for ownership by the local district, while in Utah the county district is the owner. The Parish Board owns and controls the entire school plant in Louisiana. In the states having the weak form of county control, the school property is generally owned and controlled by the local districts.

AUTHORITY TO FIX BOUNDARY LINES

In this connection the extent to which county boards are given authority over the fixing of district boundary lines is of importance. Power to act in ~~such~~ such matters as the establishment of county high schools, the consolidating of districts, and the placement of children in various districts is involved by such rights. In five of the states having the strong unit form of organization considerable authority is vested in the board. States listed under the weak unit have little or no power in this respect. In no instance is a board authorized to include or exclude the territory of special districts in order to increase or decrease the amount of taxable property without the consent of the residents thereof. In many instances the county boards are permitted to hear appeals and make recommendations, but cannot make such changes themselves.

SELECTION OF TEACHERS

All of the states in the first group permit the county board to appoint all teachers and fix the salaries thereof in accordance with state regulations, with the exception of North Carolina. Teachers may be recommended by the superintendent and in some instances selected by the local districts, but in each case such selections must meet with the approval of the county board.

ESTABLISHMENT AND CONTROL OF SECONDARY EDUCATION

The powers conferred upon the county boards of education in relation to the establishment and control of secondary education not only differ widely as between the states, but also between the types of organization of such schools within the counties of such states.

In general there are two classes of administrative units which are empowered to establish and maintain secondary schools, first, the school district and township, and second the county. In such states as provide for a total or partial county administrative control of high schools, it is convenient to classify them into three groups as follows:

First. Those states in which a single "county high school" is provided for in each county

Second. Those in which the county board is empowered to establish and maintain a reasonable number of high schools

Third. Those in which both the county and the local district within its borders exercise certain responsibilities for the establishment and maintenance of such schools.

Under the first group several states provide for the one county high school in the county. This arrangement is particularly common to the state of Alabama, which such schools are under the control of the county board and are supported by appropriations from that body. Iowa, West Virginia, and Oklahoma also have a limited number of these schools.

The second group includes all of the county unit

states with the exception of New Mexico. The county board provides for a system of high schools on a county wide plan so that in as far as possible high schools are located in such sections as to be readily accessible to all residents.

The third group includes all such states as provide for partial county and local control. Several of the states classified under group two must also be included under this head for, although in many instances they have given their county boards the power to establish such secondary schools as they may choose, they have also provided restrictions as to their power of control when such schools are located and maintained in independent districts.

Three forms of control as concerns the establishment and maintenance of secondary schools are therefore found within these groups. Either the full control rests with the county board or the local board, each independent of the other, or it is divided to a greater or less extent between county and local authority.

Local participation in the control of secondary schools is largely due to taxation. Various communities have demanded the establishment of secondary schools which in turn has called for the raising of extra funds for their construction and maintenance. In a majority of the county unit states these extra appropriations have had to come from the taxation of the districts so benefitted and as a result thereof, such districts have demanded at least a

partial control of these schools.

The following classification attempts to show to what extent the county unit states have provided for the establishment of secondary schools, the administrative authority in control of each, and the legal provisions regulating the limits of taxation permitted for such purposes.

ALABAMA:

County boards may provide for one "county high school" in a county. It shall be under the control of the county board. No separate high school tax for the establishment and maintenance of such school may be levied. State aid to the extent of \$3000 a year is provided, with an additional \$1500 if the county will contribute an equal amount.

County boards may establish high schools other than "County High Schools" within the county, such schools to be under the control of the county board. The electors of the county may vote to raise a 4 mill tax to support same. No extra state aid.

Special districts may establish high schools, such schools to be under the control of the county board. The district may levy a tax of three mills on its property for the support of same. No state aid.

FLORIDA:

County boards may establish such high schools as they see fit, under the control of the county board. No separate tax is to be levied for the support of such schools. County tax rate not to be less than 3 or more than 10 mills.

Voters of a "special tax school district" may vote to establish a high school, control to be divided between the county board and local trustees. Maximum district tax 10 mills. Additional 5 mills may be allowed for payment of bonds.

GEORGIA:

County board may provide for any number of high schools, to be under the control of the county board. A county tax or from 1 to 5 mills may be levied on all property in the county outside of that included under independent districts. Special state aid of \$1000 a year for such schools as qualify under the law.

Independent districts may vote to maintain high schools; such schools are under the control of a district board. Same amount from state funds as above.

KENTUCKY:

County board may maintain one or more high schools or contract with such schools located in separate districts. Local board must meet the requirements set forth by the county board. No separate high school tax is to be levied. Tax rates for county must not be less than $2\frac{1}{2}$ or more than 5 mills.

Graded common school districts having a specified number of census children may organize such schools, the control to be vested in a local board of trustees. District tax is not to be less than $2\frac{1}{2}$ or more than 15 mills.

LOUISIANA:

Parish board may establish such secondary schools

as are approved by the state board. No special high school tax is to be levied. Tax must not be less than 3 mills. No special state aid.

MARYLAND:

County boards provide for all high schools, and control same. County tax must be sufficient to meet the requirements of the state minimum salary law. State aid.

Schools may be established by separate school districts having 20 or more 8th grade graduates enrolled for high school, or by a union of two or more districts which will have an average attendance of 200 or more. Control of such schools is to be in the hands of local district boards, or in case all uniting districts are classified as rural, control shall be vested in the county board. No separate high school tax. District tax not to exceed 5 mills and county tax 18 mills. No special state aid.

NORTH CAROLINA:

County boards of education locate high schools on the basis of not more than one to each township. Such districts constitute school districts upon which a district school tax is levied. District tax is not to exceed 5 mills. Such approved high schools share county tax and receive aid from state equalizing funds. Control is vested in a local board who are under the jurisdiction of the county board.

Farm life schools may be established by a vote of the electors of a county or of one or more townships in the county. Support of same is dependent upon the unit by

which it is selected. Under the direction of a board of trustees appointed by the county board. State aid not to exceed \$5000.

TENNESSEE:

A county system of high schools is provided by the county court in this state, and the management of such schools is vested in the county board. A county high school tax may be levied not to exceed 1.5 mills. County tax must be sufficient to maintain a first class high school. State aid to the extent of \$1000 to each county and other funds on an attendance basis.

Incorporated towns and villages and surrounding districts may establish high schools. Such schools may also serve as county high schools under contracts between county boards and local districts. District tax not to exceed 10 mills or such amount as is set by their respective municipal charters. Administrative authority vested in a local board of education. No state aid.

UTAH:

County boards empowered to establish high schools upon approval of the state board. Such schools must be established upon petition of a majority of the tax payers of any voting precinct having over 1200 school population. Control of schools under district boards of education. County district maximum tax levy not specified. Varies between 7 and 12 mills. Aid from state high school tax funds.

VIRGINIA:

State board of education exercises control as to the establishment of high schools. Such schools as are located in the various magisterial districts are under the administrative control of county school boards. No separate high school tax is to be levied. County tax for school purposes not less than 5 or more than 10 mills. State aid of \$1000.

In the states constituting the group designated as those having the weak form of county unit organization, high schools are in general provided for by a vot of the electors of special districts, and are under the control of local district boards of education. Mississippi provides for county high schools outside of the special districts, but the control thereof is divided between the members of a local board and the county board. Oregon and Montana also provide for county high schools by a choice of the voters when such counties are under county-unit organization.

It will be observed that with the exception of New Mexico the county boards of all the states in group one are empowered to establish both elementary as well as secondary schools, and that to a great extent they exercise the administrative control of the high schools, the only exception being that of North Carolina.

In the states which provide for the one "county high school" it is evident that such provisions apply either to the smaller or less populous counties. Even in such

states it would appear that there is at the present time no tendency toward a wider extension of this plan. In most instances the county is too large a unit for high school purposes even with modern means of transportation. Yet it cannot be denied that in the sparsely settled sections it serves a useful purpose. Such schools are generally able to provide for a wide range of studies and activities, better equipment, well qualified teachers, as well as many other features which could not be provided in smaller and inadequately financed schools. Again the county high school has provided an opportunity for the training of rural teachers, and may in the future become the unit on the rural sections for the establishment of Junior colleges.

In several of the county unit states, county boards are confronted with a serious problem. In the rural sections at least it is certain that the local districts alone cannot support standard high schools, while on the other hand the amount of school funds which can be raised by taxation is inadequate to establish more than two or three high schools within the county. Where the county is the unit of administration there is naturally less difficulty in organizing consolidated and union districts than in many of the other states. To what extent such schools should be given aid will be discussed under taxation.

TRANSPORTATION AND TUITION

The transportation of pupils has in recent years become a matter of considerable importance. As shown under the discussion concerning the establishment of rural high

schools in nearly every state any community having a required number of school children and is capable of supporting a high school is given legal authority to establish such schools. In other states the solution of the high school as well as the elementary school problem is being sought by transferring pupils from outlying districts to centralized schools. In the county unit states the matter of transportation is placed in the hands of the county board. The transportation of such pupils from such districts also involves the payment of tuition fees. All states with but four exceptions, Maryland, Utah, Tennessee, and Arkansas make legal provision for the payment of such fees. Local conditions are such in Maryland and Utah as require little or no need for such provisions. Tennessee and Arkansas have recently introduced legislative measures to meet these needs. In general the fixing of such fees are determined in the county unit states by mutual agreement between local and county boards. In Virginia the state department must approve such arrangements or itself fix the fee to be paid.

POWERS OF COUNTY BOARDS AS CONCERNS TAXATION

ALABAMA:

The county board does not possess legal power to raise funds for the support of the schools. Funds other than those provided by the state can be obtained only by submitting the provision to a vote of the electors. The county board has the power to borrow money for the operation of schools up to one-third of the sum estimated for current

expenses. The board is required to estimate the costs for operating the county schools and submit same to the voters for their approval.

FLORIDA:

The county board is required to estimate costs for the maintenance of the common schools for the coming year. It may fix a rate within the legislative limits and submit same to the assessor of taxes for collection. It may also borrow money and issue bonds not to exceed 80% of the total amount required for school purposes.

GEORGIA:

County boards are required to file accounts with the state department of education concerning the financial expenditures, attendance, etc., of the county schools in order to secure their proportion of the state funds. The board may also determine the tax rate for the county not to exceed 5 mills. It may also borrow money to care for current school expenses. Special tax districts levy their own taxes and retain control of the respective schools.

MARYLAND:

The board prepares and submits the school budget for the county to the county commissioners, but further than that it does not possess the power to fix the county school tax rates. It is required to arrange such budget as will provide for a tax of not less than 3.4 mills and not to exceed 6.7 mills for purposes other than debt service. Any special tax over 4 mills must be approved first by the county commissioners. County boards are not permitted to

borrow money or issue bonds without consent of the county commissioners.

✓ TENNESSEE:

In this state the county board has no authority as concerns the county school taxes. The county superintendent submits reports concerning expenditures, etc. to the County Court who may levy a tax sufficient to maintain all schools for a period of at least five months. The county court may lengthen such terms and may submit all matters of additional tax levies to the people for their approval.

KENTUCKY:

The state permits so large a number of special tax districts that only the sparsely settled districts are generally included under the jurisdiction of the county board. The county board is empowered in these counties to determine the tax rates within legislative limits. It cannot however, issue bonds or borrow money with the approval of the voters.

LOUISIANA:

The parish board estimates and fixes the school budget. The law provides for a tax of three mills throughout the state. The board is permitted to borrow money for the payment of operating expenses. It also has authority to call special elections for the submission of extra tax levies up to 3 mills.

NORTH CAROLINA:

The county commissioners are required to estimate the cost of maintaining schools for a period of not less

than six months and submit such reports to the county commissioners. Such budget is voted upon by both the members of the county board and the county commissioners. In case of a tie vote the clerk of the county court casts the deciding vote. Additional county tax up to 5 mills may be levied with the approval of the voters. Boards may submit bond issues to the people.

VIRGINIA:

The county supervisors are furnished a report by the county board of the amount of money necessary to operate the county schools for the ensuing year. In case of their disapproval the judge of the county court may submit the matter to a vote of the people. The county board has not other authority as to school taxes.

The county board has full power to determine within legislative limits the tax rate for the county district. Such tax limits vary depending upon the assessed valuation of the district. A rate of 12 mills is allowed in districts having a valuation of less than \$2000 per resident school census child, and a rate of 7 mills in county districts having a valuation of \$5000 per child.

In the states having the weak form of county unit organization in which none of them that levy a county tax do the county school authorities determine the rate of levy. Several of the states have a county tax levy which is uniform throughout the state and which may be increased only by a majority vote of the electors. Nearly all county boards in these states prepare an annual school budget

for submission to the fiscal authorities. Nearly all of these county boards have the authority to disburse and apportion school funds raised by taxation to the various schools. In California the county board of supervisors must levy a minimum school tax of \$30 for pupil in elementary schools, and \$60 per pupil in high schools on a basis of average daily attendance.

In three counties in Oregon having the county unit each county is divided into three classes of school districts, namely, city, town or village, and county. Each class constitutes a corporate body, and the district school boards of each class are empowered to levy a tax once each year for the necessary school funds. Each board prepares an annual budget which is submitted to the electors at a meeting called for such purpose. The budget meeting the approval of the electors is then placed in the hands of the fiscal authorities for levy and collection.

In the three counties in Montana under this form, subdistrict trustees submit to the county board the annual budget for their respective schools. The county board determines from them a uniform levy for all third class districts. (Only districts having less than 1000 population are included in the Montana plan, such being designated as third class districts.)

It will be noted that with but few exceptions the county board is deprived of full power to fix and levy school taxes even within legislative limits. County boards

although given the full responsibility of managing the schools are given little or no authority to provide for the funds for their operation.

POWERS OF BOARDS - COMPULSORY EDUCATION

Although the statutes of only a few of the county unit states definitely specify that the county board shall be directly responsible for the enforcement of the state compulsory school laws, they place in the hands of the county board and the county superintendent of schools the authority to select or employ the county attendance officers thereby indirectly fixing upon them the responsibility for such law enforcement. In all instances reports of this nature are filed by the teachers either directly to the county attendance officer or to him through the county superintendent.

