

SURVEY
OF
Educational Conditions
in Fairfield County, Ohio



BY
F. C. LANDSITTEL
HALF-TIME HIGH SCHOOL INSPECTOR
OHIO STATE UNIVERSITY

PUBLISHED BY
VERNON M. RIEGEL
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AS DIRECTOR OF EDUCATION

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FOREWORD

It is suggested that this bulletin be used as a guide for county superintendents in the study and survey of school conditions in their respective counties. Knowledge of things as they are is a necessary condition precedent to the realization of ideals.

Hoping that this publication may be helpful to all who desire to make an intensive study of rural school conditions the same is respectfully submitted.

PREFATORY

The survey reported in the following pages was undertaken at the request of the State Superintendent of Public Instruction largely for his information, but primarily for the benefit of the county surveyed. Being an almost purely individual piece of work, some doubt may be entertained as to whether the term survey may with propriety be applied to it. Little or no opportunity was afforded for conference or counsel upon the subjects with which it deals, and hence the conclusions reached are not advanced with high claims as to their finality. They are, however, based upon carefully recorded and substantial evidence.

The field work occupied a total of twenty-three days in the months of September, October, and November, 1920. Eleven days were spent in visiting teachers in company with district superintendents of schools, in the course of which time forty-four one-room rural schools were inspected.

Two meetings of the rural and village superintendents were attended, at which features of the survey were discussed and certain facts incorporated in this report were brought out. One meeting of the county board of education was attended for the purpose of urging upon this board reorganization of the county administrative system. A regular meeting of the Walnut rural board was attended, also, with the idea of furthering consolidation of the schools of the district.

All of the high schools of the county, with the exception of Lancaster city, were regularly inspected in the course of the survey, although very limited space is given to them in this report.

A considerable part of the information obtained in the course of the survey was drawn from reports furnished by the superintendents. In this and in every other point of their relationship to the survey, the superintendents showed a most obliging and courteous spirit. The same may be said of board members and teachers, so far as the surveyor was brought into contact with them. All of this is gratefully acknowledged.

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CHAPTER I

I. Background

The Land Situation Fairfield lies at the south-eastern corner of a group of agricultural counties of central Ohio. Its area is 470 square miles, approximately six-sevenths being cultivable land. The one-seventh not under cultivation represents wood-lots and scattered spots of waste land aggregating approximately 4,000 acres. These both, for the most part, are located in the south-eastern part of the county. The only unproductive soil worth considering is to be found on the hills and ridges of this same section. These hills represent what may be termed a point in the south-eastern edge of the glaciated area of Ohio. The land elsewhere thruout the county is gently rolling, and covered to varying depths with rich glacial deposits. Besides wide-spread fields of drift there are to be found further evidences of early glacial work in the form of boulders and moraines. An especially conspicuous glacial earthwork is Mt. Pleasant, an eminence of sandstone with almost vertically cut sides, located within the limits of the city of Lancaster.

Political Division The political divisions of the county embrace thirteen townships, fifteen villages, and the county seat city of Lancaster. Most of the townships are laid out on the regulation United States Land Survey basis, six miles square. Exceptions are as follows: Madison, 5 by 6 miles; Richland, 4 by 6; Violet, 5 by 8; with two odd square miles projecting toward the west at the north-west corner; and Liberty, Walnut, and Berne, each 6 by 8 miles. The city of Lancaster is located only a little distance south of the exact center of the county.

Bodies of Water No bodies of water of material consequence are to be found in the county or immediately contiguous to it. Buckeye Lake in the extreme north-east is the site of a not unimportant pleasure resort, but it does not affect appreciably the life of the population of the county as a whole. Clear Creek, which has its source in the mid-western part of the county, follows a winding course thru three south-western townships, passing out of the county at about the middle of the southern boundary. On the opposite side of the county is Rush Creek which flows almost due south thru the two eastern-most townships. The extreme upper course of the Hocking River is in the county, the source being toward the western border a little north of midway from north to south. Its course

is south-easterly, touching the city of Lancaster and crossing the southern border a little east of mid-way. All three of these streams have had somewhat to do with the topography of the southern half of the county, particularly in the production of considerable flood plains along their courses.

Railroads Three railroads traverse the county. The Toledo and Ohio Central runs in a north-west to south-easterly direction thru the three northern and two eastern townships, with a division extending northward from the town of Thurston. The Hocking Valley Railroad crosses diagonally from a point on the western border six-and-a-half miles from its north limit to approximately the south-eastern corner. This road is paralleled from Lancaster northward by the Lancaster division of the Scioto Valley traction line. The Trinway-Cincinnati division of the Pennsylvania railroad system extends from a point about two miles from the south limit of the western border in a direction a little north of east to a point somewhat south of the middle of the eastern border. This latter line intersects the Hocking Valley at Lancaster and the Toledo and Ohio Central at Bremen. All are single-track roads, but substantial and serviceable. The first of these railroad lines, the Toledo and Ohio Central, affords access to the cities of Columbus, Newark and Toledo to the north, and to the south, to New Lexington, Athens, Gallipolis, Pomeroy and Charleston, W. Va. The Hocking Valley, besides furnishing an outlet to the cities already named, is a means continuously used by the people for reaching other southern towns, such as Logan, Jackson, Wellston, and indirectly Portsmouth. The Pennsylvania line establishes communication eastward beyond New Lexington with Zanesville and Trinway, a junction point on a through line of the Pennsylvania system, and in the opposite direction with Circleville, Washington Court House, Wilmington, and Cincinnati.

Wagon Roads Fairfield county is well provided with main market roads. These are well distributed over the county, their tendency toward centering at Lancaster being properly quite pronounced. Roads of the lately conceived inter-county highway type radiate from Lancaster in five directions. Inter-communicating roads between those of main travel follow section lines only in part. The extent to which this is true gradually diminishes from north to south until the middle of the county is passed, when it becomes scarcely at all perceptible. The total mileage of roads is 1009, all but 324 miles of which are improved. With a proportion of less than one third of unimproved or dirt roads the county is in a highly favorable position, compared with other counties of the state. Twenty-five miles of brick, cement, and macadam roadway are maintained by the state. Gravel and macadam roads to the extent of 235 miles have been improved and are

being maintained by the county, while the townships have improved and are maintaining 425 miles of such roads.

Agricultural Wealth

As previously intimated the paramount source of wealth is agriculture. The surveyor can not refrain from commenting upon the evidence practically everywhere encountered of abounding prosperity on the farms. There were literal miles of shucked fodder rows with full-crop heaps of corn lying by; mountains of lately threshed stacks of straw; apples flushed with stored-up crimson and gold snatched from summer sunsets, seen still swaying upon heavily burdened, well nourished trees or piled high in orchards; pumpkins; peaches; potatoes; grapes; pears, — everything in fact that the horn of plenty could hold. Best of all, as the countryside was traversed, there were observed nearly everywhere not only substantial barns but peacefully attractive, indeed beautiful, country homes. The whole situation seems almost to defy everything like money valuation. The place which Fairfield County holds in the agriculture of Ohio is shown by statistics to be found in the Ohio Annual Crop Report for 1919. The production of corn in that year was 2,581,763 bushels, the county ranking twenty-third among the counties of the state. In winter wheat the production was 1,375,210 bushels, the rank being third; in oats 114,100 bushels, rank eighty-second; potatoes 55,427 bushels, rank fifty-fourth; hay 56,178 tons, rank twenty-fifth. The production of some of these crops for 1920, according to the federal census was as follows: Corn 2,646,000 bushels; wheat 538,200 bushels; oats 148,200 bushels.

Land Values

Land values range from sixty and seventy-five dollars an acre in the less productive parts to two and three hundred dollars elsewhere. Two hundred dollars is the prevailing valuation thruout most of the county. The total value of land and buildings in the county, exclusive of the city of Lancaster and the villages, as reported by the last federal census is \$39,124,641. This represents an acreage of 307,007 or nearly \$130 an acre as the average valuation. From the auditor's tax list it appears that about one-fifth of farm values is attributable to buildings. Deducting in this proportion, it appears that the average valuation of the naked land is \$104 an acre. During the progress of the survey the judgment was formed from what seemed to be reliable evidence, that real estate in Fairfield County is listed for taxation at about 60 per cent of its true value. Taking such a percentage of the federal valuation of farm lands and buildings as given above, we get \$23,474,785, which comes interestingly close to the county auditor's total of \$26,148,780, for the same class of property. When it is remembered that the census valuations are almost certain to be conservative, the figures seem to run together still more closely.

The total of taxable wealth in the county as shown by the duplicate for the current year is \$74,223,000. The city of Lancaster furnishes \$19,000,000 of this, which is approximately \$1400 per capita of the total population. The total outside of the city of Lancaster is \$55,223,000, or \$1,364 per capita. When the same percentage is applied here as in case of land values above, a percentage that in all likelihood is far too low as regards personal property, we arrive at a per capita wealth in the city of Lancaster of \$2,330 and \$2,270 outside.

