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Published February 1913

Composed and Printed By
The University of Chicago Press
Chicago, Illinois, U.S.A.

I. THE STATUS OF THE SUPERVISION OF RURAL SCHOOLS IN THE UNITED STATES

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The difference in organization for the management of school affairs in rural and urban portions of the United States makes rural supervision and urban supervision in large measure dissimilar problems. The schools in the ordinary urban system are under the charge of a city school board. The board employs a school superintendent who as its agent is both an administrative and a supervisory officer. In all but the larger cities he is the agent of the board in the management of the business of the school system, as well as in directing its instructional work. The duties delegated to him in connection with the repairs of the school buildings, buying school supplies, and administering the school funds are administrative; those of directing the instructional work of the school, arranging the course of study and dictating the methods of teaching, are supervisory. The selection of the teacher may be said to be both administrative and supervisory, but it is a function of the supervising officer wherever the school board employs two separate agents, a business manager and a school superintendent.

In the majority of states the unit for the management of rural school affairs and the unit for supervision are not the same. The administration and the supervision are, therefore, in large measure distinct. Both were formerly the functions of the school trustees. The tendency is now to turn over to a county superintendent the supervision, the trustees retaining the management of the school and the selection of the teacher. The unit of supervision for rural schools in 38 states is the county; the supervising officer, the county superintendent. In nearly two-thirds of the states with county supervision the unit of administration is the "single district." This is a small area served in most cases by one school, usually—outside of villages—a one-room, one-teacher school. The voters of each school district elect a board of trustees who are their agents in the management of the school affairs. These trustees have, as a rule, complete control over the school and its affairs, respon-

sible only to the voters of the district. They provide school buildings, make the necessary repairs, furnish supplies and facilities for teaching, secure the teacher and make rules and regulations to govern the school. They expend the school funds and in several states have the power to levy a special tax for school purposes.

The county superintendent under this district system is largely an advisory officer, holding whatever power he may possess by virtue of the county and state school funds which must pass through his hands and be expended with his approval. In many states he examines teachers and grants licenses to teach. Without his certificate no persons may be employed to teach in the district schools unless they hold certificates granted by the state. Through this function the county superintendent is given some power over the teachers. His principal duties are the administration of the county school funds, the examination and certification of teachers, the keeping of statistical records, and making reports to the county board of education and the state superintendent of public instruction, conducting teachers' institutes, visiting schools, and doing whatever he may be able to improve the quality of the instruction given in the school. His task is difficult, as the superintendent in the average county has to deal with as many separate boards of trustees as there are schools in the county.

Four states with the county for the unit of supervision have the township for the unit of organization for administrative purposes. In these states the duties, powers, and limitations of the county superintendent are practically as stated above. On the whole he has a better opportunity of accomplishing more for the good of the school, as he has fewer separate boards of trustees in his territory and, therefore, fewer trustees to educate and to influence into progressive action for the betterment of the schools. In eleven states the county is the unit of administration and the unit of supervision as well. In only five of these, however, is the actual balance of power in the hands of the county board of education. These five are properly organized for efficient supervision.

County supervision will probably never reach a satisfactory degree of efficiency, except in a comparatively few cases, until the county becomes the unit of administration, so that the county superintendent may be the agent of the county board of education in the management as well as in the supervision of the educational work of the schools.

And then he must be supplied with sufficient assistance so that the schools may be visited frequently. The average county superintendent under the present prevailing system visits each school in his county once during the school year, the average length of his visit being about two hours. In the 18 largest cities in the United States one supervising officer, devoting half or more than half of his time to supervision, is employed for each 19 teachers. It is probably true that the city-school system must be more machine-like than the county system, and that the country teacher must depend more upon her own initiative and ingenuity and less upon the supervisor than the city teacher. However, enough supervisors should be provided so that each would have not over 40 teachers under his oversight. It is evident that the county superintendent without such assistance can do little to improve the quality of the teaching in his county through personal criticisms and suggestions coming from an actual knowledge of the teacher's strength and weakness as an instructor or as a school manager.