No data is available as concerns such enforcement other than the following statistics taken from reports compiled by the bureau of education:

State	Population 5 to 17 incl.	Public Sch. Enrollment	Private Sch. Enrollment
Alabama	792,515	592,610	21,023
Florida	287,239	237,770	7,008
Georgia	959,099	730,873	13,400
Kentucky	709,985	581,313	15,460
Louisiana	567,549	390,324	4,430
Maryland	366,823	250,328	27,138
New Mexico	111,366	80,929	4,267
N. Carolina	872,279	753,698	23,441
Tennessee	721,273	642,106	23,202

State	Population 5 to 17 incl.	Public Sch. Enrollment	Private Sch. Enrollment
Utah	141,344	123,427	2,587
Virginia	<u>705,698</u>	<u>546,035</u>	<u>12,509</u>

State	Days sch. were in session	Av. days attended	U.S. rank in days sch. were in session	U.S. rank days att- ended by each pupil
Alabama	130.8	95.8	46	45
Florida	135.7	103.1	45	41
Georgia	140.	102.6	41	42
Kentucky	125.	92.3	48	48
Louisiana	148.6	112.4	37	38
Maryland	181.3	143.3	6	17
N. Mexico	170.5	117.5	21	35
N. Carolina	139.	100.7	42	43
Tennessee	140.6	99.8	40	44
Utah	164.3	140.5	33	19
Virginia	<u>159.1</u>	<u>116.1</u>	<u>36</u>	<u>36</u>
U.S. Av.	164	130.6		

It should not be misinterpreted to mean that because of the fact that all of the strong county unit states with but one exception rank low in attendance percentages that it is to be attributed to the inefficient operation of the compulsory school laws in these states. Maryland for example is only out-ranked in length of session and average days attended by the states of Rhode Island, Michigan, New Jersey, New York, and Connecticut in the order named. In the 16 states, or one-third of all the states in the union having the lowest

rank are included Indiana, Oklahoma, North Dakota, West Virginia, Mississippi, Texas, and Arkansas, all states having either no county unit of organization or having it in a weak form.

POWER OF BOARDS - COURSE OF STUDY

The statutes of the eleven states under discussion are very indefinite for the most part as concerns the power of the county boards or county superintendent to prescribe or follow out courses of study. In Alabama, Florida and Maryland, it is the duty of the county board to prescribe a course of study upon the recommendation of the county superintendent. The county boards of Utah and South Carolina are responsible for the enforcement of the state courses of study. The state of North Carolina provides a course of study for elementary grades, but a state survey in 1921 reveals the fact that a large majority of the schools do not carry out the course. Several of the other states prescribe certain subjects to be taught in all elementary schools, or recommend courses prepared by the state departments, but make no definite provisions as to the authority vested in the county boards in this respect. Of the states composing the second group, California, Ohio, Texas, and Washington require county boards to prescribe courses of study.

SELECTION OF TEXT BOOKS

In not any of the states having the strong county unit organization do the county boards now have power to select textbooks for use in the county schools. In Maryland the county superintendent is still empowered with

authority to make such selections. All other states in this group now have state uniform textbook adoptions. Twenty-seven states in the union have state-wide uniform text book adoption. Five states, Maryland, Missouri, South Dakota, Washington, and Wisconsin, now have county adoption, and the remainder either township or district selection.

Nineteen states now furnish textbooks without cost to elementary schools, while twenty-two states have permissive laws of this nature. Of the county unit states, Maryland and Utah have mandatory laws for free textbooks in the elementary grades. Alabama, Georgia, North Carolina, Virginia, and two counties in Florida have permissive laws whereby the county boards may elect to furnish free text books. Kentucky, Louisiana, New Mexico, and Tennessee have no laws for such provision.

The following table represents a summary of such laws for both groups of county unit states:

UNIFORM TEXTBOOKS Territory to which laws are applicable			FREE TEXTBOOKS Territory to which laws are applicable		
State Law	County	Twp.-Dist.	Mandatory laws	Permissive laws	No laws
Alabama	--	--	--	Alabama	--
Florida	--	--	--	Florida(2)	--
Georgia	--	--	--	Georgia	--
Kentucky	--	--	--	--	Kentucky
Louisiana	--	--	--	--	Louisiana
--	Maryland	--	Maryland	--	--
New Mexico	--	--	--	--	New Mexico
N.Carolina	--	--	--	N.Carolina	--
Tennessee	--	--	--	--	Tennessee
Utah	--	--	Utah	--	--
Virginia	--	--	--	Virginia	--

UNIFORM TEXTBOOKS
Territory to which laws
are applicable

FREE TEXTBOOKS
Territory to which laws
are applicable

State Law	County	Twp.-Dist.	Mandatory laws	Permissive laws	No laws
Arkansas	--	--	--	Arkansas	--
California	--	--	California	--	--
Indiana	--	--	--	--	Indiana
--	--	Iowa	--	--	Iowa
Mississippi	--	--	--	Mississippi	--
--	--	Ohio	--	Ohio	--
S. Carolina	--	--	--	--	S. Carolina
Texas	--	--	Texas	--	--
--	Washington	--	--	Washington	--
--	Wisconsin	--	--	Wisconsin	--
Montana	--	--	Montana	--	--
Oregon	--	--	--	--	Oregon

SUMMARY:

So wide a diversity exists as to the miscellaneous powers which are delegated to the county boards of the various states that further classification is of little value. Such duties consist of standardizing rural schools, determining the opening and closing dates of school, recommendation of condemnation proceedings, to act as boards to pass on school controversies, call teachers meetings, permit the use of the school buildings for other than school meetings, prepare building plans, taking of census, etc., not one of which is found to be common in even half of the states having the county unit organization.

✓ Of all the states constituting the second group although their boards in a few instances are empowered with a few important duties, not one of these boards is the administrative head of a county system.

In so far as it is only the purpose of this paper

to set forth the legal provisions concerning the organization and administration of the county system as it exists in the various states, no attempt is made to draw any conclusions as to its merits or demerits. However, a summary of a report prepared by Mr. K. Hauser, University of Minnesota, is of particular interest in connection with the organization of the county board. This report, following the method adopted by Mr. J. C. Morrison in his book, "The Legal Status of the City Superintendent" is made from the replies received from questionnaires sent out to two hundred prominent educational leaders, three hundred county superintendents, and four hundred county board chairman, in an effort to better determine the legal status of the county board of education. A statistical summary compiled from this report is here given:

1. Percentage of county superintendents, county board chairman, and educational leaders favoring the particular method of selecting members of the county board of education.

Method of Selection	Co. Bd. Chr. favoring	Co.Supt. favoring	Educ.Leaders favoring
Election by popular vote from the county at large	33.8%	12%	57.1%
Election by popular vote by township	29.7	44.8	12.5
Election by popular vote restricted to residence	23.	27.2	25.9
Appointment by state agency	13.5	9.6	2.7
Miscellaneous	--	6.4	1.8

2. Percentage favoring particular number of board members
for the county board.

Number of members	Co.Bd. Chr. favoring	Co. Supt. favoring	Educ. Leaders favoring
A board of 9 members	0 %	0 %	2 %
" " " 7 "	3.3	1.8	20.
" " " 5 "	73.	75.	63.8
" " " 3 "	23.7	23.2	9.2

3. Percent favoring certain tenure of county board members.

No. of years tenure	Co. Chr.	Co. Supt.	Ed. Leaders
One year	6.9	1	1.9
Two years	12.5	22.9	5.7
Three years	8.3	5.4	24.7
Four years	36.2	60.	10.5
Five years	5.6	10.7	43.
Six years	27.7	0	8.5
Seven years	1.4	0	5.7
Nine years	1.4	0	0

4. Percent favoring particular method of compensating board
members.

Compensation	Co.Bd. Chr.	Co. Supt.	Ed. Leaders
More than \$10 per diem	6. %	4.3%	1.5 %
\$10 per diem. & mileage	7.3	14.4	4.9
8 " " " "	0	2.1	3.2
7 " " " "	1.2	.8	2.4
6 " " " "	9.8	10.	4.9
5 " " " "	41.5	28.	23.5
4 " " " "	3.7	7.9	.8

#3 per diem & mileage	3.6	5.7	4.9
Mileage only	9.8	5.	30.
Nothing	7.3	6.8	4.9

5. Percent favoring a particular method of selection the county superintendent.

Method of Selection	Co.Bd.Ch.	Co. Supt.	Ed. Leaders
Appointed from any locality by the County Board	75.3 %	74 %	98 %
Elected by popular vote of the people	23.2	21.1	0
Miscellaneous	1.5	4.	2.

6. Percent favoring a particular method of choosing local trustees.

Method of Selection	Co.Bd.Ch.	Co. Supt.	Ed. Leaders
Appointed by Co.Board	70 %	43.6 %	39 %
Elected by popular vote in the district	30	55.4	60
Miscellaneous	0	1.	1.

7. Percent favoring a particular number of trustees in each district.

Number	Co. Bd. Ch.	Co. Supt.	Ed. Leaders
5 members	8%	9%	9.6%
3 "	65	45.5	54.7
1 "	27	45.5	35.7

8. Percent favoring a particular tenure of office for local trustees.

Number of years	Co.Bd. Ch.	Co. Supt.	Ed. Leaders
1	32.5%	8.5%	7.3%
2	44.2	46.5	14.5
3	14.	28.	74.6
4	7.	15.5	1.8

5	0	1.5	1.8
6 or more	2.2	0	0

9. Percent of each group in favor of having no board of local trustees.

Educational Leaders-----35.2

County Superintendents-----32.2

Chairman Co. Board-----26.4

A summary of the above report shows that a majority of the county chairmen, county superintendents, and educational leaders making this report favor first, the election of the members of the county board by popular vote and from the county at large; second, such boards to be composed of five members; Third, tenure of office four years; fourth, compensation, \$5 per diem and mileage; fifth, the power of the county board to appoint a county superintendent; sixth, the appointment of the local trustees by the county board; seventh, such local boards to consist of three members and have a tenure of office of two years. The fact should however, be taken into consideration that this report is based upon replies which for the most part were made out by school executives in the county-unit states, and for that reason such a consensus of opinion does not necessarily apply to existing conditions in other states.

The most important of the powers vested in the county boards of education in the states having the strong county unit organization may therefore be summarized briefly.

1. The appointment of a county superintendent of schools, who shall be the executive officer of the board, and through whom the board exercises the powers vested in it.

2. The authority to provide suitable buildings and grounds for all schools of the county.
3. To determine the kinds of schools to be established, to locate such school, and fix the district boundary lines within the counties.
4. To prescribe courses of study and select textbooks within the limits of state regulation.
5. To provide for the educational supplies and equipment.
6. To employ all teachers, supervisors, teachers, and attendance officers, and fix their salaries within general state regulations.
7. To prepare the annual school budget and fix the school tax rate within the limits of legislative provisions.
8. To borrow money subject to legislative provisions for authorized school purposes, and submit bond issues to the electors for their approval.

DUTIES OF THE COUNTY SUPERINTENDENT

The methods by which the county superintendent is selected, his qualifications, salary, relation to the organization of the board have already been discussed in previous paragraphs and need not again be included under this head.

In the states which have the strong form of county unit control, the duties assigned to the county superintendent not only include all of the financial and clerical provisions originally assigned to him when the office was first established, but now include many added responsibilities which have been brought about by the rapid changes in the educational development of the country.

Unlike the city superintendent of schools who is the professional officer in immediate contact between the schools and a single board, the county super-

intendent is required to sustain the same relationship to both a county board and a local board, thus bringing about the assignment of a wide range of duties.

With but few exceptions the powers of the superintendent are limited to recommending to the county board such provisions as he may think advisable and which the board has power to accept or reject. In Alabama, Maryland, Kentucky, and Tennessee, the superintendent is designated by statute as the executive officer of the board, while in Georgia he is designated as an agent of the board. In all of the states he is either directly or indirectly the authorized representative of the state board. Alabama, Kentucky, and Maryland specify that he shall be responsible for reports to the county board concerning the repair and upkeep of school buildings, the condemnation of buildings, the selection of sites for new buildings, and the submission of plans for new buildings. Doubtless such recommendations are made by nearly all superintendents although they are not so required by statute.

In only two states does this official exercise any real power in the selection and employment of teachers other than to recommend them for the approval of the county board. In the states of Maryland and North Carolina, teachers' contracts, in order to be valid, must be countersigned and approved by the county superintendent of schools.

All county boards require the superintendent to visit schools and assist in the supervision of the school work. Georgia requires that each school be visited at least once in every sixty days. Florida, at least once

a month, North Carolina, twice a year, while in Maryland the law requires that at least ninety days of each year shall be devoted to the visiting of schools.

Although in several of the states, the superintendent is required to prepare courses of study and recommend the selection of textbooks, this is now largely a matter of state regulation and control.

In general all county boards require a large proportion, if not all, of the school and financial records to be kept in the office of the superintendent, as well as placing upon him the responsibility for the proper preparation of the annual budget, the census reports, and the teachers' pay rolls, etc. In many instances these duties combined with those required by the state department and fiscal authorities, the certification of teachers, the conducting of teachers' examinations and grading of papers, has to some considerable extent resulted in making a clerk of the superintendent rather than a school executive.

Another important factor in this connection, notwithstanding the fact that the relation existing between the county board and its executive officer is similar to that existing between the city board of education and the city superintendent of schools, is that the county boards are much more reluctant in conferring upon the county superintendent their legally acquired authority to dictate the educational policies of the county schools. This is particularly noticeable with regard to the employment and assignment of teachers, the superintendent may recommend, but the board acts. Usually however, the superintendent's recommen-

dations are accepted.

A study of the state statutes would seem to indicate that in most instances it is really the intention of the state to make the county superintendent an executive officer. This should not be inferred to mean that the board is to be subordinate to the superintendent, or does it mean that the board is to be relieved of any of its responsibilities. It has been clearly shown in the preceding paragraphs that the final action in all matters rests entirely with the board. Under these conditions, if the superintendent is to be the agent through which the board acts in the administration of its schools, it is essential that the board have some choice in his selection. When the board is allowed no choice in the matter, as in the case where the superintendent is elected by popular vote or appointed by civic authorities, there is less opportunity for cooperative work.

TEACHER TURN-OVER

A study of the teacher turn-over in the United States shows a majority of the county unit states to be below the general average. The state of Florida having a turn-over of but 4% holds the lowest rating of all states, while Wyoming with a rating of 47% is the highest.

SUMMARY: 1922-23

State	No. of teachers in public sch. of state	No. replaced each year	Percent re- placed each yr.
Alabama	12500	2,000	15%
Florida	7,756	300	4
Georgia	16,000	3,200	20
Kentucky	--	--	--
Louisiana	9,000	1,000	11
Maryland	4,463	576	13 (Baltimore
New Mexico	2,664	265	10 not incl.)