Population The total population of the county as shown by the census is 40,484. This represents an increase of 3.3 per cent over the census of 1910, as against an increase for the state at large of 20.8. Thirty-five counties grew more rapidly; but in every one of these cases excepting four the growth of population within the decade can clearly be ascribed to large or small industrial centers. At least twenty other predominately agricultural counties in the state actually declined in population during the same period. The growth of the county has ever been gradual but substantial.

Character of the Population Conservatism may be said to be a characteristic of the county generally. Its founders, hailing as they do from England and Kentucky, bestowed in the beginning a heritage of sturdiness, sobriety, and moderation in all things. Later a stream of emigrants came from eastern Pennsylvania, a goodly proportion of whom were of mixed English, Irish, and Dutch ancestry. The present population of the country as a whole embraces a considerable element descended from these pioneer stocks. Economic success, operating in conjunction with a native interest in settled rural life, has made the population up to the present generation willing in general to live their lives thru on the farm. Land tenantry and absentee landlordism has grown considerably, to such an extent in fact as to affect in a marked way the welfare of the county in general. There are in the county at present 1,080 tenants, as against 2,357 owners. This represents a gain in tenantry of 17.9 per cent in the last ten years, the corresponding gain for the state at large being less than 3 per cent.

Industries The most important form of industry, aside from farming, is the manufacture of glass and glass products, all of which is carried on in the city of Lancaster. There are two plants producing window glass, two that make miscellaneous glassware, and one that makes lenses. These five establishments, employ in all 1431 persons. Another small window glass plant located at the village of Pleasantville was recently destroyed by fire. Manufacturing of shoes is the second industry in importance. This is centered in one large plant, also in Lancaster, with 1074 employes. Manufactories of metal products

are found on only a small scale, there being seven plants, devoted for the most part to the making of small types of agricultural and other machinery, and engaging a total of 351 employes. A rubber tire manufacturing concern, established three years since, enjoyed a thrifty growth until checked by the recent depression in the automobile business. Flour milling is of sufficient importance to deserve mention, establishments of the kind being found in practically all of the smaller towns as well as in the city of Lancaster.

Business Connected with the flouring mills as well as operating independently, are numerous grain elevators scattered over the country, thru which the immense annual grain product is handled. Other types of merchandizing to be found center around the business of farming. The marketing of live-stock is a conspicuous example.

II. School Population and Attendance

School Population and Size of Schools The total population, according to the federal census of 1920, is 40,484. As previously stated this represents an increase in ten years of 3.3 per cent. The 1920 school census shows an enumeration of 10,461 youth between six and twenty-one years of age. The net enrollment in the public schools in the year 1919-20 reached a total of 8092. Including an enrollment of 495 in parochial schools the grand total of pupils enrolled in the schools of the county is 8587. It appears, therefore, that 25.8 per cent of the total population are of school age, and 21.2 per cent are in school. The school enrollment, moreover, represents a little over 82 per cent of the enumeration, which is a fairly good showing. Rural schools are in general of satisfactory size, the average number of pupils to each teacher being 22. The corresponding average for the villages is 24, and for the city of Lancaster 29. Returns made by superintendents did not cover completely the situations as to schools having an average daily attendance of fewer than ten pupils; four were reported which figure, the surveyor has reason to believe, represents about half of the total number. The public school enrollment by grades is shown for the month of October, 1920, in Table I.

TABLE I
ENROLMENT BY DISTRICTS AND GRADES, OCTOBER, 1920

Rural Districts														
Grades	1	2	3	4	5	6	7	8	9	10	11	12	Totals	
Amanda Tp.	27	35	34	24	23	34	25	25	.....	.....	.....	.....	227
Berne	63	38	41	31	58	33	32	19	13	5	6	5	344	
Bloom	48	44	29	32	35	41	33	28	.....	.....	.....	.....	290
Clearcreek	48	26	25	37	29	25	33	20	18	10	12	4	287	
Greenfield	20	27	31	27	25	17	15	12	.....	.....	.....	.....	174
Hocking	71	51	40	27	42	61	25	18	.....	.....	.....	.....	335
Liberty	21	25	15	18	33	24	19	21	.....	.....	.....	.....	176
Madison	18	30	25	27	39	24	24	20	.....	.....	.....	.....	237
Pleasant	36	25	24	17	24	14	13	19	.....	.....	.....	.....	172
Richland	17	11	14	18	10	15	9	15	.....	.....	.....	.....	109
Rushereek	29	30	34	26	40	19	28	23	.....	.....	.....	.....	229
Violet	26	26	36	23	38	26	30	17	28	18	11	9	288	
Walnut	40	48	37	18	49	36	38	46	29	15	12	11	409	
Totals	494	416	385	355	445	369	321	283	88	48	41	29	3,277	
Village Districts														
Amanda	21	23	23	17	17	24	15	19	26	23	11	16	235	
Bremen	28	31	31	26	25	26	17	29	31	26	17	23	310	
Carroll	14	7	11	10	16	6	9	9	14	21	10	15	142	
Liberty Union* ...	34	26	30	17	33	38	22	22	41	32	17	24	336	
New Salem	11	8	7	3	2	11	4	7	4	.....	.....	.....	57
Pleasantville	12	8	17	11	10	13	15	12	26	27	25	11	187	
Rushville Union* ...	15	12	11	7	7	14	7	8	14	11	17	8	131	
Sugar Grove	14	11	8	17	15	12	12	10	27	4	15	3	148	
Totals	149	126	138	108	125	144	101	116	183	144	112	100	1,546	
Totals—Village and Rural	643	542	523	463	570	513	425	399	271	192	153	129	4,823	
City of Lancaster..	322	265	243	239	214	256	225	200	202	142	100	88	2,526	
Grand Totals ...	965	807	766	702	814	769	650	599	473	334	253	217	7,349	

* Liberty Union is a joint district embracing Baltimore and Basil villages, together with attached rural territory. Rushville Union was similarly formed by agreement between East and West Rushville.

**Relation
of High
School to
Elementary
Enrolment —
Rural
Districts**

Abnormally large first grade enrollments appear in several instances due to the practice still obtaining to some extent of admitting pupils who have not yet attained the age of six. These early entrants usually repeat, resulting in a piling up of the enrollment here. There are districts, too, showing evidence of irregular progress thru the grades, due, in all probability to irregular attendance, inefficient teaching, lack of proper supervision, or a combination of these causes. The percentages of the high school enrollment on total enrollment in the townships maintaining high schools are as follows: Berne Township, 8.4; Clear Creek, 5.3; Violet, 22.9; Walnut, 16.5. For the total of all rural districts the percentage is 6.3. This last figure is of little significance, inasmuch as a number of pupils resident in each of the townships that are without high schools are in attendance at village high schools, at high schools maintained by other township districts, or at the Lancaster city high school. Berne Township contributes a considerable contingent to this last named school and a few to Sugar Grove, while a number from Clearcreek Township attend high school at Amanda village, because of readier access, and because of the further fact that the township has in the past not offered attractive advantages in its own school. Reorganization of the township system is now being effected, however, which will rectify this situation. Violet township stands in marked contrast to Walnut, altho the latter has two high schools, nominally of first grade. The explanation lies in the fact that Violet is centralized, whereas Walnut by permitting division of the energies which it devotes to secondary education has nothing that is at all in keeping with its possibilities.

**Relation
of High
School to
Elementary
Enrolment —
Villages**

In the villages the percentages of all pupils in high school are as follows: Amanda, 32.4; Bremen, 31.3; Carroll, 42.3; Liberty Union, 33.9; New Salem, 7; Pleasantville, 47.6; Rushville Union, 38.2; Sugar Grove, 33.1. For all villages combined the percentage is 34.2. For the city of Lancaster it is 21.1. Deducing non-resident pupils the percentage of high school pupils enrolled in the Amanda village high school, based on the enrollment in all grades of the village schools, is 12.2. The like percentage for Bremen is 15.2; Carroll, 27.4; Liberty Union, 19.9; New Salem, 7; Pleasantville, 31.8; Rushville Union, 22.9; Sugar Grove, 33.1; for all village districts combined 19.5; and for the city of Lancaster, 18.6. Making similar deductions in the cases of the rural high schools, there appears to be a net enrollment in Berne Township high school of pupils resident in the township of only 5.8 per cent of the whole enrollment in all grades thruout the township. In Clearcreek 15 per cent of all locally resident pupils enrolled are in high school; in Violet 21.9 per cent; in Walnut

16.5 per cent; and in all rural districts maintaining high schools 14.3 per cent. These figures indicate quite closely the extent to which the respective school systems are holding pupils thru high school; and yet they are not absolutely correct for the reason that small deductions should be made also from the elementary enrollment on account of tuition pupils. Data on this point unfortunately were not obtained. New Salem with its 7 per cent high school enrollment is a striking instance of the folly of maintaining an impotent third grade high school when good first grade high school advantages are accessible to residents of the locality.