Rural supervision in the United States is in the hands of city, town, and union district superintendents in New England, town and township superintendents in Ohio, district superintendents in New York, division superintendents in Virginia, deputy state superintendents in Nevada, and county superintendents in all other states.

New England school affairs are almost entirely in the hands of township officials, the county having no authority and the state only partial authority over a few schools in townships which are receiving state aid. All schools in the township whether in the village or in the open country are under the management of the same township school board. Weak townships may form "union districts" for the purpose of engaging superintendents who divide their time between the townships hiring them. In managing the school affairs each township remains distinct and separate. In administration and supervision no distinction is made between urban and rural. City superintendents with very few exceptions have one or more rural schools under their oversight. In all other states except Delaware, Maryland, Florida, and Louisiana cities and incorporated towns are usually set apart as independent school districts under local control. The township superintendent of Ohio, therefore, does not necessarily have under his oversight the village schools, as incorporated villages and towns are, as a rule, independent. The district superintendents of New York have oversight of all town

and rural schools in their districts, except in cities of 5,000 population or over.

The New York supervisory district is a county or a part of a county. There are 207 districts in the 57 counties, the number of districts in each county varying from 1 to 8. The "division" in Virginia is one or more counties; 80 divisions contain 1 county each; 10 divisions contain 2 each. Nevada is divided into 5 districts with from 1 to 6 counties in each. A deputy state superintendent has charge of each division.

The extent of the various supervisory units is given in the following statement:

EXTENT OF THE VARIOUS SUPERVISORY UNITS

- 38 states with the county unit have county superintendents.
- 2 states, in which the unit is one or more counties, have division superintendents and deputy state superintendents, respectively.
- 1 state, in which the unit is a county or a part of a county, has district superintendents.
- 7 states with the township unit have township or union superintendents, a union being composed of two or more townships.

Several states with the county supervisory system have made provisions for closer supervision than is possible by the county officer unassisted. Of these West Virginia and Oregon are especially noteworthy. As the district supervision in these two states is treated elsewhere in this volume a meager outline only will be given here. West Virginia in 1907 authorized "district superintendents" to have the supervision of all the country, village, and town schools in the district, exercising the same powers, duties, and privileges usually conferred upon city superintendents. The school district in West Virginia referred to here is the magisterial district and is about one-sixth of a county. In 1911-12 there were 37 district superintendents working in 19 counties, each of whom had an average of 34 schools under his jurisdiction. The district board of education is authorized by the law to engage a district superintendent if it sees fit to do so, or the board may be required to do so upon the written application of a majority of the taxpayers of the district. Oregon in 1911 enacted a school law which provides for a county board of education in each county having more than 60 school districts. This board is required to divide the county into "supervisory districts" to contain from 20 to 50 schools each and to place in each district a "supervisor." This supervisor is a county officer,

responsible to the county through the county superintendent. There are now, in 1912, 24 such supervisors.

In the early summer of 1912 Kentucky authorized county boards of education to appoint "county supervisors" to help supervise the schools under the direction of the county superintendent. The schools opened for the fall term of 1912 with 46 supervisors already engaged; 70 were in office by the close of the year 1912. About 34 similar "county supervisors" have begun work in as many counties distributed throughout the southern states, largely due to the activities and influence of the Southern Education Board and its agents.

The school laws of North Dakota provide an office assistant to county superintendents in counties having 50 or more schools. In counties of 150 or more schools the county superintendent is allowed in addition to his office assistant 1 deputy for every 100 schools to assist in visiting schools and in their general supervision. There were 10 supervising deputies employed in 1912. Maryland has a similar provision in her school laws and there were employed in that state in the school year 1911-12 "assistant county superintendents" in 3 counties. The new school code adopted in Pennsylvania in 1911 provides for assistant county superintendents in the largest counties. A few other states have passed permissive legislation but little advantage of it has yet been taken.