North Carolina	20,551	2,000	10
Tennessee	15,403	1,800	12
Utah	4,000	800	20
Virginia	16,331	3,100	19

United States.

Average 16.

As these figures include the teachers in both the city and rural schools, it is to be naturally expected that the percentage of turn-over in the rural sections would in several of these states exceed the figures given.

For example the average turn-over in Wisconsin is given as twenty-two percent. C. J. Anderson's "Status of Teachers in Wisconsin" shows the yearly changes in the positions of rural school teachers over a three year period to be from sixty-five to sixty-eight percent. Although no data is yet available upon which even a relative estimate can be made for the county unit states, it is improbable that the rural turn-over in Maryland, Florida and Louisiana at least would equal that percentage.

The county unit states also show a superior rating when compared with other states in the same geographical grouping. Of the Southern group, West Virginia has a rating of twenty percent, South Carolina twenty-three, Mississippi twenty-five, Arkansas twenty-five, Texas thirty-five, and Oklahoma twelve. In the Western group, Colorado has twenty-seven percent, Wyoming forty-seven, Idaho forty-four, Nevada twenty-seven, and Arizona sixteen.

Although there are several objections to using these percentages as a basis for claiming any superiority for the county unit system of organization as a means of decreasing the teacher turn-over, there are at least

three facts which must be taken into consideration. First, in the county unit states of group one, the authority to dismiss any teacher rests with either the county superintendent or the county board, and not with the local trustees. Under this arrangement causes for dismissal would necessarily tend to be specific rather than general. That is, just cause for dismissal would be based upon immoral or unprofessional conduct, incompetence, refusal to obey state laws, insubordination, or willful neglect of duties, rather than upon the personal dislikes of local trustees. Second, the county superintendent is held personally responsible for the satisfactory administration of the schools under his jurisdiction. He will put forth his best efforts to retain efficient and satisfactory teachers knowing full well the results brought about by excessive turn-overs. Third, in spite of the fact, as will be shown later, that the teachers' salaries in these states are in general far below the general average for the country, as a whole the teacher turn-over is remarkably low in comparison.

A careful analysis of the data compiled for at least three of the county unit states, Maryland, Florida and Louisiana, which with but three exceptions place all the rural and city schools under the jurisdiction of the county board and county superintendent, would seem to uphold the contention of the advocates of the county unit system as to the merits of organization in this respect.

TEACHERS' SALARIES IN THE COUNTY UNIT STATES

The following data taken from the reports of the National Education Association, Vol. 3, Public School salaries 1924-25, and the U.S. Bureau of Education bulletins, is arranged for the purpose of comparing the teachers' salaries in the county unit states of Group I with those of the other states. The data is arranged in three tables, A, B, and C.

Table A

Pt. 1 shows the median salaries paid to rural teachers in the county unit states having the strong form.

Pt. 2, the median salaries paid to rural teachers in the Southern states located in the same geographical grouping, but having either no county organization or having it in a weak form.

Pt. 3, the median salaries paid to rural teachers in the Western states in the same geographical grouping as the county unit states, but having either no county organization or having it in a weak form.

Table B

The median salaries paid to elementary teachers in the city schools of over 2500 population in each of the states as arranged above in parts 1, 2, and 3.

Table C

Median salaries paid to rural school principals by states, 1923-24 under the same grouping as tables A and B

No data has been presented as to the comparative salary medians of city and rural high school teachers and principals for the reason that such a diversity exists as

to the inclusion of towns and cities under the county unit administration as would make it of little value as a basis for comparison.

TABLE A
1923-24 MEDIAN SALARIES PAID RURAL TEACHERS BY STATES

Pt. 1 (County Unit States)

TEACHERS IN						
State	1 teacher schools	2 teacher schools	3 or more	Consol- idated schools	Village and towns	Average for all
Aver. for U.S.	\$775	\$743	\$804	\$986	\$1114	\$880
Alabama	355	404	502	607	606	535
Florida	365	527	662	882	807	648
Georgia	365	400	432	612	640	492
Kentucky	537	597	719	601	709	663
Louisiana	628	703	820	914	987	810
Maryland	783	985	1000	1162	1220	1030
New Mexico	848	848	986	1148	1037	983
N. Carolina	375	465	547	728	685	560
Tennessee	416	464	560	659	931	606
Utah	809	870	825	1071	1075	930
Virginia	382	461	578	744	762	585
	---	---	---	----	---	---

Pt. 2 (Southern Group)

West Virginia	717	804	854	877	1032	856
S. Carolina	300	650	680	856	855	633
Mississippi	300	328	423	678	800	507
Arkansas	374	526	593	738	696	585
Oklahoma	769	877	909	956	970	896
Texas	599	654	705	853	852	723
					Av.	849

Pt. 3 (Western Group)

Colorado	873	998	1040	1179	1242	1066
Wyoming	814	1038	1092	1149	1168	1052
Nevada	1000	1200	1200	1225	1571	1457
Arizona	1281	1322	1349	1341	1469	1352
					Av.	1232

TABLE B
MEDIAN SALARIES PAID TO ELEMENTARY TEACHERS
IN CITIES OVER 2500 POPULATION

Pt. 1 (County Unit States)

Teachers in cities of

State	2500- 5000	5000- 10,000	10,000- 30,000	30,000- 100,000	Over 100,000
U.S. Average	\$1105	\$1200	\$1277	\$1467	\$1876
Alabama	825	816	921	960	1227
Florida	740	850	---	---	---
Georgia	874	841	907	846	1230
Kentucky	819	750	832	1100	1298
Louisiana	870	---	972	---	1621
Maryland	---	---	1005	---	1613
N. Mexico	1250	1350	---	---	---
N. Carolina	875	1090	1185	1207	---
Tennessee	---	---	---	---	1052
Utah	---	---	---	---	1377
Virginia	---	796	980	1065	1125

Pt. 2 (Southern Group)

West Virginia	1040	1020	1291	1278	---
S. Carolina	911	855	1162	1153	---
Mississippi	982	692	700	---	---
Arkansas	900	---	1306	1132	---
Oklahoma	985	954	1152	1651	---
Texas	831	952	926	1247	1440

Part. 3 (Western Group)

Colorado	1225	1342	1617	1433	1950
Wyoming	1250	---	1654	---	---
Nevada	1383	---	---	---	---
Arizona	1400	1466	1649	---	---

TABLE C
MEDIAN SALARIES PAID TO RURAL SCHOOL PRINCIPALS

Pt. 1 (County Unit States)

State	Elementary Schools	Organized High School	Schools Having Both Elementary and H.S. Pupils
U.S. Average	\$1591	\$2205	\$2008
Alabama	1517	1950	1500
Florida	1220	1200	1950
Georgia	725	1575	1356
Kentucky	1050	2075	1513
Louisiana	1825	1925	2082
Maryland	1238	2083	1988
New Mexico	1533	1850	1523
N. Carolina	540	2400	1681
Tennessee	1350	1836	1920

TABLE C (Continued)

State	Elementary Schools	Organized High School	Schools Having Both Elementary and H.S. Pupils
U.S. Average	#1591	\$2205	#2008
Utah	1613	2040	1750
Virginia	1283	1883	1514
Pt. 2 (Southern Group)			
West Virginia	983	2063	2038
S. Carolina	1833	2250	1860
Mississippi	675	2233	1875
Arkansas	600	1300	1354
Oklahoma	1025	1950	1830
Texas	992	1850	1731
Pt. 3 (Western Group)			
Colorado	1850	2150	2221
Wyoming	1838	2425	2031
Nevada	2450	---	---
Arizona	2650	2750	2150

Summary:

Table "A"

1. All county unit states (Ala. 530-La. 810) with the exception of Maryland (1030), New Mexico (993) and Utah (930) have an average median salary schedule lower than the average for the U.S. (\$380).

2. Maryland has in force a state minimum salary schedule. New Mexico (\$283) and Utah (\$230) although above the U.S. average (\$380) are below the average of their neighboring states (\$1232).

3. The average salary median of rural teachers in all the Southern county unit states (\$660) is below the average of their neighboring states (\$849).

4. The average median salaries of the teachers in the one room rural schools of the county unit states, both of the Southern and Western groups (\$467)-(\$322), are below the averages of their neighboring states, as shown in parts two and three.

TABLE "B"

1. The average median salaries paid to elementary teachers in the town and city schools of the county unit states more nearly approaches the U.S. average than do the salaries of the rural teachers.

2. New Mexico is the only county unit state paying its elementary teachers in the town and city schools a salary equal to or above the average paid in the U.S. Such salaries are however, slightly lower than those paid by the neighboring states.

3. In general the same relations tend to exist between the salaries paid in the elementary schools of the towns and cities in the county unit states as have been found in the rural schools.

TABLE "C"

1. The table shows the trend of salary medians for principals in the village and consolidated districts.

2. Although median salaries paid to rural teachers in a majority of these states show a decrease since 1922, median salaries paid to rural school principals show an increase.

3. There is not such a wide difference between the salaries of principals of rural schools and principals of the town schools as there is between the rural and urban elementary school teachers. This is due to two causes, first, that many of the schools employing principals are located in special tax districts; second, in many of the country schools where several teachers are employed, an experienced and qualified principal is paid a good salary and acts as the supervisor for a number of inexperienced teachers who are employed at low salaries.

Several facts must be taken into consideration in making a comparative study of teachers salaries of the county unit states of the South with those in other sections. In many of these states a five and six month school term in the rural schools is very common. When compared to schools having eight and nine month terms, \$450 in the first case would be equivalent to \$630 in the second. All of the strong form county unit states with but two exceptions are required to maintain separate schools for both white and colored children. This is a factor of considerable im-

portance in the matter of comparing teachers' salaries.

With but three exceptions all of the county unit states have made legal provision for special tax districts to be authorized by a vote of the people. This has brought about the practice of gerrymandering district lines as to include valuable pieces of property in special districts with little or no regard to the interests of the section as a whole. Such special districts in many instances have a selfish interest in keeping the county tax as low as possible and county boards of education soon find themselves in control of only the schools in the poorer sections of the county. The absolute poverty of such remaining sections of the county have in many instances made it impossible for county boards to employ other than the very lowest priced teacher it can afford. To what extent several of the county unit states have attempted to overcome this objectionable feature will be discussed under taxation.

SUPERVISION IN COUNTY UNIT SCHOOLS

Supervision is the most important duty assigned to the county superintendent in both the states having whole, or partial county control. The duties of the superintendents in the various states in this respect have been discussed in a previous paragraph and need not again be taken up only in so far as they pertain to his relation with this work. As has been already pointed out, the distinction between the terms superintendent and supervisor are not as definite when applied to the rural schools as when city systems are discussed. In many of the counties

having the county unit system of organization, the county superintendent is both the administrative and supervising officer, and in such counties as have a very few schools he may be able to satisfactorily fill both positions.

Another distinction must be drawn at the very outset. Supervision as it is understood in the well organized school system is very different from that practised by county superintendents in their annual visitations of the schools. Statutory provisions in several of these states either fail to make any specification as to the number of visits to be made by the superintendent or else require from one to two annual visits to each school in the county. Supervision as it is practised in city school systems is even yet new as far as it pertains to a majority of the rural sections of the counties.

In New England, the supervising officer is the town or union superintendent, in New York it is the District Superintendent, in Nevada the District State Superintendents, while in Delaware the State officials assume the responsibilities. The legal provisions made for the supervision of schools in addition to the powers conferred upon the county or district officials vary considerably in the various states. Some states such as Wisconsin and New Jersey provide for supervisors other than the county superintendent by statutory provisions. In others, such as the county unit states, the powers are delegated to special boards generally the county board of education. In Colorado and Illinois for example, the power is vested in civil and fiscal boards, and in West Virginia and Maine as well as some townships

in Indiana and Ohio, the authority rests largely in the hands of the local officials. During the past few years there has been a growing tendency on the part of the state to assume the responsibility for the establishment of supervision in its public schools. This is particularly true of the county unit states, as in several of these states the state departments are taking up the work by either appointing such officials or providing in part or in whole the salaries for them.

In the states having the county unit system, the greater part of the responsibility as to the number of supervisors, their salaries, etc. rests either with the discretion of the county board or there are statutory provisions regulating the number to be employed on a basis of the number of teachers in the county, its tax valuation or the number of pupils in regular daily attendance. In all of the strong form county unit states, the administrative authorities under which the supervisors are appointed are chiefly responsible for their payment of salaries. In a way Virginia may be considered an exception to this in so far as the supervisors may be appointed and paid by either county or local boards.

It is evident from a study of the powers of the county boards that in nearly every instance the provisions for the supervision of county schools in the states having the strong form of county organization rests primarily with the county board and secondarily with the county superintendent. To what extent the county boards in the states comprising strong form group have employed additional super-

visors is shown in the following table. The table is not accurate as no data has been compiled by the Bureau of Education since 1921, and such additions since that time are estimated from a study of the state department's annual report of each state. The rank by states is taken from the Bureau of Education records for 1921.

State	Rank in U.S.	No. of Counties in State	No. of Cos. having more than 1 superv.	Total number in state
Alabama	6	67	13	62
Florida	30	54	1	4
Georgia	24	155	2	6
Kentucky	18	120	1	18
Louisiana	12	64	3	28
Maryland	8	23	16	57(7 + 0)
New Mexico	26	29	2	6
N. Carolina	11	100	7	31
Tennessee	15	95	5	21
Utah	9	34	12	40
Virginia	7	100	14	53

The above data cannot be used for accurately ranking the states with respect to the merits of the various systems of supervision. The number and size of the counties, density of population, the number of teachers and the like are all factors that must be taken into consideration.

The problems of staff organization necessarily differ from those of the city districts due to the distance between schools but on the whole they are found to follow out either one of the following plans or a combination of both.

1. The regional or district plan:

The county is divided into districts or sections and the schools of each district are placed under the supervision of one or more supervising principal. These districts are supposed to be small enough to enable the supervisor to visit the school frequently and become familiar with the work of the pupils, and the needs of the community as well as the work of the teacher. In most instances such supervisors are required to cover all the work in the schools and are therefore limited to the essential requirements rather than the development of any special subjects. This plan is particularly common to Alabama and is followed out in a large majority of the counties in other states where only one or two assistants are provided for.