**Length of
the Annual
School
Term**

As will be observed by reference to Table II the number of days school was in session during the last school year ranges from 154 in Berne and Rushcreek townships to 179½ in the city of Lancaster. The average for the rural elementary schools is 162 days, while for the village schools, elementary and high, it is 174. The average for rural high schools is 164 days. Even in the case of the highest, Lancaster city, the number of school days to the year might well be increased. Only twenty-three more than half of the working days of the year are here devoted to pursuit of education, while in the rural districts only eleven more than half are so employed. While children out of school in rural localities are not exposed to the moral and physical hazards of the city, they do fail in even greater degree to meet with forms of stimulus to mental growth such as the school supplies. Furthermore the relative absence of social contact during vacation is distinctly to the disadvantage of rural children. Defective social training may be pointed out as perhaps the most glaring deficiency in the life equipment of the average rural adult. To inflict upon the child during most of his childhood years the order of life of a near recluse means inevitable perpetuation of this deplorable rural weakness. Country children stand distinctly in need of enlargement of their opportunity for widely varying, relatively free contact with other children, a kind of experience that is indispensable to their proper socialization. The peculiar dangers to which child life in vacation time is exposed in the urban communities, moreover, are to be obviated most effectively by extending here also the period, in terms of both days of the year and in years, during which it is under the control of the guiding hand of education.

TABLE II
ATTENDANCE, 1919-20

Rural Districts	Net Enrollment	Average Daily Attendance	Per Cent Attendance	Days School in Session	Rank in % of Attendance	No. Pupils under 18 Who Are Not in School	No. Pupils in Part Time
Amanda Tp.....	269	191	71	157	10		
Berne	118	299	71.5	151	7		
Bloom	317	220	69.1	157	11		
Clearcreek	397	227	57.9	157	6		
Greenfield	186	123	66.1	156	12		
Hocking	191	319	71.1	156	9		
Liberty	223	181	81.2	156	3		
Madison	257	185	72.5	157	8		
Pleasant	201	151	75.5	156	5		
Richland	127	81	63.8	156	13		
Rushcreek	229	123	79.9	154	4		
Violet	391	273	91.1	177	1		
Walnut	120	373	77.8	165	2		
Total	3,749	2,811	75.8				
Village Districts							
Amanda	210	209	77.1	177	3		
Bremen	307	253	72.4	177	6		
Carroll	159	133	73.6	180	4		
Liberty Union	335	278	73	177	5		
New Salem	50	46	92	170	1		
Pleasantville	182	146	70.2	173	7		
Rushville Union	131	108	76.5	176	2		
Sugar Grove	156	138	77.5	177	3		
Total	1,563	1,311	83.9				
Lancaster	2,772	2,255	81.3	179			

**Enforce-
ment of
Attendance**

The percent of attendance at school of children enrolled, as will be noted by referring again to Table II, rises above ninety in only one instance, and above eighty-five in only three others. The percentage for all rural children combined is 75.8, while for all children in the villages it is 83.9. Lancaster shows the surprisingly low figure of 81.3, being below the villages and only nine units higher than that of the rural districts. The apparently inescapable conclusion to be drawn from such a showing is that low morale as regards school attendance is widely prevalent. This state of affairs as to rural districts is further shown by the fact that only 274 out of 537 pupils in twenty-three schools in which note was taken, a few more than half, were neither absent nor tardy during the month of October. Rigorous enforcement of the law is difficult, in the rural sections at least, owing to the notion still persistent on a widespread scale

in the minds of rural folk that farm-work or home-work is good and sufficient reason for keeping children out of school. Child labor in the country, as a matter of fact, is only a little less inexcusable than in the city. Further difficulty arises from the fact that local truant officers are frequently deterred from doing their duty by unwillingness to incur the ill will of neighbors, if not from other less worthy causes. A few counties have found a way of obviating these petty local hindrances. By agreement among all districts the same individual is employed as truant officer by all. A more competent person is thus secured, local feeling is overcome, and the office, to all practical purposes, is raised to somewhat the same level of dignity as that of the county sheriff. The success which has attended this kind of arrangement, apparently wherever tried, reveals the need of specific provision in the law for a county truant officer. Properly he should be appointed by the county board of education, and should be an attache of the county superintendent's office. Until this development in educational legislation can be brought about, the boards of education of Fairfield County would do well to adopt the plan of co-operative action described above. School officials should resort to legal processes as means of securing better school attendance more generally than they appear to be doing; but this kind of activity should be accompanied by a vigorous campaign of education on the effects of good as against poor attendance. Do the people in the rural districts realize that as a matter of general practice pupils are absent from school practically one week in four? Have they had opportunity to learn what effect this is certain to have upon the progress of their children thru school, or upon their accomplishing an adequate preparation for life in a period of years of reasonable length? Here assuredly is a topic for discussion at community meetings and on every other possible occasion.

The Age-Grade Situation

Only a very superficial study was found possible, unfortunately, of the situation as regards the progress pupils are making thru the grades. It consists merely of a display of the extent of under-ageness and over-ageness in the various districts in the form of Table III. It serves the purpose principally of showing comparative age-grade conditions among the districts. The two year span is used as the basis of normal age, i. e., pupils 6 and 7 years of age are regarded as being of normal age for the first grade, 7 and 8 year-olds for the second, and so on. Hence pupils in the first grade who, at the time of the survey, were five years and six months of age are regarded as under-age and those are regarded as over-age who were past 7 years and six months. Likewise pupils in the second grade are considered as under-age if they had not at the time of the survey passed 6 years and 6 months, and as over-age if they had passed 8 years and 6 months. The high percentages in several instances of under-age pupils is not by any means conclusive evidence of an equal extent of acceleration, for the reason, as previously pointed out, that

considerable numbers of children enter school before the sixth comes to be their nearest birthday. Over-ageness is contributed to in less degree by late entrants. The wide variation among the districts in both under-age and over-age percentages apparently runs very much beyond the differences existing in native ability of the groups of pupils represented; it points rather to lack of unity and concert of effort among teachers and supervisors in administration of the curriculum. Considering the relatively loose basis upon which the basic age-grade tables were constructed, under-ageness to the extent of 12, 13, 16, 17, and 26 per cent should prompt investigation as to whether the pupils concerned are able to benefit from the work which they are attempting, while over-ageness running to as high as 24, and beyond that to even 44, per cent should be regarded as the signal for corrective measures vigorously applied.

TABLE III
AGE-GRADE OF PUPILS, OCTOBER, 1920

Rural Districts	Under Age	Normal Age	Over Age	Totals	Per Cent U. A.	Per Cent N. A.	Per Cent O. A.	Rank, Basis of Over-Ageness
Amanda Tp.	23	149	55	227	10	66	24	8
Berne	1	222	121	344	0	65	35	13
Bloom	27	196	67	290	9	68	23	6
Clearcreek	17	193	77	287	6	67	27	11
Greenfield	0	138	36	174	0	79	21	5
Hocking	25	197	113	335	7	59	34	12
Liberty	11	152	13	176	6	86	8	1
Madison	28	177	32	237	12	75	13	2
Pleasant	1	139	32	172	0	82	18	4
Richland	3	78	28	109	3	71	26	9
Rushcreek	0	171	55	229	0	76	24	7
Violet	37	208	43	288	13	72	15	3
Walnut	21	273	112	409	6	67	27	10
Totals	197	2,296	781	3,277	6	70	24	.....
Village Districts								
Amanda	30	159	16	235	13	68	19	7
Bremen	18	208	51	310	16	67	17	6
Carroll	12	109	21	142	8	77	15	4
Liberty Union	1	311	24	336	0	93	7	2
New Salem	15	36	6	57	26	63	11	3
Pleasantville	27	153	7	187	11	82	4	1
Rushville Union	2	73	56	131	1	55	44	8
Sugar Grove	25	99	24	148	17	67	16	5
Totals	160	1,148	238	1,546	10	71	16	.....
Village and Rural.....	357	3,444	1,022	4,823	7	72	21	.....
City of Lancaster.....	170	1,944	412	2,526	7	77	16	.....
Grand Totals	527	5,388	1,434	7,349	7	73	20	.....

Corrective Measures

What are these corrective measures? Briefly, they are of two kinds: (1) close study of the age-grade situation with a view to discovering to what extent over-ageness may be due to repeating grades as against mere late entrance into school; and (2) investigation as to the workableness of the curriculum as to both adaptation of materials assigned to the different grades and its elasticity, by virtue of which the needs of rather widely differing abilities in the same grade are met. The first of the two foregoing lines of study would suggest such measures as the following: determination of ages upon a definite uniform basis; working up age-grade data as far back as records will permit; instituting a uniform cumulative system of pupil accounting thruout all the schools; taking note of the extent of late and early entrance and of non-promotion; making use of the best available means of measuring abilities of pupils. The second field of study would of necessity involve the whole instructional force in analysis of the curriculum in the light of proximate and ultimate objectives to be attained; weighing of subject matter on the basis of rationally chosen criteria of values; and working out the irreducible minimum of essentials for each grade to be taken by pupils of minimum ability to pass the grade, with supplementary material answering to the needs of those of varying higher capacities. It should be borne in mind in all this that the boy or girl of superior powers is the one whose advancement it is of most importance to safeguard.