Another plan of aiding county superintendents in their supervisory work has met with considerable success in a few counties where tried in Virginia, South Carolina, Georgia, Alabama, Mississippi, and Louisiana. In these counties there has been appointed a rural school "industrial teacher" working under the direction of the county superintendent. The work of this teacher consists in visiting the rural schools of the county for the purpose of introducing industrial work such as sewing, cooking, gardening, and establishing cooking clubs, canning clubs, corn and tomato clubs, and school improvement associations. While not directly concerned with the academic work of the school, the effects of the visit of such a teacher have been to produce an awakening in the entire life and the work of the school. They have proved their value by showing themselves able to make many suggestions regarding the management of the school, the arrangement of the program, and methods of teaching of especial value to inexperienced teachers.

There is included in this paper a large table which shows for each state the unit of organization for the administration of the rural schools,

RURAL SCHOOL SUPERVISION*

	Unit of Organization for Administration	Unit of Supervision	No. of Counties	No. of Supervising Officers	Title of Supervising Officer	How Appointed or Elected	Term in Years
Alabama.....	County	County	67	67	County superintendents	By people	4
Arizona.....	District*	"	14	14	"	"	2
Arkansas.....	"	"	71	14	"	"	2
California.....	"	"	58	58	"	"	4
Colorado.....	"	"	3	2	"	"	4
Connecticut.....	Township	Township and union districts	5	44	City and town superintendents	" local school board	3
Delaware.....	County, district*	County*	168	43	Supervisors (for 97 townships)	state board of education*	1
Florida.....	County*	County*	3	3	County superintendents	people	2
Georgia.....	County	County	47	146	"	county board of education	4
Idaho.....	District	"	27	27	"	people	2
Illinois.....	"	"	103	102	"	people	4
Indiana.....	Township	"	92	92	"	county board of education*	4
Iowa.....	District*	"	90	90	"	people	2
Kansas.....	District	"	105	105	"	"	2
Kentucky.....	County, division*	"	119	119	Supervisors (assistants to county superintendents)	"	4
Louisiana.....	Parish*	Parish*	60**	60	Parish superintendents	By parish board of education	4
Maine.....	Township	Township and union district	16	11	City	" local school board	1 to 5
Maryland.....	County*	County*	520*	313	Union	" union board*	1
Massachusetts.....	Township	Township and union district	23**	23	Union (for 196 townships)	By county board of education	2
Michigan.....	District*	County*	14	110	County superintendents	local school board	1
Minnesota.....	District	Township and union district	354*	79	City and town superintendents	union board	3
Mississippi.....	County, district	County	83	83	Union superintendents (for 244 townships)	By people	2
Missouri.....	District	"	86	86	County school commissioners	"	4
Montana.....	"	"	79	79	" superintendents	"	4
Nebraska.....	"	"	114	114	"	"	4
Nevada.....	"	Supervisory district*	29	29	"	"	2
New Hampshire.....	Township	Township and union district	92	92	Deputy superintendents of public instruction (for 16 counties)	state board of education	4
New Jersey.....	Township	County	10	12	City and town superintendents	By local school board	1
New Mexico.....	District	Supervisory district*	234*	28	Union superintendents (for 77 townships)	union school board	1
New York.....	"	County	21	21	County superintendents	By state com. of education	3
North Carolina.....	County	County	26	26	District	people	2
North Dakota.....	T'ship, district	County	57	207	County superintendents (for 77 counties)	district board of directors	5
		County	100	100	County superintendents	By county board of education	2
		"	49	49	"	people	2