2. The special or grade supervision plan:

Under this arrangement the work is either divided among the supervisors on a basis of subjects such as music, manual training, art, etc., or on a grade basis such as kindergarten, intermediate, etc., or a combination of both. Such special supervisors generally carry on their work in the county as a whole rather than in districts.

Other states such as Maryland carry out in some counties a combination of both methods. Utah also provides for special subject supervisors. Special tax districts including the larger cities and towns provide their own supervisors, although they may be under the jurisdiction of the county boards.

In such states as provide for the number of supervising assistants by statutory provision, there is also a considerable diversity as to the number allowed. The school laws of Maryland provide for at least one supervisor of class room teaching for every fifty employed. Pennsylvania although not one of the county unit states included under group one or two, permits each county superintendent to have one assistant if there are two hundred schools in the county, and one addition for each two hundred schools above that number up to a limit of four assistants. Such assistants are appointed by the township trustees. North Dakota provides for an assistant if a county has fifty or more teachers, and one field deputy for each one hundred additional teachers. Montana provides for an assistant for each seventy-five or more teachers. Minnesota also provides an assistant for every seventy-five teachers. California provides for the employment of supervisors on a basis of each five hundred units of average school attendance, no limit being set as to the number which may be employed. In several instances such supervisors receive salaries of \$3500 per year. New Jersey also makes provision for supervisors known as helping teachers. They are appointed by the commissioner of education upon approval by the state board. They vary in number from one to four in each county and are under the authority of the county superintendent.

In all of the Southern states there are supervisors for the colored schools. These supervisors are paid

in part by the Jeanes Fund and in part by state or county aid. A greater portion of the fund is spent in the employment of industrial and home economic supervisors for the rural schools. Below are given the county unit states in which supervisors are furnished:

<u>State</u>	<u>No. of Counties</u>	<u>No. of Teachers</u>
Alabama	26	27
Florida	3	3
Georgia	27	28
Kentucky	20	16
Louisiana	18	19
North Carolina	43	44
Tennessee	25	22
Virginia	43	47

Summary:

It is evident that a large majority of the counties in the county unit states have no supervising officers other than the county superintendent. Less than one-half of the total number of superintendents have no clerical assistants. Only in the states of Louisiana and Maryland are such assistants generally provided for. But in this respect the states having the county unit organization compare favorably with a majority of the states having other supervisory units. During the past few years a very different conception as to the functions of the county superintendent is found to be growing in all sections. Many of the more progressive counties are each year providing additional supervisors. Accredited high schools are demanding efficient grade school preparation and are thus bringing about more efficient work in the rural schools. Grade school supervision in states as in Maryland is quite a different matter as compared to states like Kentucky and

North Carolina. Whereas Maryland is able to provide supervisors for every fifty teachers in counties of comparatively small area, recent surveys in the states of North Carolina and Kentucky recommend one assistant supervisor for any two adjoining counties having a hundred teachers in the combined territory. Such results as have been accomplished in Maryland in improving instruction in reading, elementary School Journal, Vol. 25, No. 8, April, 1924, would for the most part be impossible under the adverse conditions existing in many of the counties in the other states.

There is however, this much to be said. Well trained county superintendents will labor to little purpose, and class room work will continue to be unsatisfactory unless it is possible to provide proper supervision for at least the beginning teachers in the rural sections. The results of all surveys have shown that only in rare instances and only in cases where there are but a very few schools in a county has the county superintendent been able to accomplish a fairly satisfactory amount of the work to be done.

Many educational authorities have advocated the county unit organization as the best system through which adequate supervision may be provided for the rural sections. Many other authorities disagree and point to the results of Rural School Survey of New York and the results of county unit supervision in particular states. But to delineate the Maryland system, for example does not define the merits of the county unit, nor could Alabama, Louisiana, Utah, or

any other state be properly used for this purpose.

An example in either case does not set forth the most satisfactory method to be universally used.

THE COUNTY AS A UNIT FOR TAXATION

As has been already shown in the historical development of the various units of school administration local schools were at first supported entirely from local sources. Gradually the state became a factor in the control of public schools and as a result special funds were set aside for such purposes by legislative action. However, the distribution of such funds brought about many problems in so far as each community was desirous of obtaining as large a share as it was possible for them to secure. In several of the states the funds were originally divided on a basis of the taxable property in various communities, in other states they were distributed according to the number of tax payers. Later the states began to recognize the fact that such funds should be distributed according to the needs of the communities rather than on the basis of their rights to participate, which resulted in a distribution on a basis of the number of children of school age, or according to average daily or aggregate attendance.

School moneys are therefore now provided by states, counties, cities, townships, and special school districts. In all of the states a portion of the total cost is borne by the state and a portion by the local school units. The amount varying between 97.8% from the state and 5.5% from

the local districts in Delaware to .7% from the state and 97.8% from the local districts in Kansas. In several of the states this local tax is a county tax only, in others it is a county tax combined with a special district tax, while in a large majority of the cases the greater of the tax rests upon the local districts alone.

County taxation for school purposes is provided for to a greater or less extent in the states of Alabama, Arizona, California, Colorado, Florida, Georgia, Idaho, Iowa, Kentucky, Louisiana, Maryland, Mississippi, Montana, Nevada, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Carolina, Tennessee, Utah, Virginia, Washington, Wisconsin, and Wyoming.

Concerning the county as the unit of taxation, a recent bulletin of the Bureau of Education is quoted as follows:

"With the exception of the New England and a few other states where the civil government and the school government are on the township unit basis, the county is considered a logical unit of support for all schools outside of independent cities. If supplemented by funds from the state equal educational opportunities are made possible throughout the state. Local school communities should be allowed to supplement the county tax in order to more fully realize local ideals, in addition to a county tax sufficient to maintain schools fulfilling minimum required standards set by the state in every section where a school is needed. The county tax should be levied and assessed on all property in the county, independent city school districts included,

and then divided between the county system and the independent districts on some equitable basis. This is in recognition of the fact that the city wealth is due in large measure to the productivity of the county in which it is located and the city population recruited from nearby country districts. It should therefore bear part of the burden of the schools of the county".

It has been one of the principal arguments for the county unit of school administration that it operates to equalize educational opportunity for both rural and urban groups. Quoting from Bulletin #73, Dept. of Public Instruction, State of Indiana:

"So long as the differences in the financial ability of the communities to contribute to the support of their schools are ignored, the kind of education a child gets will depend altogether too much on where he lives. Rich districts will continue to have good schools and poor districts will continue to have poor schools, although in proportion to their wealth the rich districts do less for public education than the poor districts.

Under a county unit system, so far as the schools are concerned, all differences between districts or townships in taxables and local school tax rates disappear, and with these differences disappear also all inequalities in sacrifice as a county system makes the support of the schools a county obligation, and the school tax rate is uniform throughout the county; each citizen of the county contributes at the same rate. When local school tax burdens are thus equalized, some will pay proportionately less

and others proportionately more than they now pay. In general the rich will bear the increased burden, not because the rich are rich, but because under the antiquated district and township systems the rich have been able to escape their just proportion of school taxes."

It will be noted that a large percentage of the arguments set forth for the county unit system of organization are not so much concerned with the benefits to be derived through administration and supervision by centralized control as they are with the fact that such organization will provide for a larger taxing unit for school purposes.

Of the twenty-seven states already mentioned as having provided for some form of county taxation for school purposes, it will be noticed that considerable diversity exists as between the county as a taxing unit and the county as an administrative unit. Arizona, Colorado, Idaho, Nevada, North Dakota, Oklahoma, and Wyoming have no county boards of education. Montana and Oregon have only optional county unit laws. Arkansas and Texas are states having administrative boards, but with no provisions for the raising of school funds by county taxation. With but three exceptions all of the Southern states have both county school tax and the county school control systems, but not in all instances do they have the same territorial extent in the county as has been already shown in previous paragraphs. In Maryland and Louisiana the unit of control and the unit of taxation are co-extensive and include the whole county. In Utah and Kentucky the units are co-

extensive, but do not include special tax districts in which cities or towns are located. In Alabama and New Mexico the entire county is the unit for taxation, but the unit of control does not include certain cities.

School revenues also present other differences. In some of the states such as Maryland and Alabama, funds are distributed to the various schools at the discretion of the county board. In other states it is based on school census reports, and in still others on attendance figures or the number of teachers employed.

In the following classification the states are arranged according to the original grouping as to strong and weak form. County unit states and the nature of the provisions for county school taxes are briefly summarized. Maximum and minimum tax rates are given in mills. Amendments were introduced in several of the states during the past sessions of the state legislatures to increase the maximum tax rates, but data concerning such changes is not yet available. Poll taxes are also included in the classification and vary from \$1.45 in North Carolina to \$.50 in Indiana.

GROUP I

ALABAMA:

A tax of one mill may be voted by a three-fifths majority of all votes cast at a county election. Three mills may be levied by a majority vote. No tax can be levied to exceed four mills on all taxable property in the county. Poll tax.

FLORIDA:

County tax of not less than three mills or more than ten mills can be levied on all taxable property in the county for all school purposes. An additional five mills may be included for the purpose of paying school bonds. All property in the county is subject to the county tax. Poll tax.

GEORGIA:

Not less than one mill or more than five mills may be levied on all taxable property in the county outside of independent districts. Poll tax.

KENTUCKY:

A county tax of not less than two and a half or more than five mills can be levied on all taxable property, in the county exclusive of graded school districts, cities, towns, etc. Graded common school districts must levy within the limits of two and a half and twelve and a half mills. Independent and consolidated districts are not to exceed ten mills. Poll tax.

LOUISIANA:

A county tax not less than three mills must be levied except under exceptional conditions. Not over eight mills in the aggregate may be levied. Such levies must be made on all taxable property in the county. Poll tax.

MARYLAND:

The county may levy not less than three and four tenths mills on all taxable property. In order to secure the additional funds from the state equalization appropria-

tions a county must levy at least six and seven tenths mills for school purposes other than debt service and capital outlay. The state minimum salary schedule must be maintained by all county boards.

NEW MEXICO:

District taxes not to exceed five mills and a county tax not to exceed eighteen mills on all taxable property in the county.

NORTH CAROLINA:

No county is compelled to levy a tax to exceed three mills. Where such county levy with state funds is insufficient to maintain the schools six months, the county shall receive from the state fund an amount sufficient to make up the deficit. Levy is laid on all taxable property in the county. Poll tax.

TENNESSEE:

Municipal tax not to exceed ten mills or an amount fixed by local charter. County high school tax not to exceed one and five tenths mills. Other school tax rates not to be less than one mill and to such an amount as when combined with state aid and other funds will be sufficient to maintain the schools for at least five months. Levy is laid on all taxable property in the county. Poll tax.

UTAH:

Seven to twelve mills depending upon the assessed valuation and the number of children of school age. Levy to be laid on all taxable property in the county school district.

VIRGINIA:

The district may levy a tax not less than five or more than ten mills. County tax must not be less than five or more than ten mills. All property located in indepen-

dent districts is not subject to county taxation.

GROUP II

ARKANSAS:

No county tax.

CALIFORNIA:

For elementary schools a tax sufficient to raise \$30 per pupil of average attendance or an amount equal to that received from the state in case such amount exceeds that raised by taxation. For high schools not less than \$60 per pupil of average attendance plus an amount equal to pay for the transportation of pupils living in non high school territory and attending elsewhere. The tax rate levy for maintenance not to exceed seven and a half mills. All taxable property in the county subject to tax.

INDIANA:

No county tax.

IOWA:

School tax not less than one or more than three mills on all taxable property in the county. County high school tax not to exceed one mill.

MISSISSIPPI:

No tax limit set for common schools. County board of supervisors may levy not to exceed three mills, and an additional three mills for building purposes. All taxable property outside of independent districts subject to tax.

Poll tax.

OHIO:

A school tax of two and sixty-five hundredths mills must be levied on all taxable property in the county.

OFFCON:

Tax sufficient to raise at least \$10 per child of school age. All taxable property in the county subject to such tax.

SOUTH CAROLINA:

County board is directed to levy a tax of three mills on all taxable property in the county.

TEXAS:

No county tax.

WASHINGTON:

A sufficient tax levy on all taxable property in the county to raise \$10 per school child, but not to exceed five mills. The school district may levy a ten mill tax by a majority vote of the electors.

WISCONSIN:

A total district tax not to exceed twenty-five mills. Districts maintaining free high schools and having one-half million dollars or less assessed valuation cannot exceed thirty mills. The amount raised must equal the amount allotted to the district from the state funds.

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States not included in Groups I and II, but having county taxes for school purposes.

COLORADO:

Not over five mills for common schools. County tax for high schools not to exceed four mills. Districts maintaining approved high schools may vote to be exempt from county tax.

IDAHO:

A tax to raise a minimum of \$15 per school census child. All property in the county to be taxed.

MONTANA:

A levy of six mills on all taxable property in the county.

NORTH DAKOTA:

Not less than one-half or more than one and one-half mills. All taxable property in the county. Poll tax.