III. The Curriculum

Basic Curricular Organization

Altho there is nominal uniformity in the work covered in the various grades and subjects, both elementary and secondary, it is not regulated on the basis of a well worked out curriculum. The supervisory force has in view the development of a detailed elementary curriculum, but there is no organized study going on in the direction of such an ultimate achievement. Assignments in the various elementary grades are made on the basis of the text-books in use, a certain section of each book being marked out as the allotted work to be covered in a given grade during a given period of time. There are no printed or mimeographed syllabi in the hands of the teachers for their guidance. In view of the limited contact with teachers which superintendents, aside from those in the village and consolidated schools, can maintain, owing to the number under each one's charge and their scatterment, the present arrangement should be permitted only for such a minimum length of time as may indispensably be required for completion of the curricular organization which the superintendents have in view.

**Cooperation
of Forces in
Curriculum
Making**

The making of a complete curriculum will necessitate the enlistment in co-operative work of all of the instructional forces, including teachers as well as superintendents; if the result desired is to be attained. By reason of their constant and intimate contact with children, the teachers are in position to contribute invaluable aid, particularly on the point of the selection of workable classroom materials and devices. Committees of teachers should be organized, therefore, on the basis of grades and subjects, each one to cover a subject or a limited number of subjects for a certain grade or group of grades. These committees may be expected to produce worth-while results only if their work is permitted to spread over a maximum of three grades to each committee. Exception to this may be justified in minor subjects but certainly not in the fundamentals. The function of these committees will be, not to turn out a finished product, but to recommend material. Their contributions should be put into the hands of a final reviewing committee, composed again in part of teachers, the county superintendent as chairman of this committee being the final arbiter as to what shall go in and in what form. Obviously only select teachers in point of competency should attain membership on these committees. It will not necessarily defeat this end if all other teachers are given some voice in committee selections. In fact the opposite is likely to result if mutual acquaintance among teachers has been furthered properly, and if the process of selection is made to involve full discussion of the qualities of fitness required. Adoption of some such plan of co-operation, besides being in the interest of a creditable kind of finished product, will furnish occasion to teachers for serious study of curriculum problems. The teachers themselves, and likewise the school system, may be expected to reap benefits accordingly. It will all tend, at the least, toward their more intelligent use of subject and grade syllabi when these are ultimately put in their hands.

**Vocational
Life and the
Curriculum**

Aside from agriculture and home-making no vocational pursuits in communities outside of the county seat are of sufficient importance to claim any considerable recognition, unless it may be business. Indeed the elements of business would merit consideration in curriculum making for these communities by virtue of its essential relation to education for the farm and the home. These types of vocational demand are not as yet sufficiently reflected in what the schools offer in their upper-grade and high-school courses. Marked expansion in the offerings of the high schools in agriculture and household arts took place at the opening of the current school year, but only here and there does there appear to be any consistent attempt to relate instruction in the higher grades to these dominant community interests. In the contemplated revision of the elementary curriculum these interests should be kept constantly in the fore-

front as a principal criterion for judging the worth of subject matter to be offered.

**Texts and
Reference
Books**

There is complete uniformity of textbooks in all the schools in the county school district. Lancaster texts are different, but not wholly so. The uniform list in use thruout the county was selected by the superintendents, and on their recommendation adopted by the various district boards of education. The list in general is a commendable one. With very infrequent exceptions pupils are supplied with the required texts. Widely varying conditions obtain as regards the supply of supplementary texts that are at hand for the use of pupils. Six one-room schools visited were found without supplementary readers of any kind.

Libraries

Unabridged dictionaries, usually well worn and in many instances altogether out of date, are to be found in more than half of the schools, while the rest are supplied with dictionaries of smaller sorts. The latter, if not too small, are usually more serviceable in the average elementary school, hence this point is brought out for commendation rather than the opposite. Other reference works are found in very limited degree. Nearly all schools are supplied with some sort of cyclopedia, but it is scarcely ever an up-to-date standard work and all too frequently is in utterly dilapidated condition. Of the forty-four one room schools visited six were found to be without any libraries whatsoever, while eight were found to possess only very poor ones. One of the schools without libraries has a neat bookcase but there is not a library book in it. The remaining thirty may be regarded as only barely sufficient for even the most necessary purposes, excepting two cases. The libraries in these instances contain some books suitable for use by adults of the district, but not by any means a wealth of material contributory to classroom work. There is particular dearth of material, practically everywhere, relating to elementary science, agriculture, and rural life. There is general need, also, of an increased supply of history stories and of books furthering good citizenship. Libraries with few exceptions are kept in cases of acceptable sort. In these excepted instances open shelves are used, and books are thus wastefully exposed to accumulations of dust. One school was found where books were thrown upon the book case shelves in the worst imaginable jumble. The victrola owned by this same school was out in the neighborhood, the teacher knew not where. Such negligence on the part of a teacher would seem to be the signal for pointing him to the way of quickest exit from his position, and from the profession.

**Instructional
Supplies**

Schools are generally supplied with maps in numbers each ranging from one to eight. A few have none, while a limited number have only such as have been obtained free of cost, probably by the teachers, from the state or national

government or from issues by business firms for advertising purposes. Approximately half of the schools have ample sets that are of good quality. None, however, have been provided as yet with maps showing territorial readjustments in Europe or elsewhere occasioned by the World War. Schools without maps, and a few others, are also without globes. Only such instructional supplies as must be regarded as indispensable are at hand. Part of these, such as paper, (examination paper excepted) pencils, and rulers, are furnished by the pupils themselves. Busy work material, number frames, mensuration blocks, ordinary measures of weight and capacity, illustrative pictures and models, victrolas or phonographs, or materials for handwork of any kind are rarely to be found in the schools. An organ, singularly, was found in each of 24 schools, or more than half of all visited. Due to the fact that a number of the one room schools of the county were "standardized" under former laws, these are supplied with small sets of apparatus for teaching agriculture, but unfortunately there is evidence that they are little used in most instances and in some not at all. A good part of some of these sets, in fact, seems to have been lost or destroyed.

Daily Schedules

A uniform schedule of daily exercises, worked out by the superintendents, is in use thruout all the one-room schools excepting those of Walnut Township. Two other schools visited were found not to be conforming to it; one of these was in Rushcreek Township and the other in Pleasant. This regulation schedule is given below. The placement of subjects is to be commended; but certain questions are raised by throwing the time appointments into the form of a weekly time table as given also below in Table V.

DAILY SCHEDULE

Forenoon—

<i>Minutes Allotted</i>	<i>Exercises</i>
—————10	Opening Exercises
—————15	5th and 6th History and Hygiene
—————15	7th and 8th History and Sanitation
—————10	1st Reading
—————10	2nd Reading
—————15	3rd and 4th Reading
—————15	Writing <i>Every Day</i>
—————15	RECESS
—————15	5th and 6th Arithmetic
—————15	7th and 8th Arithmetic
—————15	1st and 2nd Arithmetic
—————15	3rd and 4th Arithmetic
————— 7	5th and 6th Spelling
————— 8	7th and 8th Spelling

Afternoon—

<i>Minutes Allotted</i>	<i>Exercises</i>
_____ 5	Study
_____ 5	3rd and 4th Spelling
_____ 15	5th and 6th Language
_____ 15	7th and 8th Grammar
_____ 10	1st Reading
_____ 10	2nd Reading
_____ 15	3rd and 4th Reading
_____ 15	5th and 6th Geography
_____ 15	RECESS
_____ 15	7th and 8th Geography and Agriculture
_____ 15	1st and 2nd Language
_____ 15	3rd and 4th Language
_____ 15	5th and 6th Reading
_____ 15	7th and 8th Reading and Civics

Fifth and Sixth History will recite on Mondays, Tuesdays and Wednesdays. Hygiene in the same grades on Thursdays and Fridays.

Seventh and Eighth Grade History and Physiology will alternate in the same way.

Seventh and Eighth Grade Geography will alternate with Agriculture. Agriculture to be given on Thursdays and Fridays.

Seventh and Eighth Grade Reading will alternate with Civics which will recite on Fridays.

Alternate Plan: In 1920, '22, '24, '26, etc., the work outlined for the 3rd, 5th and 7th grades will be given; in 1921, '23, '25, '27, etc., the work outlined for the 4th, 6th and 8th grades will be given.

Music, Drawing and the study of pictures should be given some study during the week.