Ohio.....	Township District	{ 88 } { 1353 }	48 ^r 386	City and town superintendents Township superintendents	By local school board " " " people " county board of education	1 to 3 1 to 3 2 4
Oklahoma.....	"	{ 34 } { 77 }	34 77	District supervisors (assistants to county superintendents) County superintendents	By county board of education ^r " local school board " union board " people " county court " people	4 4 1 2 2 2
Oregon.....	Township	{ 66 ^{as} } { 38 ^s }	66 38	County superintendents (to county superintendents) County superintendents	By people ^{as} " local board " union	4 1 1
Pennsylvania.....	Township and union district	{ 43 } { 65 } { 06 } { 245 }	43 65 06 245	County superintendents (to county superintendents) County superintendents County superintendents (for 171 townships) County superintendents (to county superintendents)	By state board of education By people " district board of education By people " "	4 2 4 4 2 2
Rhode Island.....	County	{ 27 } { 14 } { 74 } { 246 ⁴ }	27 14 74 246	County judges (ex-officio) superintendents City and town superintendents Union superintendents (for 171 townships) Division superintendents (to have 2 counties each)	By people ^{as} " local board " union	2 2 1 1
South Carolina.....	County	{ 100 } { 39 } { 55 } { 58 }	100 39 55 58	County superintendents (to have 2 counties each) County superintendents District supervisors (assistants to county superintendents) County superintendents	By state board of education By people " district board of education By people " "	4 2 4 4 2 2
South Dakota.....	"	{ 71 } { 14 }	71 14	District supervisors (assistants to county superintendents) County superintendents	By state board of education By people " district board of education By people " "	4 2 4 4 2 2
Tennessee.....	"					
Texas.....	District					
Utah.....	District ^{as}					
Vermont.....	Township					
Virginia.....	Magisterial district ^{as}					
Washington.....	District					
West Virginia.....	Magisterial district ^{as}					
Wisconsin.....	District					
Wyoming.....	"					

NOTES.—Cities and the large towns are independent districts except in the New England states and in Delaware, Florida, Louisiana, and Maryland.

- ¹ Data in this table are for the fall of 1922.
- ² City and town superintendents in New England are included as their territory includes the entire township.
- ³ By district is meant the single district, usually one school and the territory it serves; by "county, district," both the county and single district, with the balance of power in the district.
- ⁴ The union district in New England is composed of two or more townships.
- ⁵ By union board in 5 districts.
- ⁶ Number of townships.
- ⁷ City schools are included in the county systems.
- ⁸ Composed of the township trustees and one trustee from each town.
- ⁹ The township in 24 instances.
- ¹⁰ The Kentucky county is divided into from 4 to 8 educational divisions; the division holds the balance of power.
- ¹¹ New Orleans Parish excluded.
- ¹² Composed of one or more delegates from each township.
- ¹³ Baltimore City excluded.
- ¹⁴ The township in the upper peninsula and in 4 townships in the lower.
- ¹⁵ The Nevada supervisory districts contain from 1 to 6 counties.
- ¹⁶ The New York supervisory district is a county or a part of a county.
- ¹⁷ Philadelphia County excluded.
- ¹⁸ Composed of township school directors.
- ¹⁹ The county in five instances.
- ²⁰ Two superintendents have one-half county each.
- ²¹ Appointed by county board of education in the 5 counties organized on the county-unit basis.
- ²² The magisterial district is from one-fourth to one-eighth of a county.
- ²³ Ninety counties form one division each; 20 counties form 10 divisions.
- ²⁴ Tennessee has a few counties with the township or district unit.

the unit of supervision, the number, titles, manner of appointment, and length of terms of the supervising officers. It shows also the extent of supervision. It has been necessary to include the city and town superintendents in those states where the township is the unit of administration and of supervision for the reason already stated. No other city superintendents are included except in the 4 states already referred to, in which city and rural schools are both a part of the county system under the same management and oversight.

The manner of appointing or electing the supervising officer has a direct bearing upon the efficiency of his work. In every state where the township is the unit of supervision it is also the unit of organization and the superintendent is selected by the local school board. The quality of the man selected depends largely upon the ideals of the board. In some cases the selection must meet with the approval of the state authorities where the state is contributing to the schools to be supervised. In the other 41 states, including those with county supervision and New York, Nevada, and Virginia, the supervising officers are elected by the people in 29 states; they are appointed by the county board of education in 8; by the state board in 2; by the state commissioner of education in 1 with the approval of the state board in 1; and by the governor in 1. This is shown, together with the length of the term for which they are appointed, in the following table:

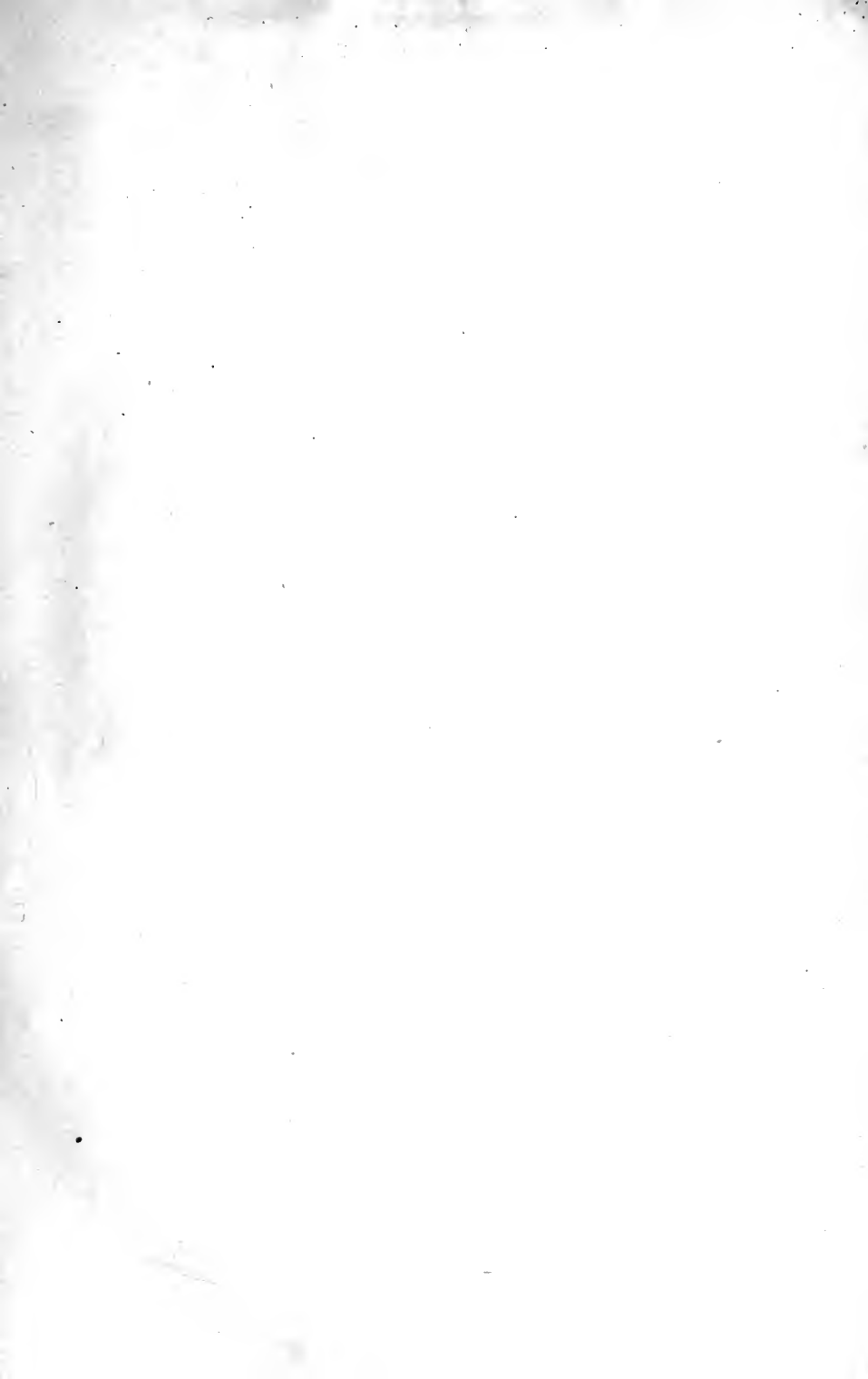
APPOINTMENT AND TERM OF THE COUNTY SUPERINTENDENTS AND THE SUPERVISING OFFICERS IN NEW YORK, NEVADA, AND VIRGINIA*

Elected by people for 2 years.....	19
Elected by people for 4 years.....	10
Appointed by county (or district) board of education	
for 2 years.....	3
for 4 years.....	4
for 5 years.....	1
Appointed by state board of education	
for 4 years.....	2
Appointed by state commissioner of education	
for 3 years.....	1
Appointed by governor for 2 years.....	1
Total.....	41

* New York: District Superintendents.

Nevada: Deputy state superintendents of public instruction.

Virginia: Division superintendents.



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