STATISTICAL SUMMARY
(Compiled from report of the U.S. Bureau of Education)

1. Total Expenditure Per Child in Average Attendance - 1922

U. S. Average	85.76	Maryland	87.73
Alabama	29.53	New Mexico	92.59
Florida	54.07	North Carolina	40.42
Georgia	25.22	Tennessee	33.27
Kentucky	32.96	Utah	64.31
Louisiana	53.75	Virginia	53.21

Southern Group:

West Virginia	63.63	Arkansas	24.02
South Carolina	27.66	Oklahoma	70.63
Mississippi	24.17	Texas	54.62

Western Group:

Colorado	113.64	Nevada	143.40
Wyoming	135.42	Arizona	138.38

2. Percentage Distribution of Total Revenue Receipts - 1922.

State	Income from permanent funds	Local Taxes and appro- priations	State Taxes and appro- priations	All other sources
U.S. Average	1.5	76.6	14.6	7.3
Alabama	1.7	47.3	40.8	10.2
Florida	1.4	92.8	5.4	.4
Georgia	0	51.8	32.9	15.3
Kentucky	0	62.5	30.	.4
Louisiana	1	66.9	29.3	2.8
Maryland	0.1	79.3	18.4	2.2
New Mexico	10.3	70.4	13.5	.8
North Carolina	.3	82.7	11.5	5.5
Tennessee	1.1	77.	19.9	2.
Utah	3.2	61.6	33.1	2.1
Virginia	.7	52.9	24.7	21.7
West Virginia	.3	92.2	5.2	2.3
South Carolina	0	60.6	14.8	15.6
Mississippi	2.2	54.6	36.	7.2
Arkansas	.8	74.8	20.3	4.2
Oklahoma	4.3	89.1	2.7	3.9
Texas	1.7	42.9	42.5	12.9
Colorado	3.4	83.5	.7	12.4
Wyoming	14.7	70.8	10.5	4.
Nevada	8.5	77.4	13.8	.4
Arizona	3.8	69.3	24.4	2.6

3. Percentage of School Moneys Received From Taxation
and Appropriation - 1920

State	Percent from State	Percent from County	Percent from local districts
1. Alabama	52.9	35.7	11.4
Florida	7.	65.6	27.4
Georgia	27.6	20.4	32.
Kentucky	39.7	22.1	38.2
Louisiana	25.6	40.6	33.8
Maryland	41.8	53.2	--
New Mexico	--	90.1	9.9
North Carolina	31.6	36.9	31.5
Tennessee	18	63.8	18.2
Utah	23.6	71.4-(Co. and Dist)	
Virginia	35.5	13.1	51.4
2. Arkansas	75	0	25
Mississippi	61.8	28.6	9.6
Oklahoma	3.3	13.4	83.3
South Carolina	15.2	21.8	63.
Texas	50	0	50
West Virginia	94	0	6
3. Arizona	16.1	32.3	51.6
Colorado	--	13.1	86.9
Nevada	15.	64.4	20.6
Wyoming	--	30.6	69.4
4. California	19.6	38.9	41.5
Idaho	1.5	36.3	62.2
Iowa	.3	4.5	94.7
Montana	.3	43.3	56.4
North Dakota	2.8	6.6	90.6
Ohio	5.4	57.7	36.9
Oregon	.4	26.2	73.4
Washington	13.	18.8	68.2
Wisconsin	15.	11.8	73.2

The data in table 3 is compiled from statistics published for 1920 and shows some variations when compared to table 1, particularly in the amount appropriated by the state.

Irregardless of the merits common to the various units as a basis for taxation for school purposes, it seems clear that the one room school district serving as the

principal source of school revenue, has failed to provide adequate education for the rural communities of the whole country. All educational authorities quite generally agree that if the educational opportunities for the children in such schools are to be equalized, a larger taxing unit than the district must be used.

Whether the larger taxing unit should be the state, as in Delaware, the county, which is now unitized by twenty-seven states, the town, common to the New England States, or the community, as advocated in the New York Survey is a matter which is yet far from being settled.

One of the most important factors which must be taken into consideration in arriving at any satisfactory solution of the problem is the present breaking down of the general property tax as a source of school revenue. In view of this fact it would seem that it is becoming more generally agreed that the state is the best unit for the collection and the distributing of funds for school purposes.

Although we are concerned only with the county as the unit for taxation, the close relationship existing between county taxation and the distribution of state school funds in many instances requires some explanation. All states are now contributing to a greater or less extent toward the support of their public schools as shown in Table 1. Such [&] funds are received by the state from either permanent invested funds or the sale of public lands, state taxes, legislative appropriations, and from miscellaneous sources such as corporation taxes, income taxes, oil taxes, etc.

State legislatures have generally prescribed the methods of distribution of state funds. Several states make a practice of setting aside a large proportion of the funds into what is known as an equalization fund. For instance when any unit in the state has reached the limits specified for local taxation and is still unable to maintain schools of a required standard for a given period of time, such equalization funds are appropriated to the unit to make the deficiency. The provisions for the distribution of funds by the various states are covered in Bulletin 47, U.S. Bureau of Education, 1923, and for that reason only a few methods need be given as illustrations.

North Carolina, the state sets aside an annual "State Public School Fund" of \$1,400,000. From this fund the state board apportions to the various counties a sufficient amount which when combined with the specified amount to be raised by county taxation will maintain the schools for a period of at least six months. No county is compelled to levy a tax to exceed three mills.

California makes the teacher the chief basis for distributing the major portion of the state fund. The state provides \$30 for every elementary and every high school pupil in average daily attendance. The state elementary school funds are apportioned as follows: \$700 is paid for each elementary teacher and the remainder of the fund is apportioned on a basis of average daily attendance. The amount apportioned by the state must be equalled by the county. A certain sum goes to every day high school on a

basis of the number of years work it offers. In addition to this amount each high school receives grants for units of average daily attendance.

Massachusetts limits the income of her permanent school fund to towns whose valuation is less than \$2,500,000. The quota granted to any town depends upon two factors: the town's total valuation, and the excess of its expenditures for certain public school costs over its quota from the general school fund, measured or equaled in terms of tax rate. The school fund derived from the proceeds of the state income tax is distributed among all the towns and cities in the form of reimbursements for teachers' salaries.

In Maryland any county unable to carry the minimum salary schedule for teachers on a county school tax levy of \$.67 on \$100 of assessed valuation shall have an allotment from the equalization fund as will enable the county to carry the program, provided not less than twenty-four percent of the current expense budget must be spent for purposes other than teachers' salaries.

The establishment of an equalization fund in Maryland was the result of a careful study of the local school needs throughout the state. The Tyres Index Number for each county showed that in attendance and financial support of schools there existed as much variation in Maryland between the highest and lowest county as there was in the United States between the highest and lowest state. The wealthier counties had three and four times as much wealth back of each child to be educated as the poorer counties. In that

it was inadvisable to attempt to raise a state appropriation large enough to permit all of the poorer counties to carry out the state educational program on a reasonable local tax rate, the state adopted the equalization fund as a means of aiding the poorer counties to carry out this work.

Table 2 gives a comparative summary of the total expenditure per child in average attendance in the various states for 1922, while Table 3 shows the relative proportion paid for such expenditure by the state, county and local districts. By comparing this data with the legal provisions in each state as set forth in the preceding paragraph, it is possible to obtain a fairly definite idea as to the part the county plays in the provision for school funds. It is evident that on an average the county pays slightly less than one-third of the total school cost. It is of interest to note that several states using the county unit for taxation have during the past two years introduced bills in their respective legislatures relative to the increasing of the maximum rates allowed for such taxation.

The advocates of the county unit system of taxation point out that even though the state should theoretically be the principal source of school revenue, the county tax is a step in the right direction to bring about an equalization of school terms, supervision, and support. At least it shifts the burden of the tax from the local district where it has proven so unsatisfactory, to the larger unit, the county. Not all of them are however, of the same opinion as to the relation between the county as a unit of control and the

county as a unit of support. Those advocating the strong form of county unit control are with but few exceptions also advocates of county unit support. On the other hand many of the advocates of county support oppose the county form of centralized control.

In support of the claims made by many educational authorities that county support equalizes the burden of taxation in sections having a varying character of land and population and that in a majority of cases school tax rates vary inversely with the taxable wealth. Many illustrations in support of this contention may be found in all sections of the country. The following data taken from N. E. A. Proceedings, Pg. 282, 1923:

Nebraska

Typical county in most prosperous section of the State.
(York)

Total number of schools in county	103
Number spending less than \$1000 a year	70
Smallest amount spent for 9 mo. 13 pupils	\$310
Largest amount spent 8 mo. 47 pupils	\$1350
Lowest levy, 3 mills; highest levy, 64 mills	

Washington

Typical county in richest section of the State (Lincoln).

Total number of schools in county	130
Number spending less than \$1000 a year	53
Smallest amount spent for school	\$386
Largest amount spent - 13 pupils	\$2037
Lowest levy, 2 mills; highest levy 20 mills	

A farmer in York County (Nebraska) owning 160 acres of land, valued at \$32,000 is paying \$30 per year for the education of his children if the district levy is 5 mills. In the county seat town of York, the man with property worth the same amount is paying \$384 each year for the education of his children.

School tax rates in Isabella County, Michigan, showing the highest and lowest tax per thousand dollars in each township, also the rate if each township was taxed as a unit.

Township	Lowest Rate in any Dist.	Highest Rate in any Dist.	Twp. Unit Rate
Isabella	\$.60	\$1.98	\$1.22
Nottawa	.66	7.85	3.88
Vernon	.73	2.99	1.90
Rolland	.77	8.22	4.47
Fremont	1.06	5.93	2.57
Lincoln	1.13	6.35	2.29
Denver	1.28	4.29	2.14
Deerfield	1.42	9.47	4.54
Coe	1.44	9.25	4.58
Union	1.51	5.06	2.38
Wise	1.61	6.05	2.62
Sherman	2.19	6.88	3.57
Chippewa	2.24	12.68	3.94
Gilmore	2.47	8.20	4.21
Broomfield	2.62	11.24	2.65
Coldwater	3.79	7.73	5.18

Lowest levy \$.60, highest levy \$12.68, levy if tax were raised on the county as the unit of taxation \$4.03.

The following is taken from the Rural School Survey of New York:

How much do the common schools of the state cost? First take the cost per school, meaning by this a group of children in charge of a teacher, and see how with this unit of measure the costs of common school districts in one section of the state compare with costs of schools in other portions of the state. The median cost in Delaware County was \$723, in Tompkins \$785, and in Monroe \$991. The extremes in cost of each county were as follows: Delaware-- one school had a cost between \$675 and \$699, while in another common school district the cost was between \$1426 and \$1449. The

extremes for Tompkins were between \$600 and \$1124. Monroe's cheapest school was maintained for \$775, while there were three with costs over \$1500 each.

From the Educational Survey of Indiana, 1923, Page 209:

The school tax rate and the taxable property back of each school census child for each township incorporated town and the city of Fort Wayne were in 1920-21 as follows:

Place	School Tax Rate	Wealth back of Each School census child.
Jefferson	10¢ per 100	\$14,922
Lake	38 " "	13,490
Madison	33 " "	12,790
Jackson	35 " "	11,664
Milan	31.5 " "	11,280
Scipo	30 " "	10,890
Wayne	33 " "	10,804
Aboite	24 " "	10,780
Pleasant	28 " "	10,350
Maumee	49 " "	10,051
Perry	50 " "	9,855
Marion	30 " "	9,733
Adams	36 " "	9,284
Springfield	75 " "	9,131
Lafayette	55 " "	8,966
Washington	39 " "	8,779
Monroe	71 " "	8,429
Fel River	50 " "	8,240
Cedar Creek	55 " "	7,632
Grabill	60 " "	7,127
Ft. Wayne	62 " "	6,898
St. Joseph	44 " "	6,312

Of the ten taxing units which have \$10,000 or more back of each child to be educated, only one levied as much as \$.49 on a \$100 of taxables and three levied less than \$.30, while of the twelve taxing units having less than \$10,000 per child to be educated, eight levied in excess of \$.49 and not one levied less than \$.30.

There are on the other hand many objectors to

the county as the school unit of taxation. Quoting in part from the Rural School Survey of New York:

"The county serves very well for political administration where interests are under consideration which are purely material and impersonal. Thus a county is suitable for certain policing functions and for the distribution of state taxation, but county boundaries are in no way related to the growth of church centers and Grange centers, and lines of travel to the store or railroad station. The life of a community is determined in all these personal interests by the possibilities of easy transportation and communication."

Other arguments are set forth in "The County Unit - A Neglected Aspect", School Board Journal, March 1924.

It is pointed out that by far the greater number of those who favor either the county or the state as a unit recognize that in extending the unit no new sources of revenue are really being discovered. The only advantage would arise from the possibilities of equalization of tax burdens and educational opportunities. The theory is that by extending the taxing unit, the burden of taxation would be distributed according to the ability of persons or property to bear taxation. Theoretically, the principle is sound, practically, the whole matter is seriously called in question.

In order that property may bear taxation at any particular time and continue to bear taxation thereafter, it is necessary that there be a residue in income from the

property after taxes depreciation, and necessary expenses have been deducted. Such residue should at least be equal to the actual returns from interest on money. Federal bonds pay better than four percent on the investment, and are not subject to income taxes. First class industrials pay higher rates. Hence investments in property of any nature should be expected to return a clear margin of better than three percent. Whenever income becomes depleted below some such margin, capital will begin to withdraw from active use. Any time when capital begins to withdraw from any field of production it is well to seek the cause of such withdrawal.

All the problems of inequalities in assessment of property are inextricably bound up in the matter of securing sufficient revenue for school purposes. The ability of property to bear taxation as has been indicated is based directly upon income; in fact in most cases little consideration is given by assessors to the potential income from the various kinds of property which they assess. Real estate, especially rural real estate is very evident. No assessor has any difficulty in discovering it. On the other hand less tangible property may be and often is either hidden by the owner or neglected by the assessor. The result is that in any tax spread over the entire county much property in the urban centers fails to be reported and consequently does not bear its due share of the tax burden. A study of certain high school districts which have been formed about small urban or village centers

in various parts of Illinois indicates that from two-thirds to five-sixths of the assessed valuation of property in such districts is in farm lands. If the county unit were to be established, the ratio to urban assessment would increase. Consequently rural property would be compelled to pay an unjust share of the county tax. The fact that in many instances rural population is decreasing while urban population is increasing. Rural school population is likewise decreasing while that of the urban centers is increasing. The influx of immigrant families to the cities unduly increases the school population of such centers, while adding nothing to property of the community. Under the county unit system this added school population would be a burden upon each farm of the community, in the ratio that the farms assessed valuation was to the total assessed valuation of the county. The county unit in many counties instead of guaranteeing rural pupils' educational opportunities equal to those of the rural pupils, would cause rural property to bear added burdens in order to help educate the increasing school population of urban centers with disproportionately low assessments.

There were rented farms in Illinois in 1922 on which the rental per acre was less than the taxes paid per acre. If there can be some reform in the methods of taxation which will place the burden of taxation on property in accord with the net income from property, the county unit may be considered a possible

solution of many of our school problems. Until such time as reforms in the methods of taxation do equalize the burden, the county unit may lead to a serious economic situation. Any extension of the limits of school taxing units should be attempted only after an investigation of the possible economic results.

Although some of these arguments may in general be accepted as valid, others are subject to challenge. They have simply been submitted in that they cover the objects most frequently made to the county as a unit for taxation.

The reason which has been set forth favoring a community or town unit for taxation rather than the county is that it is the community itself rather than the political unit of the county that is most vitally interested in the problems of its schools, and who if it desires to do so may support a school system which would be of a superior standard to that provided by the income from a county tax. Again, it is the fact that the center of population of any community which contains the largest taxable values of the region. If there is a factory, a mill, or a commercial center, the center of population has it and derives support from it for the schools. The remoter districts do not share in the income from these property values, though the farmer in the remoter districts is all the time contributing to the support of the same, provided the road runs from his house to this center; or again, the trade center may be located a short distance on one side of

the county line. Under the county unit plan, such farmers living on the other side of the county line, although contributing to the support thereof are deprived from the benefits of the schools supported by its taxable property.