TABLE IV
TIME TABLE

Subjects	Minutes Per Week to Each Grade								Total Min. For Wk.	Per Cent to Each Subj.	Per Cent to Subj. Groups	Acceptable Norms
	1	2	3	4	5	6	7	8				
Reading	100	100	75	75	37½	37½	30	30	485	30.8	.....	.....
Language and Grammar	37½	37½	37½	37½	37½	37½	37½	37½	300	19.0	.....	.....
Spelling	.....	.....	12½	12½	17½	17½	20	20	100	6.4	61.0	40
Writing	9½	9½	9½	9½	9½	9½	9½	9½	75	4.8	.....	.....
Arithmetic	37½	37½	37½	37½	37½	37½	37½	37½	300	19.0	19.0	15
Physiology and Hygiene	.....	.....	.....	.....	15	15	15	15	60	3.8	.....	.....
Agriculture	.....	.....	.....	.....	.....	.....	.....	.....	30	1.9	13.3	12
Geography	.....	.....	.....	.....	37½	37½	22½	22½	120	7.6	.....	.....
History	.....	.....	.....	.....	22½	22½	22½	22½	90	5.7	6.7	10
Civics	.....	.....	.....	.....	.....	.....	7½	7½	15	1.0	.....	.....
Art, Drawing and Music	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Motor Activities	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Total	184½	184½	171½	171½	214½	214½	216½	216½	1,575	100	100	100

Some of the questions which the foregoing distribution of time suggests are these: Is it justifiable that more than a fourth of all instruction time should be devoted to reading? Should the English group occupy more than three-fifths of it? Is it defensible to provide no time at all for art or motor activities? Are the studies having paramount socializing effect sufficiently emphasized? These questions are not to be answered in the same breath with the asking, to be sure, when the peculiar difficulties attending administration of the curriculum in the one-room school are kept in mind. Despite these difficulties, however, it seems that some readjustments are called for. Compare with the following:

DISTRIBUTION OF TIME AMONG ELEMENTARY SCHOOL SUBJECTS

The question of how much time to allot to the various subjects taught in the elementary grades is always pertinent. Every superintendent and teacher in Ohio is definitely concerned with this question. The practices followed when schedules are constructed are often the result of personal opinion rather than being based on usages. For its suggestive value a table is presented below, based upon the practices in between fifty and sixty cities of the United States. The figures used represent the per cent of school time devoted to each subject in each grade from one to six. Two percentages are given in each instance to show the average range. It can be stated with a reasonable degree of assurance that if your time distribution for elementary subjects falls within the ranges indicated or close to either of the two figures, you are following the best accredited practice.

It will be observed that reading in the first grade claims in the neighborhood of one-third of the school time (30%—35%). Reading decreases in amount in each succeeding grade while language increases in its share of attention from the first grade to the sixth, as does arithmetic also, although these two subjects hold a comparatively uniform level from the fourth grade on. Many school programs do not follow this orderly sequence of increase or decrease. Other points need to be noted. Consider a first grade schedule, for instance, which gives spelling and language 20 minutes each out of a 220 minute school day. This is about 9% for each. Reference to the table below shows this to be normal for language but about double the ordinary allotment for spelling.

Not all the subjects taught are listed below. At any rate, most interest will center in the first five. Many schools disregard geography in the first two or even the first three grades.

Subjects	Per cent of total time allotted to each subject					
	Grade I	Grade II	Grade III	Grade IV	Grade V	Grade VI
Reading	30-35	25-30	20-25	15-20	13-15	12-14
Language	8-10	8-11	10-12	11-13	12-13	12-13
Spelling	4-6	6-7	6-7	6-8	5-7	4 $\frac{1}{2}$ -6 $\frac{1}{2}$
Arithmetic	5-7	9-11	11-16	15-17	15-17	15-18
Writing	5-6	5-6	5-6	5-6	4-6	4-5
Drawing	6-7	6-7	6-7	6-7	6-7	6-7
Music	5-6	5-6	5-6	5-6	5-6	5-6
Geography	3-1	3-1	2-5	8-10	10-12	10-13
History				5-8	5-8	7-10
Physical Training	4-5	4-5	3-5	3-5	3-5	3-5

**School
Credit for
Out-of-School
Work**

The limitations just referred to would seem to constitute urgent reason for utilizing to the utmost extent possible outside activities of pupils as means of supplanting the school curriculum. Supervised home project work, for which school credit is given, is the soundest way of accomplishing this end. Thus far nothing of the kind seems to have been attempted in Fairfield County. This departure in educational work, along with boys' and girls' club work and credit for private instruction in music, may well enlist the serious consideration of the supervisory force.

IV. Buildings and Grounds

Buildings

The school buildings of the county have not been given detailed study in the course of the survey; especially is this true of those in the county seat and the villages. The Lancaster city high school building and the ward building known as the North School are creditable structures. The same may be said of the buildings housing both grades and high school at Liberty Union, Stoutsville, Sugar Grove, Amanda, Rushville, Union, Pickerington, Millersport, and Carroll, and of the consolidated grade schools at Oakland in Clearcreek Township and Cedar Heights in Hocking township, and the grade building in Bremen. Aside from three modern attractive instances; the one-room buildings stand in marked contrast to about everything seen outside of schools thruout the county in the course of the survey. This is not to say that every other country school building is in decrepit state, for about half are in good repair and otherwise cared for at least as well as they deserve. None beyond the three excellent new buildings previously mentioned, are at all attractive, or constructed in keeping with fundamental principles of school architecture. Twelve of the forty-four observed are so bad as to excite wonder at the tolerance respecting them of the people whose children must sit in them thru what can not under such physical surroundings be otherwise than dreary school months. They are unquestionably a reproach to the intelligence, and the execrable outside toilets connected with them in many instances to the decency, of the people amongst whom they are suffered to survive. There are 93 one-room school buildings in the county, hence, if the same proportion holds thruout as amongst those observed, a total of 25 should be wrecked without delay or else used as places for storing farm machinery or housing other farm animals than children. Applying the proportion principle once more, 87 buildings thruout the entire county are indicated as being of the roofed-in-box type, with cross lights in every case; a satisfactory outfit of window shades in not more than three-fourths of the cases; double desks in one building in nine, and desks seldom sufficiently varied in size or properly placed; blackboards only infrequently placed suitably for small children; unjacketed stoves in a

third of the cases, and heater-ventilator apparatus in only a third. The situation as to buildings in Fairfield County is such as to suggest not reconstruction, but rather, in view of road conditions and the general prosperity of the county, complete abandonment for schools of the centralized type.

School Beautification The interior appearance of school houses is in general only fairly satisfactory. Walls, if decorated at all, are painted or papered, frequently without regard to hygienic requirements as to color. Good pictures in most cases adorn the walls, however, and in a few instances attractive and educationally significant displays of pupils' work. The good pictures evidently have not seldom suggested doing away with the poor ones still found here and there in conjunction with the good. Only one single room school was found where any serious attempt seems to have been made in the direction of beautifying the school grounds, altho soil conditions are highly favorable practically everywhere. The fact that rare landscaping possibilities in some situations have not been utilized is greatly to be deplored.

V. The Teacher and His Work

Qualifications of Teachers The basic intelligence and personality factors among the teachers, as judged by general estimate only, are not by any means so high as is to be desired. On this basis they stand on a distinctly lower plane than other professional classes. The spirit of sincerity in which they devote themselves to their work, with noticeable exceptions, is, however, to be warmly commended. The situation as regards education of the teachers is shown by Table V. This table is based upon reports made by the superintendents. It shows that 34 out of 151 teachers, 22½ per cent, in the rural districts have not completed standard four years high school courses. The corresponding proportion for the villages is 9 out of 64, or 14 per cent, while for the city of Lancaster it is 7 out of 86, or 8 per cent. The fact that a total of eighteen teachers at work in the rural and village districts hold only temporary or emergency certificates would indicate that this number, or 8.4 per cent of the two groups combined have not the minimum of thirty weeks of professional training required by law at the time of issuance of their certificates. The fact that only seven of the rural teachers have high school and college credits amounting to at least six years would indicate that not more than this number out of the 75 holders of diplomas are graduates of two-year normal courses, the remaining 68 having come from the local county normal school or from county normals in bordering counties. On the basis of similar reasoning there appear to be 8 holders of two-year diplomas among village teachers and

22 in Lancaster. In view of the critical conditions as regards teacher supply thru which we have been passing, this showing is not discreditable. The superintendents show a commendable interest in obtaining teachers of the best possible preparation for their work, and their influence upon boards of education and the public with respect to this important point is showing results.

TABLE V
EDUCATION OF TEACHERS

Rural Districts	Years of Schooling Beyond Eighth Grade								Totals	Medians	Rank	Normal Diploma	Bach. Degree	Masters Degree	
	Less Than 1 Year	1 Year, Less Than 2	2 Yrs., Less Than 3	3 Yrs., Less Than 4	4 Yrs., Less Than 5	5 Yrs., Less Than 6	6 Yrs., Less Than 7	7 Yrs., Less Than 8							8 Yrs., Less Than 9	9 Yrs., Less Than 10
Amanda Tp.	1		1	3				1							
Berne				1	1										
Bloom				1	1										
Clearcreek				1	1			1							
Greenfield	1			1	1	4									
Hocking		2	1	1		1		6							
Liberty					6	3									
Madison	1		2	1	1	3									
Pleasant				3	2	4									
Richland				1	1	4									
Rushcreek		1	1	2	3	4									
Violet		4	4												
Walnut					2	16					2	3	4	1	
Rural Total	3	7	10	14	38	57	2	4	10	1	151	5.7	10	4	1
Village Districts															
Amanda						4	1		2	1		5.9		3	1
Bremen				2	2	3	3	1	1		12	5.7		1	
Carroll*	1								1		5	6.5		3	
Liberty Union					3	1	2	2	3		13	6.3		3	
New Salem			1		2						4	4.3			

Classroom Efficiency of Work An attempt was made to rate all teachers visited on a general merit basis. Five classifications were used, which may be designated A, B, C, D, and E, the highest group being the "A" group. Teachers appearing to show rather exceptional merit were thrown into this group. Those scarcely worthy of being tolerated in classroom work were put in the lowest or "E" class; those doing acceptably good work in class "C"; and those appearing to be intermediate in point of excellence between the middle and the extreme groups in class "B" or class "D". The distribution of the 44 teachers observed, and the proportionate grouping of all rural teachers came out as follows:

Group A	Group B	Group C	Group D	Group E	Totals
5	7	16	9	7	44
17	21	55	31	21	151

Inasmuch as group "C" represents teachers the least efficient of whom are barely acceptable, it would appear that, according to the judgment of the surveyor, 55, or more than one-third of all, of the teachers in the service of the schools are good enough to be retained only until such time as better ones can be secured to take their places. The "A" group on the other hand are doing rather admirable work, demonstrating quite conclusively that, even under the severe handicap of eight grades to one teacher, it is possible to show the children the way of happy achievement in their school life. As the surveyor's observations of teachers went on, and ever since they were concluded, the wish has recurred over and over, that every citizen of Fairfield County might be afforded opportunity to see with his own eyes *how much actual difference there is between the work of a class "A" teacher and that of a class "E"*. It is very much to be desired, too, that those of class "E" should be permitted to observe some out of class "A" at work; it might have a tendency to make them at least a little less hopeless cases. That such kind of opportunity might be afforded is the reason for the provision in the law authorizing a county-wide schedule of inter-visitation among teachers.