It will be readily seen that any solution of this problem is much more difficult than it would at first seem. Whereas the argument for the county as a unit of taxation for school support is an attempt to adjust conditions, such that the strong community shall aid the poor one in order that the best educational opportunities may be extended to children of the poor districts as well as to those of the wealthier communities, it does not assert the necessity of submerging all the powers of the community into the organization of a centralized board. The fundamental question involved is, as to what extent it is desirable and necessary to deprive the community of its local autonomy.

CONCLUSION

In the preceding paragraphs the fundamentals of the county unit organization have been discussed under the headings, the selection of the county boards, the powers conferred upon the county board, the territorial extent of their authority, the duties of the county superintendent, and the county's part in public school support. Under each heading there has been found wide diversity of practice followed in the several states. For that reason no attempt is here made to define the county unit, and neither is it desired to support or oppose this form of organization as against other forms as being the most suitable to meet the

present day educational demands for the schools in the open country. The formulating of such conclusions must necessarily involve many specific rather than general conditions and for that reason the matter must rest largely with the judgment of the reader.

The following statements made by various authorities both for and against the merits of the county unit system of organization are submitted for the purpose of comparison.

"We are wedded to the parish (county) unit system. It provides excellent school machinery. Any shortcomings that may be chargeable to us in educational achievement are due not to the system under which we work, but to a lack of funds or wisdom, or both.

T. H. Harris, State Supt. of Education,
Louisiana."

"New Mexico has been operating under the county unit law for a number of years. It is most successful and we would not have any other form of school management.

Isabel L. Eccles,
State Superintendent."

"It is the belief of the writer that the time has passed when the county unit ought to be advocated as the best solution of the problem of rural school organization. The county unit is a vastly better taxing unit than the smaller school district. On the other hand, the county unit is almost always too large as a supervisory unit, and it is so arbitrary and impersonal in its geographical boundaries that it is not suited to community needs. The

suggestion of a county unit at the first time that Professor Cubberley first gave it the sanction of this authority and the support of his vigorous and persuasive writing represented a much better policy of organization than the common school district which it was intended to supersede. Trial has shown that the county unit is not acceptable to rural districts. The county is a political unit set up for the control of such matters as road making, tax assessing and the like. Counties are not community units, hence they are not satisfactory units of school organization. The school must be governed and supervised by some form of community unit. Fortunately, the plans for this new and better program have now been clearly worked out and are available to all who are interested. Professors Works and Bobbitt in the administration volume of the New York state rural school survey present the community-unit plan in such clear terms that there can be no doubt as to the wisdom of its adoption."

Editorial, Elementary School Journal,
Page 561, April 1923.

"If the county is to remain the unit of administration as it should, the county officials in each county must know and practise business methods. The school officials must know as much about school administration as the banker knows about banking, and must apply this knowledge as they would if they were transacting their own business.

The state must become the main unit of school revenue, either by direct or mandatory levies. It must distribute the school funds on a basis that will require effi-

ciency in the investment, and it must supply one or more supervisory agents to see that the money is properly invested in the county.

The school funds must be sufficient to run the country schools a longer term and to pay salaries equal to the service that the state fixes as its standard. In other words if there are not enough teachers in Tennessee to supply the needs of the country schools, the county superintendent and the county board of education may go into other states to supply the needs of the state, just as other states have come into Tennessee and employed some of the best teachers of this state."

P. L. Harned,
State Commissioner of Education,
Tennessee.

"Each city should possess taxable property of not less than \$1,250,000. Each city school district should maintain satisfactory elementary schools, and at least one first class high school with a school term of not less than one hundred eighty school days or nine months. These standards should be maintained for all cities operating independently of the county school system."

Educational Survey of Kentucky.

"It is recommended that each incorporated town remaining independent of the county school system should be required to have a taxable valuation of not less than \$2,000,000 and should operate its schools one hundred eighty days."

Educational Survey of Indiana - 1923.

"Improvement of county school administration will necessarily be slow. Even if ample funds were at hand, properly trained county superintendents and supervisors are not now available from among the teachers of the state and it would be impractical to import any considerable number from the outside."

Report of the General Education
Board for North Carolina.

"I can see no reason why the cities of North Carolina should surrender their charters and become parts of the county school system. There may be local reasons which I do not know, but from an educational point of view there is no great gain and there is a possibility of much loss by combining the administrations as at present organized. I see no reason for changing the form of organization as laid down in my School Code for the state of Oacelo, (State and County Reorganization). When you come to the matter of taxation then they should be united to the extent that the county school tax should be levied on all property of the county, city, and rural alike, and then divided between county school districts and city school districts in such equitable manner as provided for locally.

The chief argument against unified educational control for all schools of the county, is that the city and rural schools may be under one management. There are times and counties in which this might work well. In four special charter counties in Georgia, I understand that this has been quite successful. In Baltimore, Mary-

land it has also worked out well, though the city of Baltimore has been excluded from the organization. In the vast majority of cases our city school men are not trained or reared to manage county schools as well, and still less are our county superintendents as we now get them, either trained or reared to manage the city school systems under county organization. While counties having only small cities in them, it might at times work out well, to have a unified control, as there is some logical argument in favor of this, yet in practice it would be unwise in nine cases out of ten, and in many cases it would be disastrous for the city schools so included."

E. P. Cubberley.

"I believe in the county unit plan for most states, but there should be some means by which communities may develop as rapidly as possible. In my opinion there should be a general county tax for schools, but each community should have the privilege of levying additional tax for the support of the schools as fast as the people desire. I think the Alabama plan is a fairly good one. There is a three mill state school tax and a four mill county tax. After the county tax has been levied each school district may levy a three mill tax of its own. In Alabama all the cities over two thousand population are independent of the county, but they do contribute somewhat to the support of the county schools, that is, if the city district is wealthier than the county district, as they usually are."

W. S. Deffenbaugh,
Chief of City School Division,
U.S. Bureau of Education.

More important however, than the opinions of educational authorities, is a review of the legislative action in the various states concerning the county unit system of organization, for in such action the educational movements throughout the country are best reflected.

In 1921, Ohio enacted legislation making the county organization in that state somewhat stronger. Virginia did the same in 1922. The Missouri county-unit bill was rejected by a vote of the people in 1922, the Arizona was rejected as being invalid, while Delaware gave up the county-unit organization for state control. Oregon, Montana, and Texas have optional county-unit laws, but only a very few counties have at present adopted it in any of these states. Bills introduced in Indiana, Oklahoma, and Washington were defeated in 1923. In the regular sessions of 1924 Tennessee strengthened its county unit laws, but bills introduced in Pennsylvania, North Dakota, Colorado, Idaho, West Virginia, Minnesota, and Michigan to either establish county-unit systems or to amend the state constitutions to permit such a change were defeated in each state.

It is evident from these facts that the results of legislative procedure with respect to the county unit have not been marked, in fact it would seem that it has done little except to mark time. It still continues to exist in the strong form in the Southern states and according to all reports is giving excellent satisfaction.

In the Western states although giving satisfaction in such states as have adopted it either in the strong or modified form, it seems to be making little or not further headway. Notwithstanding these facts, it is of particular interest to note that in each of the states in which it has been rejected during the past three years with possibly two exceptions, county unit bills will again be introduced in the next sessions of their legislatures.

In conclusion it may be said that perhaps the greatest difficulty with the county-unit has been and still is that it is not well defined. To what extent shall the county board be empowered to assume the administration of the schools? Shall cities and towns be made parts of the county organization? Shall the county school tax be uniform and levied on all property in the county, or shall local districts be permitted to levy special taxes? There are but a few of the problems which have not as yet been satisfactorily answered. One person is likely to think of the county unit as it pertains to Maryland, another Kentucky, still another to Utah or New Mexico, or according to plans set forth by various writers, yet in not one of these states has the county unit been sufficiently standardized as to permit true definition. Until this has been accomplished it is doubtful if much progress can be expected.

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MICHIGAN
STATE TEACHERS' ASSOCIATION

Commissioners' Bill
House Bill No. 343

LEGISLATIVE BULLETIN NO. 1

INTRODUCED BY
REP. WILBER B. SNOW, KALAMAZOO COUNTY

ENDORSED BY
LEGISLATIVE COMMITTEE OF COUNTY SCHOOL COMMISSIONERS
RURAL EDUCATION COMMITTEE OF MICHIGAN STATE TEACHERS
ASSOCIATION
STATE DEPARTMENT OF PUBLIC INSTRUCTION OF MICHIGAN

Lansing, Michigan, March, 1925

the county superintendent seem to me lower than they should

THE COMMISSIONERS' BILL

To the Friends of Rural Education:

Hon. Wilber B. Snow, Representative from Kalamazoo, has taken the most forward step that has yet been taken in Michigan for the reorganization of rural education in the counties of this state. Everyone who reads the accompanying bill, I am sure, will be convinced of this. This bill is worthy of the support of every citizen of Michigan. Mr. Snow should have this support at **once**.

THOMAS E. JOHNSON,
Superintendent of Public Instruction.

WHAT THE COMMISSIONERS' BILL DOES:

1. Amends the present commissioner's law.
2. Provides for a county board of education of five members (First paragraph, Section 2)
3. Provides the following powers and duties for the board and superintendent:
 - (a) Manner of nomination and election (First paragraph and paragraph (a) Section 2)
 - (b) Provides that a majority of board shall reside outside of incorporated cities (Paragraph (a) Section 2)
 - (c) The manner of filling vacancies (Paragraph (a) Section 2)
 - (d) The removal of board for cause (Paragraph (a) Section 2)
 - (e) The officers of the board (Paragraph (b) Section 2)
 - (f) The number of meetings with expenses but no per diem (Paragraph (b) Section 2)
 - (g) The election of a county superintendent of schools (Paragraph (c) Section 2)
 - (h) The election of a deputy and such assistants as the board deems necessary for the best interests of the county (Paragraph (c) Section 2)
 - (i) The board to fix the salary of the superintendent and other employees (Section 19)
 - (j) The board may select the best persons as do boards in graded school districts (Paragraph (c) Section 2)
 - (k) The superintendent is given powers of superintendence in graded districts (Seventh paragraph, Section 8)
 - (l) Board to counsel with superintendent on school problems and school policies (Paragraph (c) Section 2)
4. Provides what the powers and duties of superintendent shall be (Section 8)

THE COMMISSIONERS' BILL AS INTRODUCED

SECTION 1. At each annual meeting of the several boards of supervisors of the different counties of the state, the said several boards of supervisors shall appoint one examiner who shall hold his office for a period of two years from and after the first day of January following his or her election, or until his successor shall have been appointed and qualified, and said examiner, together with the (superintendent) of schools, shall constitute a board of school examiners. Any person shall be eligible to the office of examiner who shall hold at least a second grade certificate, and has taught in the public schools at least nine months, or who has the qualifications required of (superintendent) in section three of this act, except an experience of twelve months as teacher. In case a vacancy shall occur at any time in the office of school examiner, the judge of probate, together with the board of school examiners of the county in which such vacancy shall have occurred, shall, within ten days after the occurrence of such vacancy, appoint some suitable person to fill such vacancy. And the person so appointed shall hold the office for the unexpired portion of the term, or until his or her successor is appointed and has qualified. Within ten days after such *** examiners shall have received legal notice of (their) election, (they) shall take and subscribe the con-

stitutional oath of office, and the same shall be filed with the county clerk. The *** county (superintendent) *** shall execute a bond with two sufficient sureties to be approved by and filed with the county clerk, in the penal sum of one thousand dollars, conditioned that he or she shall *** faithfully account for and pay over to the proper persons all moneys which may come into his or her hands by reason of his or her holding such office ***.

SECTION 2. There shall be elected at the election held on the first Monday in April, nineteen hundred (twenty-seven), a county board of education consisting of five members, one for a term of two years, two for a term of four years, and two for a term of six years, and biennially thereafter there shall be elected for a term of six years a successor or successors to the member or members whose term of office shall expire. The term of office of each member shall begin on the first day of July following his or her election. The method of nomination and election, the organization, powers, duties and other authority and purposes of said board of education are as follows:

(a) Nominations for members of the board of education shall be by petition signed by not less than one hundred qualified electors of the county, which petition shall be filed with the county clerk at least twenty days before elec-

tion, and shall be in the same form as that required for the nomination of other county officers under the general election laws. At the same time and in the same general manner provided with reference to county elections, the proper officials shall prepare and have printed an official non-partisan ballot on which shall be placed the names of all persons who have been nominated for members of said board. The term of office for which each person is nominated shall be designated on the ballot. A majority of the board of education of any county containing one or more incorporated cities shall be residents of territory outside of said incorporated cities. The county clerk at the time of printing the ballots shall arrange the ballots in such a manner that those who are candidates from territory outside of an incorporated city and those who are candidates from territory within an incorporated city may be known to the elector when reading the ballot. The person or persons, depending upon whether there is more than one candidate for each term of office to be voted upon, receiving the highest number of votes shall be declared elected; Provided, That the election officials, in designating who has been elected, shall first designate as elected the person or persons residing outside of an incorporated city who have received the highest vote as candidates from such territory if necessary to maintain the majority of the board of education as residents of said territory. In printing the ballots the names shall first be arranged alphabetically and the first one hundred printed accordingly; then the name at the top shall be put at the bottom for printing the second one hundred, and a corresponding change shall be made in each succeeding one hundred printed. The election in each voting precinct shall be by separate ballot in a separate box, but at the same time and place as the general election, and shall be conducted by the same inspectors, canvassed, reported, considered, and treated as a part of such general election in all particulars not otherwise specified. The qualifications for voting and the penalty for illegal voting for members of the board of education shall be the same as those required and provided for the voting for any other county officer. If any person elected fails to take the oath of office within thirty days after his or her election, or if any member during his or her term shall die, become mentally incompetent, resign, be convicted of the violation of any penal law of the state or lose residence in the county, a vacancy shall thereby exist immediately without declaration by any officer, and such vacancy shall be filled by a majority of the remaining members of the board of education for the unexpired term. If any vacancy is not filled within thirty days after it shall have occurred, the same shall be filled for the unexpired term by the county clerk, judge of probate, and the prosecuting attorney of the county. Any member of the board after a hearing deemed guilty of willful acts of misfeasance, malfeasance or nonfeasance in office, may be removed as a member of the board by the Governor and such vacancy filled in the same manner as provided in this section for filling other vacancies.

(b) Said board of education shall be a body

corporate under the name and style of "The board of education of the county of....." and under that name may sue and be sued. The officers of the board shall be president, vice-president, and secretary. The president and vice-president shall be elected biennially from among the members of said board by a majority vote thereof at the first meeting of said board on or after the first day of July following each biennial election. The county superintendent of schools shall be secretary of said board and its executive officer. The president, vice-president, and secretary shall perform such duties as may be provided by law and prescribed by the by-laws, rules, and regulations of the board of education not inconsistent with the provisions of this act or other laws of this state. Regular meetings of the board shall be held once each month as such time and place as may be fixed by its by-laws. Special meetings may be called and held in such manner and for such purposes as may be specified in the by-laws. The first meeting of said board of education under this act shall be called by the county clerk of the county on the first day of July following the first election. If such first day of July is Sunday or other legal holiday, the meeting of said board shall be called on the following day. The county clerk shall act as secretary of said board and keep the minutes and records of its meetings until the election of a county superintendent of schools. After such election the minutes and records shall be turned over to said county superintendent. Members of the board of education shall serve without pay, but they shall be entitled to the actual and necessary travelling expenses in the performance of their duties. Such expenses shall be audited, allowed, and paid in the same manner that expenses of other county officers are audited, allowed, and paid.

(c) The county board of education shall hire and contract with for a term of four years from the date of election after July first, nineteen hundred twenty-seven, a county superintendent of schools who shall have the qualifications and perform the duties as provided in this act. At the close of each term or sooner if there should be a vacancy his or her successor shall be hired as herein provided. Upon the nomination of the county superintendent of schools, said board may appoint a deputy county superintendent of schools and such assistants as it shall deem necessary for the best school interests of the county. Said deputy and assistants shall perform such duties as the county superintendent of schools shall prescribe. It may revoke any of said appointments in its discretion upon the recommendation of said county superintendent. It shall counsel with said superintendent concerning school problems and school policies of said county.

(d) Wherever the term commissioner of schools or commissioner meaning commissioner of schools appears in this act or any other act, it shall be interpreted to mean county superintendent of schools.)

SECTION 3. Persons eligible to hold the office of (county superintendent) of schools must possess the following qualifications:

(a) Twelve months' experience as a teacher

(, superintendent or commissioner of schools) in the public schools * * *;

(b) Must be a graduate of the literary department of some reputable college, university, or state normal school having a course of at least (two) years (above that required for graduation from an approved twelve grade school, or have a life certificate granted or endorsed by the state board of education of Michigan).

SECTION 8. It shall be the duty of the county (superintendent of schools):

First, Immediately after his or her qualification as (superintendent), to send notice thereof to the superintendent of public instruction;

Second, To keep a record of all examinations held by the board of school examiners and to sign all certificates and other papers and reports issued by the board, and to keep a record of all meetings of the board of examiners and of all hearings for the suspension or revocation of any teacher's certificate, and to call meetings of the board of examiners at such other times than those mentioned in section five of this act as he may deem best;

Third, To receive the institute fee provided by law and to pay the same to the county treasurer quarterly, beginning September thirtieth in each year;

Fourth, To keep a record of all certificates granted, suspended, revoked or transferred by the said board or (superintendent), showing to whom issued, together with the date, grade, duration of each certificate, and, if suspended or revoked, with the date and the reason therefor;

Fifth, To furnish, previous to the third Monday in July in each year, to the township clerk of each township in the county, and to each of the officers of every school district in the county, a list of all persons legally authorized to teach in the county at large during the preceding school year, and in such township, with the date and term of each certificate, and if any have been suspended or revoked, the date of such suspension or revocation;

Sixth, To visit (or cause to be visited) each of the schools of the county at least once in each year and to examine carefully the discipline, the mode of instruction, the text-books used, the apparatus belonging to the school, the library, the progress and the proficiency of the pupils, the skill and efficiency of the teacher, the condition of the school property, and whether the attendance at school is in compliance with law, and to make a careful record of these items and report the same to the director (or secretary) of each district * * *;

Seventh, To counsel with the teachers and school boards (of the school districts of the county, and to have the powers and duties conferred upon the superintendent of schools, and the powers and duties of said superintendent of schools with each school board of said districts, under the provisions of section five thousand seven hundred thirty-six of the compiled laws of nineteen hundred fifteen, except those school districts employing a superintendent of schools, in accordance with a special or general act, and such superintendent giving at least one-seventh of his time to supervision

or administration), and he may examine and audit the books and the records of any school district at any time when directed to do so by the superintendent of public instruction or by application of any school board;

Eighth, To promote by such means as he or she may devise, the improvement of the schools in the county, and the elevation of the character and qualifications of the teachers and officers thereof, and act as assistant conductor of institutes appointed by the superintendent of public instruction, and perform such other duties pertaining thereto as said superintendent shall require;

Ninth, To receive the duplicate annual reports of the several township clerks, examine into the correctness of the same, requiring them to be amended when necessary, endorse his or her approval upon them, and immediately thereafter, and before the fifteenth day of September in each year, transmit to the superintendent of public instruction one copy of each of said reports and file the other in the office of the county clerk;

Tenth, To be subject to such instructions and rules as the superintendent of public instruction may prescribe, to receive all blanks and communications that may be sent to him or her by the superintendent of public instruction, and to dispose of the same as directed by the said superintendent, and to make annual reports at the close of the school year to the superintendent of public instruction of his or her official labors, and of the schools of the county together with such other information as may be required;

Eleventh, To perform such other duties as may be required of him or her by law, and at the close of the term of office to deliver all records, books, and papers belonging to the office to his or her successor.

SECTION 10. The compensation of each county (superintendent) of schools (, any deputy county superintendent of schools, and any assistants for the county) shall be determined by (the county board of education.) Each member of the board of school examiners, other than the county (superintendent of schools), shall receive four dollars for each day actually employed in the duties of his office and his actual and necessary travelling expenses incurred in the discharge of his official duties in his own county. * * * The compensation of members of the county board of school examiners (, the county superintendent of schools, and other persons authorized to be appointed by said county board of education) shall be paid monthly from the county treasury. * * * The actual and necessary travelling expenses of the (county superintendent of schools) incurred in the discharge of his official duties (and the actual and necessary travelling expenses incurred by a deputy and assistants in the) county and the necessary and all contingent expenses for printing, postage, stationery, record books, grading registers, telephone rental, rent of rooms for public examinations, teachers' or school officers' meetings, shall be audited and allowed by the board of supervisors or the county board of auditors.

SECTION 12. Section twelve is hereby repealed.

KMC/ald

DEPARTMENT OF THE INTERIOR
BUREAU OF EDUCATION
WASHINGTON

Address only
The Commissioner of Education

May 13, 1925.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

My dear Mr. Mayer:

Dr. Zook has handed me your letter of May 6 requesting that I make any suggestions which seem to me desirable concerning your inquiries and the enclosed House Bill No. 343.

I have read House Bill No. 343 with a good deal of interest. If enacted into law it would certainly represent a step in advance of the present Michigan system. Since the bill is to be reintroduced in the next session, may it not be possible to make some changes which seem to me very desirable?

A county board of education with authority to appoint the county superintendent, but with no administrative duties concerned with the schools of the county, represents only one step in the right direction. This system now prevails in Arkansas. General administrative theory, as well as experience in that state, seem to me to indicate that unless the county boards are given some administrative authority progress toward school improvement is slow. A professionally trained superintendent with ideals for a school system will be slow to accept a position which gives him so little opportunity to influence the school situation. It seems to me advisable for the people of Michigan to endow these county boards with at least a few administrative duties as soon as they are formed and to increase the number of such duties gradually until a county board with full administrative control over the schools of the county results.

The qualifications established by the bill for the county superintendent seem to me lower than they should

be in a State like Michigan. Your law already requires as a minimum prerequisite for teaching certificates professional training of one year above graduation from high school. Under these conditions, county superintendents should certainly have at least three years education of high grade, and the courses required should include administration and supervision. It seems to me at least one year of successful administrative or supervisory experience should be required of county superintendents also.

This bill makes no provision for real supervision. This is indicated by the sixth paragraph under Section 8 in which the following requirement is stated: "The superintendent must visit the schools of his county at least once a year." Is it not possible to include in this new law a provision for qualified supervisory assistants to the county superintendent, the number based on the number of teachers to be supervised? County boards of education should be definitely required to employ at least one supervisory assistant for every 40 or 50 teachers. The former number, of course, is preferable. A very desirable provision would be that the State should pay, from State funds, from one-half to two-thirds or three-fourths of the salaries of such supervisors. The Maryland law, passed in 1922 and now being put into operation, offers excellent suggestions so far as supervision is concerned.

If I can be of any further service in offering suggestions or providing bibliographies or publications, I will be glad to have you call upon me freely.

Sincerely yours,

Katherine M. Cook (Signed)

(Mrs. Katherine M. Cook)
Chief, Division of Rural Education.

C. E. PICKLES
DEPUTY
MARTHA P. TATEM
ASSISTANT
HAZEL B. NIELSON
CERTIFICATION CLERK

State of North Dakota
DEPARTMENT OF PUBLIC INSTRUCTION

MINNIE JEAN NIELSON, SUPERINTENDENT

BISMARCK, N. D.

May 11, 1925.

Mr. R. W. Mayer
Department of Education
Michigan Agricultural College
East Lansing, Michigan

Dear Mr. Mayer:

Thank you very much for your letter of May 7 inclosing
Legislative Bill No. 1. I regret to hear that the
Commissioners Bill did not become a law. In this state
it is necessary to change the Constitution before we can
have the County Unit School System. To that end we have
had a concurrent resolution introduced in the past three
legislative sessions but it has failed of passage each
time. It takes a long while to educate the people.

We do not have the County Unit in this state, therefore
we can not send you any helpful material in your campaign
work. I am returning the stamps.

Cordially yours,

Minnie J. Nielson

MJN:MB

COMMONWEALTH OF VIRGINIA
STATE BOARD OF EDUCATION
RICHMOND

May 8, 1925

G.

Mr. R. W. Mayer
Department of Education
East Lansing, Michigan

My dear Mr. Mayer:

In answer to yours of May 6, I am sending you copy of our county unit act.

This was passed in 1922, after a survey in 1919. The three years' delay was due to the necessity of having the Constitution of Virginia amended, and immediately upon amendment the county unit went into effect.

The counties in Virginia are now being operated by approximately five hundred school trustees, whereas formerly about eighteen hundred were required. Beyond question the work is being vastly better done by the small county boards than formerly by a series of district boards. There is a directness of action and a uniformity of purpose which could hardly characterize the former arrangement.

I would strongly urge the county unit plan if for no other reason than to have a great public function operated by a limited number of individuals. We seem to have a sort of mania for passing laws on about everything under the sun, for setting up innumerable institutions to be supported by public taxes, and sometimes we seem to think that the safety of the state depends upon the multitude of people who in some fashion or other are employed to do the state's business. This tendency I think is uneconomic, unwise, and contrary to the ideal that politics ought to be the science of public service.

With best wishes, I am

Yours very truly



Harris Hart
Superintendent of Public Instruction

HH:P

STATE OF INDIANA

Department of Public Instruction

HENRY NOBLE SHERWOOD, SUPERINTENDENT
INDIANAPOLIS

GEORGE A. SPENCER, ASSISTANT
R. E. BLACKWELL, DEPUTY

May 9, 1925

Mr. R. W. Mayer,
Dept. of Education,
Michigan Agricultural College,
East Lansing, Michigan

Dear Mr. Mayer:

Our Legislature did not consider favorably the bill relating to the county unit which was sponsored by the department.

We are making plans for a comprehensive publicity campaign in behalf of this measure which we hope to introduce at the next session of the Legislature. We would appreciate receiving any bulletin or result of an investigation that you may have on file.

A reprint of our annual report will give a part of the information you requested in your letter. As soon as it comes from the printer, a copy will be sent to you.

Thanking you for your cooperation, I am

Very truly yours,

Geo. A. Spencer

Ass't. Superintendent
of Public Instruction

S:S

STATE OF MARYLAND
DEPARTMENT OF EDUCATION
TWENTIETH FLOOR, LEXINGTON BUILDING
LEXINGTON AND LIBERTY STREETS
BALTIMORE

ALBERT S. COOK
STATE SUPERINTENDENT OF SCHOOLS

May 8, 1925.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.


My dear Mr. Mayer:

I congratulate you on the splendid progress Michigan is making toward a county unit school bill, and I hasten to send information along the lines requested in your letter of May 6, 1925. Some of this material may be of little value, and some of it may raise other questions that you desire answered. If so, do not hesitate to write me for any details you need.

I am sending you, under separate cover, a bulletin from the Department of Public Instruction of Indiana on the County School System which was prepared after the survey by the General Education Board; a copy of the Maryland School Law as of 1922, since there were practically no changes made in 1924; Maryland School Bulletin, March 1925, Volume VI, Number 3, Summary of Important Sections of the Maryland School Law; and Maryland School Bulletin, April 1925, Volume VI, Number 10, a reprint from the Annual Report. This latter is, perhaps, the most important means for securing the data you desire. May I suggest that you examine the summary, pages 2 - 5? For any items you are especially interested in, note the carefully prepared index, pages 244-246. County tax rates and county budgets for schools and other purposes are shown on pages 191-196. The chapters on financing the schools are found on pages 155-186. ✓✓

I do not know enough about your local situation to offer suggestions concerning your law. It seems to me it would be a splendid step in the right direction if it were possible to offer State aid toward the payment of the salaries* of your county superintendents, and to fix a minimum salary for that position. It would enormously increase the efficiency of the work from the very beginning. Maryland has had such a law only since 1916. (See Maryland Public School Laws, 1922, pages 62-64).

Sincerely yours,


State Superintendent.

ASC:REN

16
* A number of States do this. Connecticut,



DEPARTMENT OF PUBLIC SCHOOLS
CHAS. A. LEE, STATE SUPERINTENDENT

CITY OF JEFFERSON
May 11, 1925.

Mr. R. W. Moyer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

Dear Mr. Moyer:

I have your letter with reference to the County Unit System in this state. The County Unit legislation was passed and signed by the Governor in 1921 but was referred through the referendum and overwhelmingly defeated, therefore this state has never operated under the County Unit Plan.