Cooperation of Teachers There is a rather pronounced tendency in the teacher toward individualism in the lives they lead, from the standpoint of both their professional consciousness and their social contacts. The relative isolation involved in working in the one-room school is in all probability the principal cause. The tendency is more pronounced, too, in teachers of little or no training, which fact would seem to point to lack of training as a second cause. Teachers are usually fairly open-minded in their reception of suggestions of superintendents or others competent to advise them; and yet, in some cases suggestions appear to be only courteously listened to, and in still others, happily only a few, however, they are apparently warded off. Among these last are a few individuals who seem to arrogate to themselves a

good deal of importance by virtue of their being clerks of the boards of education employing them, as well as teachers. Creation on the part of boards of education of this dual relationship is distinctly bad policy, and besides it has been held by the Attorney General of the state to be illegal. Clerks can not legally draw and sign board of education warrants for their salaries as teachers; and as a consequence they stand a chance of being required at some time to repay money drawn on warrants so issued. While no serious criticism seems called for, generally speaking, as regards teachers' willingness to work in harmony with their superintendents and their ability to profit from criticism, it is quite obvious that they get little or nothing in the way of helpful influence from one another. There is clear need of the fostering of association of teachers with one another for purely social ends as well as for professional discussions.

**Experience
of Teachers**

Table number VI showing experience of teachers, like that for training and for salaries, is made up on the basis of reports rendered by superintendents. The present year is counted as one full year, if service began at the opening of schools in the fall. The medians, computed for districts individually and for groupings as in the case of training and of salaries, furnish basis for interesting comparisons. The central tendency in experience runs lower in the rural districts than elsewhere, as was true of training. The experience medians of seven rural districts is below, and six above the similar median for all rural teachers; in village districts five are below and three above.

TABLE VI
EXPERIENCE OF TEACHERS

Rural Districts	Less than 1 Yr.	1 Yr. and Less than 2	2 Yrs. Less than 3	3 Yrs. Less than 4	4 Yrs. Less than 5	5 Yrs. Less than 6	6 Yrs. Less than 7	7 Yrs. Less than 8	8 Yrs. Less than 9	10 Yrs. Less than 15	15 Yrs. Less than 20	20 Yrs. Less than 25	25 Yrs. Less than 30	30 Yrs. and Over	Totals	Medians	Rank
	Amanda		1					1		2	3					6	6	1
Berne		2	6	2	3	1			1	2					12	17	1
Bloom		4	1			2		1		1	1				10	12	1
Clearcreek					1	1			1	3	2			1	10	10	1
Greenfield		2	1	1	1				2	1	3			1	8	8	3
Hocking		1	2	1	1				2						12	16	3
Liberty		4	2	1	1	2			2						12	12	13
Madison		1	2	2	1	2		1						3	9	9	12
Pleasant		1	2	1	1				1						5	5	10
Richland		1	1		2	1			1	1				1	11	11	3
Rushcreek	1	1	1	2	2	3	1	1	1	2	1			1	13	13	4
Violet			2	1					1						4	4	9
Wahut		4	3	4	4	4	1	1	1					1	23	23	11
Totals	2	22	23	14	19	16	4	7	12	14	8	3		8	151	133	.....
Village Districts																	
Amanda*		1	1	2		1	1			1	1				8	8	1
Bremen	1	3	1	2	1	1				1					10	10	2
Carroll		2	2			1		1		3					7	7	3
Liberty Union		2	3		2	2		1		1			1		13	13	3
New Salem		1	1							1	1				3	3	11
Pleasantville		1	2	2	1								1		6	6	7

**Salaries
of Teachers**

The distribution of teachers on the basis of their annual salaries is shown in Table VII. All teachers are included regardless of whether they serve in the grades or high schools, or in regular or special subjects. Medians have been calculated for all the districts individually and for four different groupings. The fact that all teachers are included raises somewhat the medians in districts maintaining high schools, but only by small amounts. They may be accepted, therefore, as indicating in the main the salary status of elementary teachers. It is not surprising to find that none of the districts have seen fit to employ teachers at less than \$800 a year and thereby forfeit under the law percentage-of-salary distributions out of state and county funds. Altho the salaries paid in the rural districts are still somewhat lower than elsewhere, the situation in this respect is considerably improved over former times. The country people are apparently at last coming to understand that it does not pay to buy their teaching service in the cheapest market. Still, the largest salary group in the case of the rural districts is the one nearest to \$800, with the median at \$922. The median salary of village teachers is seventy-two dollars higher and of city teachers two hundred twenty dollars higher. The exceptionally high figure paid in Violet township is due, not to the fact that the schools of this township are centralized, but that this community has learned that it pays to attach to its teaching positions salaries that are consistent with "right of choice". Adoption of the same policy is signified in the case of the village of Sugar Grove. Eight rural districts show lower, and five higher salary standards than that indicated by the median for all teachers combined. Similarly four villages are lower and four are higher than the central tendency in all village teachers' salaries.

TABLE VII
TEACHERS' SALARIES

District	Less Than	\$800	\$800, Less Than \$900	\$900, Less Than \$1000	\$1000, Less Than \$1100	\$1100, Less Than \$1200	\$1200, Less Than \$1300	\$1300, Less Than \$1400	\$1400, Less Than \$1500	\$1500, Less Than \$1600	\$1600, Less Than \$1700	\$1700, Less Than \$1800	\$1800, Less Than \$1900	\$1900, Less Than \$2000	\$2000, Less Than \$2100	\$2100, Less Than \$2200	\$2200, Less Than \$2300	\$2300, Less Than \$2400	\$2400, Less Than \$2500	Total Reporting	Medians	Rank	
	\$800	\$800	\$900	\$1000	\$1100	\$1200	\$1300	\$1400	\$1500	\$1600	\$1700	\$1800	\$1900	\$2000	\$2100	\$2200	\$2300	\$2400	\$2500 and Over				
Rural Districts																							
Amanda		5	1	2	1	1														6	186	12	
Berne		12	2	6	2																12	190	11
Bloom		6	6	6																	12	190	11
Clear Creek		9	1	2	1																11	188	11
Greenfield		4	4	2	2																8	190	11
Hocking		4	5	6																	8	190	11
Liberty		4	6	6																	8	190	11
Madison		6	6																		6	188	11
Pleasant		1	2																		6	188	11
Richland		4	4	2																	6	188	11
Rushcreek		4	1	3	1	1															11	186	11
Violet		4	1	3	1	2															13	187	11
Walnut		5	1	3	1	2															13	187	11
Totals	0	64	33	13	7	3	0	2	4	2	0	1	0	1	0	0	0	0	1	151	922	....
Village Districts																							
Amanda			1	1	1	1															4	1,060	4
Bremen			6	1	3	1															4	1,060	4
Carroll		2	1	1	1	1															4	1,060	4
Liberty Union		6	1	1	1	4															11	950	4
Pleasantville		1	1	1	1	1															5	950	4
New Salem		2		1	1	1															5	950	4

TABLE VII—Concluded

Rural Districts	Less Than	\$800	\$900, Less Than \$900	\$900, Less Than \$1000	\$1000, Less Than \$1100	\$1100, Less Than \$1200	\$1200, Less Than \$1300	\$1300, Less Than \$1400	\$1400, Less Than \$1500	\$1500, Less Than \$1600	\$1600, Less Than \$1700	\$1700, Less Than \$1800	\$1800, Less Than \$1900	\$1900, Less Than \$2000	\$2000, Less Than \$2100	\$2100, Less Than \$2200	\$2200, Less Than \$2300	\$2300, Less Than \$2400	\$2400, Less Than \$2500	\$2500 and Over	Total Reporting	Medians	Rank	
	Rushville*	3	1	.....	.....	.....	.....	1	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	1,006	1
Sugar Grove*	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals	0	17	16	3	6	7	7	2	4	2	2	0	3	0	1	1	0	0	0	0	0	0	664	.....
Totals, Village and Rural	0	81	69	16	13	10	10	2	6	6	4	0	4	0	2	1	0	0	0	0	1	215	886	.....
City of Lancaster	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Grand Totals	81	80	20	55	12	12	8	8	12	8	13	1	4	0	3	1	1	0	1	1	1	301	887	.....