Sincerely yours,

Chas. A. Lee

State Superintendent.

-J.M.1925

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF PUBLIC INSTRUCTION
HARRISBURG

May 9, 1925.

~~Doctor~~ R. W. Mayer
Department of Education
Michigan Agricultural College
East Lansing, Michigan

My dear ~~Doctor~~ Mayer:

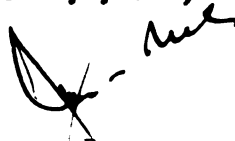
The County Unit of school administration has not been adopted in Pennsylvania, although we have been planning to this end for sometime. During the last legislature, we put in a bill establishing a county board which was merely the first step towards a county unit.

I am enclosing a copy of this bill which, I am sorry to add, was lost in the two houses.

We shall be glad to exchange with you material and experiences in this matter.

With all good wishes,
I am,

Cordially yours,



James N. Ryle,
Deputy Superintendent,
Education Office.

R r



**STATE
DEPARTMENT OF EDUCATION
AUSTIN**

S. M. N. MARRS, SUPERINTENDENT
L. W. ROGERS,
FIRST ASSISTANT SUPERINTENDENT
MARY JO POPPLEWELL,
SECOND ASSISTANT SUPERINTENDENT
A. M. BLACKMAN,
THIRD ASSISTANT SUPERINTENDENT

May 12th, 1925.

Prof. H.W. Mayer,
Michigan Agricultural College,
East Lansing, Mich.

Dear Prof. Mayer:

Replying to your communication of May 7th relative to the Commissioners' Bill, which is known as House Bill 343, will state that Texas has a weak form of county supervision. We have had, since 1911, a county board of trustees whose duties extended as far as the classification of the schools of the county in the elementary schools and high schools, the changes of district lines and the hearing of appeals from the decisions of the county superintendent. Our county superintendents are elected by popular vote, but the statute makes them the executive secretaries of the county boards. The weakness in our law is that the county board has no funds to distribute to the schools and, therefore, has no means of enforcing its decisions. The Constitution of Texas does not authorize a county wide school tax and, therefore, practically all of our school funds are derived either from the district or from the state.

During the 39th Legislature, a bill was introduced which strengthened the powers of the county board of education and placed the additional duty upon said board of employing the county superintendent of schools. This bill failed of passage in the House, and the opposition was based largely upon the question of popular election in that it would result in a shortening of the ballot and, therefore, taking away from the people some of the rights of suffrage. I intend to keep up the agitation for this law, for I am convinced that the rural school system of Texas will never improve

-2-

materially until it has the same expert supervision which is now given to the cities and towns, and this cannot be obtained under the present method of popular election.

Sincerely yours,

S. M. N. Marre

SEMM:AO

State Superintendent.

Superintendent of Public Instruction

STATE OF COLORADO

Denver

May twelfth,
Nineteen hundred
Twenty-five.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

My dear Mr. Mayer:

Colorado, at the last session of the Legislature, had before its body, a Bill for the establishment of the County Unit school system, but, like Michigan, it did not succeed in getting any place. In fact, our Bill did not get out of the Educational Committee.

It will be introduced again at the next session, and again, and again, and again, until it does pass. All school people in this State are dissatisfied with the present district system, and as soon as they educate the electorate of this State, possibly we will be able to have this Bill made into a law.

With all good wishes, I am,

Very sincerely,

Mary C. C. Bradford,

State Superintendent of Public Instruction

By

Alice B. McCormack
Deputy.

ABC/B.



STATE OF ARKANSAS
DEPARTMENT OF EDUCATION
LITTLE ROCK,

May 12, 1925.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
Lansing, Michigan.

Dear Mr. Mayer:

We are sending under separate cover a copy of the Arkansas School Laws. You will find, beginning on page 21 of the School Laws, the information with regard to the county unit plan as is in use in this state. The plan is working nicely and seems to be satisfactory to all parties concerned.

Yours very truly,

G. C. Floyd,
Assistant Superintendent.

GCF:F

STATE OF NEW MEXICO
DEPARTMENT OF EDUCATION
ISABEL LANCASTER ECKLES, SUPERINTENDENT
TIMOTEO C. LUNA, ASSISTANT SUPERINTENDENT
SANTA FE

May 11, 1925.

Mr. R. W. Mayer,
Michigan Agricultural College,
East Lansing, Michigan.

My dear Mr. Mayer:

I am in receipt of your letter of May 6,
and in reply will say New Mexico has been operating
under the County Unit law for a number of years.
It is most successful and we would not have any
other form of School organization. I will be
very glad to send you a copy of the Revised School
Code as soon as it comes from the printer.

Yours very truly,

Isabel Lancaster Eckles

State Superintendent.

ILE/NEL.

STATE BOARD OF EDUCATION

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ELIZABETH RUSSUM, EX-OFFICIO

STATE OF IDAHO
DEPARTMENT OF EDUCATION
BOISE

ELIZABETH RUSSUM
STATE SUPERINTENDENT OF
PUBLIC INSTRUCTION

May 11, 1925

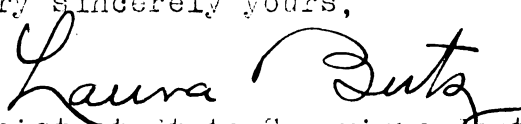
Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

Dear Mr. Mayer:

Your letter of May 8 to the State Superintendent of Public Instruction is received in her absence. It will be brought to her attention on her return about May 15th.

Our bill to establish a county unit school system in Idaho failed to pass.

Very sincerely yours,


Assistant State Superintendent
of Public Instruction.

B:VN

T. P. HILL
ASSISTANT STATE SUPERINTENDENT

STATE OF WEST VIRGINIA
DEPARTMENT OF EDUCATION
CHARLESTON

GEORGE M. FORD
STATE SUPERINTENDENT

May the 11th,
1925.

Mr. R. W. Mayer,
Dept. of Education,
East Lansing, Michigan.

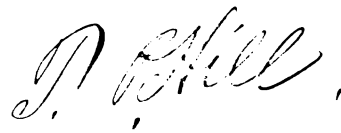
Dear Sir:

I can best answer your inquiry of May the 7th concerning our efforts to establish a county unit school system in West Virginia by herewith enclosing a copy of House Bill No. 125, House Bill No. 529, and House Bill No. 532, which were recently introduced and considered by our State Legislature.

These measures received favorable consideration in the House but owing to the great number of Bills under consideration they were left on the calendar at the close of the session. We expect to continue the fight and appreciate very much the copy of House Bill No. 343 which you have sent us.

We are also enclosing a digest of the general school legislation at the regular session of the 1925 West Virginia Legislature.

Yours very truly,



TPH:LL



McHENRY RHOADS
SUPERINTENDENT PUBLIC INSTRUCTION

COMMONWEALTH OF KENTUCKY
Department of Education

FRANKFORT

May 11, 1925

O. J. JONES, ASSISTANT SUPERINTENDENT
J. VIRGIL CHAPMAN, } RURAL SCHOOL SUPERVISORS
P. H. HOPKINS, }
L. N. TAYLOR, RURAL SCHOOL AGENT
MARK GODMAN, } HIGH SCHOOL SUPERVISORS
W. J. CRAIG, }
W. C. BELL, DIRECTOR OF CERTIFICATION
CAROLINE B. BOURGARD, DIRECTOR OF MUSIC
H. V. BELL, DIRECTOR TEACHER TRAINING
J. C. MILLS, AUDITOR
W. L. THRELKELD, ASSISTANT AUDITOR

Mr. R. W. Mayer
Department of Education
Michigan Agricultural College
East Lansing, Michigan

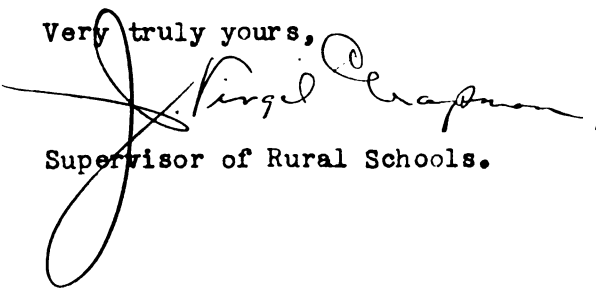
My dear Sir:

Your letter of May 6, addressed to Supt. Rhoads, has been referred to me for attention.

Under separate cover I am sending you the 1920 supplement to our Common School Laws. This supplement contains what is known as the "County Administration Law", which has been amended somewhat since that time.

The school people generally are much pleased with this modern system of county school administration. We are hampered, however, as to funds by reason of a section in our state constitution requiring state school funds to be apportioned on a strictly per capita basis. County boards of education now have the right to levy not exceeding fifty cents on the one hundred dollars to supplement state funds for school purposes.

Very truly yours,


Supervisor of Rural Schools.

JVC:LP



JAMES M. McCONNELL,
COMMISSIONER
P. C. TONNING,
DEPUTY

State of Minnesota
Department of Education

Saint Paul

May 12, 1925.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

Dear Sir:

I am replying to your letter of
May eighth relative to the so-called Commissioner's
Bill in your legislature.

Minnesota has no assistance to
offer. A County Board of Education Bill was introduced
here at the last session of the Legislature and failed.

Very truly yours,

J. M. McConnell

JMM-B.

Commissioner of Education.

STATE OF LOUISIANA
DEPARTMENT OF EDUCATION
BATON ROUGE

May 9, 1925.

Mr. R. W. Mayer,
Department of Education,
East Lansing, Mich.

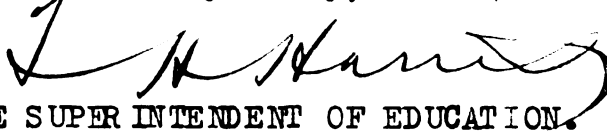
Dear Mr. Mayer:

This will acknowledge receipt of your letter of the 6th instant, requesting information regarding public education in Louisiana.

I am enclosing herein an article written by me on the Parish Unit System which prevails in this State, and I am sending you, under separate cover, a copy of the annual report of the session, 1923-1924 of this Department.

I feel sure the article and the report will be of service to you in gathering data in connection with public education in this state.

Yours very truly,



ENC.

STATE SUPERINTENDENT OF EDUCATION.



State of Mississippi

DEPARTMENT OF EDUCATION

JACKSON

May 16, 1925.

W. F. BOND
SUPERINTENDENT

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

Dear Mr. Mayer:

By separate mail we are sending you
copy of our school law.

As you will notice, we have not quite
gotten the county unit system, but we are
headed in that direction. We have a county
superintendent for each county, with a county
board of education, or five appointed
by him to govern the schools. I wish that I had
something definite to send you.

With best wishes, I am,

Very cordially yours,

W. F. Bond
State Superintendent of Education.

WFB-MC



DEPARTMENT OF EDUCATION
SALEM

May 11, 1925.

Mr. R. W. Myer,
Dept. of Education,
Michigan Agricultural College,
East Lansing, Michigan.

My dear Mr. Myer:

I am sending, under separate cover, a copy of our school laws, which contains the county unit law, and am sending, also, a copy of our biennial report, which gives the report of County Superintendent Myers of Crook county, County Superintendent Ferguson of Klamath county, and County Superintendent Goin of Lincoln county.

We have but three counties in Oregon, thus far, that have voted in the county unit. It is optional, as you will note upon reading the school law, with the various counties. The plan has worked satisfactorily with the elementary schools in the three counties which have adopted the plan.

I believe that County Superintendent Myers, Prineville, Oregon, can give you the best report concerning the working of the plan, although County Superintendent Peterson, who succeeded Mrs. Ferguson, acted as secretary for Mrs. Ferguson for several years, and can give you a good report concerning the county unit in Klamath county. You should address him at Klamath Falls.

Very sincerely yours,

J. A. Churchill
Supt. Public Instruction.

THE STATE OF UTAH
DEPARTMENT OF PUBLIC INSTRUCTION
SALT LAKE CITY

May 12, 1925

Mr. R. M. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Mich.

Dear Sir:

In response to your inquiry of May 6 you will please find inclosed herewith a copy of an article setting forth some of the advantages of the school consolidated plan as it is operated in Utah. We have no statements which would show the comparative cost of operation between the present system and that which prevailed previous to consolidation. In fact it would be difficult to get a common basis for comparison. There are many enlarged opportunities under the consolidated plan, but when advantage is taken of these opportunities, of course, the cost of operation is increased. Again, the salaries of teachers, cost of materials, etc. have all been greatly increased during the last six or eight years which was just a little after the time when consolidation became state-wide in Utah. You will see, therefore that, as before stated, it would be a difficult matter to find a common basis for the comparison of cost under the new and under the old system.

Very truly yours,


Assistant State Superintendent
of Public Instruction.

ACM-O
Inc.

STATE OF NEVADA
Department of Education

CARSON CITY, Nevada. May 11, 1925.

Mr. R. W. Mayer,
Department of Education,
Michigan Agricultural College,
East Lansing, Michigan.

Dear Sirs:

I have been very much interested in the Commissioners' Bill recently considered by the Michigan Legislature. I think this bill is the right sort but I do not know enough about your local conditions to judge of the details.

In this State a board of five is elected so that two members are chosen for a term of four years and one for a term of two years every two years after the establishment of the board. That gives an opportunity to select a majority of the members every two years, which has some advantages. There may be a greater advantage in the longer term proposition in the Commissioners' bill.

Very truly yours,

WJH/E



STATE OF TENNESSEE
DEPARTMENT OF EDUCATION
NASHVILLE

P. L. HARNED
COMMISSIONER

May 16, 1925.

Mr. R. W. Mayer,
Michigan Argicultural College,
East Lansing, Michigan.

My dear Sir:

Replying to your recent letter I will state that we presented to the Tennessee Legislature, early in its session, a codification bill which, after a few modifications, was passed and became the school law of this State. It is now on the press and as soon as available I shall send you a copy.

The amendments made by the Legislature were in some instances attached to the wrong part of the bill. The only important change they made in it was to strike out the section providing for the county boards of education to elect the county superintendents and fix their salaries. While this is the best school law the State has ever had, it would be better had the Legislature left it as it was introduced. I do not think the State will ever have the most efficient superintendents until they can be elected by the county board of education. This body would fix a salary sufficient to justify the time of a good superintendent.

Very truly,

P. L. Harned
C o m m i s s i o n e r.

PLH-MG

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Jul 13 '49

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