* Includes local superintendent who teaches part time.

**Living
Conditions
of Teachers**

Only the most casual kind of inquiry was made into this phase of the teacher situation. General satisfaction with living conditions obtains so far as expressions elicited from teachers on the subject show. The homes generally are good, and teachers, whether living at home or not, seem to be satisfactorily housed.

VI. Supervision

**The Super-
visory Corps**

All of the supervisory functions are vested in the county and local superintendents, assisted by principals in the high schools, the consolidated grade schools, and the Lancaster ward buildings. Each of the villages has its local superintendent, some of whose time is devoted to teaching. The districts made up for the most part or entirely of one-room schools are supervised by four district superintendents, and in the case of one township directly by the county superintendent. Aside from those working in this one township the teachers receive not more than one or two visits by the county superintendent in the course of the yearly term of school. Considering the fact, however, that the county superintendent must carry the responsibility for dealing successfully with the larger administrative problems, and that he must of necessity deal officially with large numbers of individuals in the course of time, besides attending meetings and conferences of various kinds almost without number, his visits to schoolrooms can not possibly be frequent. The districts in order of their sizes are given below with the approximate area of each.

1. Berne, Rushereck, Richland, Pleasant, New Salem; 144 sq. mi.
2. Amanda, Bloom, Clearcreek, Madison; 138 sq. mi.
3. Liberty, Greenfield, Liberty Union; 84 sq. mi.
4. Walnut; 48 sq. mi.

**Restricting
Conditions**

Table VII shows important conditions as regards supervision in all districts, including the city of Lancaster. In estimating the average number of hours monthly to each teacher, twenty is taken as the number of working days per month and six as the number of hours per day. No allowance has been made for time consumed in going to and from schools, which with the superintendents of scattered rural schools is a large factor. Just what proportion of time is required for travel is difficult to determine, but in the largest supervision districts it would probably serve to reduce by one-third the estimated time available to each teacher. This would of necessity mean that about a third of the cost per teacher is attributable not to supervision but to travel. It should be pointed out, however, that the loss of time here referred to is reduced somewhat by the fact that superintendents as a rule use intermission periods for travel from one school

to another. The proportion of time devoted by superintendents to teaching is based upon the assumption that six high school class periods of teaching in conjunction with the time required for preparation constitute a working day. It is coming to be generally accepted that this is an excessively heavy day's work. The point to be noted here is that if a superintendent teaches as many as five periods; preparing as he should day by day for his teaching, he will find it necessary to give to supervision less than the one-sixth of his whole time which is allowed in such a case. This narrowly limited amount of time, furthermore, is encroached upon in almost fatal degree by clerical work and petty incidents of management. Fairfield County is by no means an exception in the need here revealed of education of the public on the point of the waste involved in permitting these lesser responsibilities to draw upon the time of the more highly paid school employes. Clerical help, if kept in the superintendent's offices for only part time, can satisfactorily take care of such matters as writing letters and other communications, making out orders and reports, hearing minor complaints and answering questions, most of which do not require the attention of an expert, and dispensing supplies. The services of advanced pupils are available for this purpose everywhere at light cost and they can readily be trained to meet the requirements in altogether satisfactory fashion. The larger schools nearly everywhere supplement their clerical force by occasional student help; why can not the smaller ones avail themselves of it more generally also? From the student's standpoint the experience proves educative always, besides bringing in compensation which, although small, is often needed. It is nothing short of folly to permit the continuance of conditions requiring that the time of superintendents, costing at the rate of a dollar an hour, should be consumed in a form of service that can be supplied usually at less than half as much. The time thus freed may then be devoted, as it should be, to work on the larger administrative problems and to real, constructive supervision of classroom teaching.

TABLE VIII
CONDITIONS ATTENDING SUPERVISION

Rural Districts	Education, Yrs. Beyond 8th Grade	Proportion of time to superintendence	Salary as Superintendent	Salary as Teacher	No. Teachers Supervised	Estimated Average Hrs. Per Month Per Teacher	Estimated Average Yearly Cost of Superintendence Per Teacher
Supervision Dist. No. 1—Berne, Pleasant, Richland, Rushcreek Tps. and New Salem Village	9	Total	\$2,400		15	4 1/2	\$53
Supervision Dist. No. 2—Amanda, Bloom, Clearcreek and Madison Twp.	7	Total	2,600		10	3	65
3—Greenfield, Liberty Twps. and Liberty Union	8	Total	2,400		33	3 7/11	73
Supervision Dist. No. 4—Walnut Twp.	7 1/2	Total	2,500		23	5 1/2	109
Hocking		Supervised by county superintendent		\$1,667	13	1 7/13	26
Violet	8		333				
Village Districts							
Amanda Village	9		162	1,388	2	5	5 1/2
Bremen	6 3/4		100	1,600	12	2	33
Carroll	9		563	1,127	1	5 5/7	26
Pleasantville	8		1,500	300	1	2 6/7	33
Rushville Union	8		250	1,250	6	3 1/2	42
Sugar Grove	8		1,412	706	8	10	177
City of Lancaster							
City Superintendent	9	Total	3,300		86	1 3/4	38
*Other superintendence		† 2 11/12	5,248		86	1 1/11	61
Total superintendence		‡ 3 11/12	\$8,548		86	5 1/2	\$99

* Rendered by one high school principal and four grade principals.

† To be read as equivalent to 2 11/12 times, and 3 1/12 times respectively, the full time of one person.

Cooperation of Superintendents

The fact that district men are practically independent of the county superintendent as regards their tenure of position, has resulted in some counties in pronounced lack of team-work in the corps of superintendents. Looseness of organization in the county administrative corps is contributed to, also, by the provision in the law, which has become familiarly known by the section number "forty-seven-forty", authorizing the withdrawal of certain districts from district supervision as regularly constituted. No sooner does this withdrawal take place in many cases than the districts assume to have withdrawn also from jurisdiction of the county superintendent and the county board of education. This miscon-

ception, fortunately, does not appear to affect at all seriously the situation in Fairfield County. Aside from one or two bits of contrary evidence coming to the notice of the surveyor, everything seemed to point to rather complete co-operation and good will. The superintendents seem to consult together freely with due frequency, and their meetings give evidence of their ability to develop agreement to such extent as results in a satisfactory degree of concert of effort in the field.

Efficiency of Supervision The degree to which the superintendents of village and consolidated schools really help the teachers was not ascertained. The supervision of rural teachers, on the other hand, was studied to an extent sufficient to reveal noteworthy features of merit, and certain aspects, also, with regard to which improvement should be attempted.

Faithfulness to Duty Supervision so far as it was observed is strong as regards the closeness of contact maintained by superintendents with classroom work, and with the trend of thought amongst board members and the public. Schools are visited with due frequency, quite creditable frequency, in fact, considering the distances that in many instances have to be covered. Superintendents, moreover, attend regularly the meetings of all of their boards of education. A great saving of time is effected in connection with both of these types of service by virtue of the fact that all the district men own their own automobiles. Contrary to assertions loosely made by citizens here and there, the district superintendents of schools, in Fairfield County at least, may truly be said to be hard-working men.

Intelligent and Tactful Suggestions The superintendents may be commended, moreover, on the helpful character of the suggestions, which they offer to teachers in the course of visitations. These show discriminative insight into the processes of instruction and ability to help teachers toward correction of erroneous methods. All criticism, too, seems to be offered in a spirit and manner which ought to awaken only warmth of endeavor on the part of teachers. The conformity of teachers to curricular assignments is properly noted by superintendents, altho strict regulation on this point is impracticable in the absence of sufficient subject-matter syllabi. One superintendent, in spite of this administrative want, seems to know quite intimately the state of progress in all subjects of the various schools and grades under his charge. Standardized tests of pupils' achievements have been used hitherto only occasionally as a matter of experiment. The superintendents are to be commended for their decision to apply them in a systematic way during the current year year at least in the subjects of reading, writing, spelling, and arithmetic.

Acceptance of Responsibility In matters of discipline and in difficulties arising from other causes, the superintendents show a disposition to sustain their full share of responsibility. In one school, badly behaved thru a year or two past, a teacher was saved from failure in pupil control by virtue of unstinted support on the part of the superintendent. Another promising young man teacher was stimulated to manly acknowledgement of excessive use of corporal punishment in a certain instance, thus averting serious trouble with an irate parent and doubtless preventing withdrawal from the profession of the young man himself. In a third case the superintendent was observed to be helping in yeoman fashion toward allaying a condition of factionalism, arising largely from the influence of a mischievous ex-teacher of the sort having earned enforced retirement. Less conspicuous points of evidence, in addition to the instances just cited, show abundantly that superintendents are exercising a satisfactory degree of moral courage in their support of teachers. Their moral courage comes into evidence further in their disposition to discontinue the services of teachers who show a rather hopeless lack of merit. In this respect they frequently stand in marked contrast to boards of education.

Need of Pre-arrangement The superintendents generally owe it to themselves and to the schools to curtail somewhat expenditure of their energies in doing relatively petty errands of boards of education and others. The disposition to be as useful as possible, out of which this shortcoming arises, merits commendation; but more discriminating care should be exercised in electing always the highest forms of usefulness. There should be a greater amount of effort put forth, also, toward anticipating conditions and needs, or working according to pre-arranged plans. Otherwise there is danger of being involved in a mad rushing about in meeting arising eventualities. There is particular need of application of this policy to the procuring of needed equipment and supplies. Books should be at hand and needed apparatus and materials for the year should be bought and put where needed by the opening day of school, so that classes may not be put to the necessity of doing little more than to mark time while awaiting the arrival of things needed in successful prosecution of their work.

Teachers' Meetings It appears also that more serious attention should be given to teachers' meetings and teachers' study groups. The latter would include classes in college or university extension work, of which the two classes of about twenty members each meeting weekly at Lancaster and Bremen are examples. These classes naturally include largely teachers living in the county seat, or Bremen, or in contiguous localities. Some few travel long distances to attend these classes while others residing within easy reach are not enrolled.

Smaller groups, pursuing studies calculated to promote general scholarship and improved methods of work, should be developed in all parts of the county. This form of effort might very well constitute a feature of the regular teachers' meetings. Schools are dismissed, it appears, for the purpose of holding meetings of teachers usually at the rate of six or more a year. Difficulty has arisen from this in one township, wherein the board of education has seen fit to pass a resolution against the practice. Superintendents would be acting entirely within their legal rights to ignore such a short-sighted action; and yet conflict on the point at issue should be avoided if possible. The attitude of this board, which is shared to some extent by the public in the rural districts, at least, imposes the responsibility, if it were not recognized from other considerations, of seeing to it that these meetings do not fail to be productive of real benefit, and that the public comes to know this. To this end, would it not be worth while to procure the attendance occasionally at teachers' meetings of board members and other citizens? If it is not a mere spirit of niggardliness regarding use of the teachers' time that actuates hostility to teachers' meetings, it should prove curable through observation of what goes on there. At any rate, if the conversion of objectors can not thus be brought about, the measures of active support coming from others can be increased to such extent as to render an objecting minority of little consequence. Would not the study of home project work, the need of which has previously been pointed out, prove to be a field promising almost certain success in enlistment of the interest and support of parents? Would not, too, the teachers and parents consulting together be more likely to reach a basis of mutual understanding that would tend to insure the success of the project work itself? Specific subjects of study like project work, or Americanization (everywhere needed), or supervised study, or measurement of results of school work, or important topics of the day, should become subjects for series of discussions running through consecutive meetings.

Observation of Teaching The growth of teachers in working power is promoted in no greater degree, save through their own experience, by any other agency than observation of the work of others. The schedule of intervisitation amongst the teachers of the county, which is authorized by law, has never been put in effect as yet in Fairfield County. This should be done. In addition, use should be made continuously of demonstration teaching in connection with teachers' meetings. The lessons taught for demonstration purposes should exemplify specific processes of instruction always, and should be followed by discussions bringing out the essential principles involved. Opportunity should be afforded the teachers, moreover, to pursue readings relating to the types of work that are observed, else intelligent participation in discussions will not likely take place. A wealth of pedagogical literature

exists relating to every problem of teaching that may be attacked, some of the best of which should be made available to the teachers. To this end a circulating pedagogical library should be maintained at the county superintendent's office, possibly with branches at other points. The county board of education could make no more productive outlay of funds than to provide for such a library. The various district boards might be prevailed upon to supplement the county board appropriations, and still further support might be secured through voluntary contributions of teachers and public spirited citizens. Obviously the list of books annually recommended by the Ohio Teachers Reading Circle should find their way into this library. *It is essential that teachers should be stimulated to continuous and serious study of their work; and boards of education and superintendents should not hesitate to impress this necessity upon the minds of all in the service.*

**Business
Administration**

The superintendents as a rule are the agents of the various boards of education in conducting the ordinary business affairs of the various districts. This responsibility is shared, however, in some measure by the school district clerks. In matters involving considerable outlay of funds such as construction or repair of buildings the boards usually act thru committees. School supplies of all kinds are purchased by local boards of education acting separately, excepting examination paper, report cards, and school registers, which are furnished by the county board. Orders for supplies are placed by the superintendents, as a rule, seldom without specific authorization by their boards. In a few cases neither formal nor informal ratification of purchases is required, the school executive being permitted to procure things that in his judgment are needed, and in due time reporting the bills. Such liberty of action is desirable and wise in practically every situation. It opens the way to immediate action when necessary and yet not in any appreciable degree toward lack of care in the expenditure of funds. If a superintendent cannot be trusted to this extent he is not to be considered worthy of the position he holds. There are reference books and more or less worthless school appliances to be found in the schools of the county tending to show the greater mistake in judgment of making purchases without the advice of a superintendent, as against entrusting him with rather full authority in such matters. The idea would seem worthy of serious consideration on the part of the district boards, either of depending in larger measure upon the county board for supplies which are necessary in all schools, or else acting jointly in their purchase. If such things as library books, paper, pens, ink, pencils, chalk, and erasers, were purchased in quantities for the entire county, a very material saving could doubtless be effected.

Financial Accounting

There is not anywhere in the county a well developed system of accounting, as respects either pupils or finance, unless it may be in the city of Lancaster, where for lack of time scarcely any information on any phase of the school situation was obtained, aside from that contained in reports kindly supplied by the superintendent. The principal form of evidence respecting financial accounting was the file of annual summarized reports of receipts and expenditures returned by school board clerks to the county auditor. On the basis of these reports the conclusion can not be avoided, that the books from which they are drawn must be seriously defective in point of both clearness and accuracy, to say nothing of the matter of a proper classification of expenditures. It is to be marveled at that the county auditor, even by drawing upon his imagination to the utmost limit of legitimacy, is able to bring order out of the chaos exhibited in these reports. It is greatly to be desired that financial accounts should be handled in a better way. It should be made possible to determine from these financial statements accurate figures covering any phase of schools costs, such as for supervision, equipment, heating and lighting, up-keep, etc., in any district. The outlay for various purposes, moreover, should stand in the reports distributed in proper proportion to elementary schools, high schools, night schools, or any other types of educational work that may be maintained. The obvious relation of all this to intelligent budget making would seem to prompt eager interest in learning to carry it out. The State Department of Public Instruction has in view the publication of a set of rather explicit instructions regarding financial accounts, which should contribute at least in some measure to improvement in this important matter.

Educational Records and Reports

The system of pupil accounting in the various districts was not investigated in detail. Enough was learned, however, to warrant the assertion that the term "system" is scarcely applicable to this phase of the situation. All schools in the county school district use a uniform school register, with pages for entering the names of each pupil belonging, together with age, sex, nationality, place of residence, and name of parent or guardian, attendance, pupils' marks in all subjects, visits of superintendents and others, inventories of school property, and term summaries. Duplicate perforated sheets enable the teachers without extra writing to furnish superintendents with copies month by month of the records they keep. This device, rather cumbersome in form, is commendable as far as it goes. It affords no means of consulting the record of progress of an individual pupil thru the grades without searching thru the leaves of one or more of these large books. A cumulative individual record system, either supplementary to or displacing this register, should be installed thruout the country. Sugar Grove has a form of cumulative pupil

record, for which those in charge there are to be commended; but this could be improved upon in point of compactness and convenience of access to the data which it carries. All high schools of the county, too, have individual cumulative pupil records either in card form or in the form of a loose-leaf book. The attention of the administrative officials of the county may be directed to the National System of School Records and Reports or the Strayer-Englehart System of School Accounting. The advisability of using either of these in its complete form may be open to question; but there is no doubt regarding the superiority for pupil-record purposes of the Fairfield county schools of at least selected essential forms from either system. Reports of teachers and others, of the kinds required by law appear to be regularly made. The school census is taken as a rule in the old-fashioned, loose way by most anybody who happens to be available for the purpose. Ages are indifferently ascertained, birth dates of youth not being made a matter of record at all. As regards the numbers of youth in gross enumerated as being of school age, however, the reports of enumerators are not seriously open to question.

Janitors

Persons employed for janitor service are appointed by the boards of education, usually, but not necessarily, on the recommendation of superintendents. Some care is exercised regarding their moral character, but there are no fixed standards of eligibility as to either this or other qualifications. Some are practical carpenters and resourceful workmen otherwise, but none have any special knowledge regarding maintenance of hygienic conditions in schools. The problem of securing janitors for one-room buildings, whose services are at all satisfactory, is one that presents considerable difficulty. In numerous instances the teachers for extra compensation assume responsibility for janitoring either employing others to do the work or doing it themselves. The rate of pay for janitor service in these schools runs from \$4 to \$5 per month. Schools usually are not well janitored. Rooms are swept without dust absorbent of any kind; at least some are not dusted at all after sweeping, and others only in careless fashion. Floors are frequently littered with scraps of paper and bits of fuel or ashes, the latter being conspicuously in evidence about the stoves. In numerous instances, however, rooms are kept in order and clean. Contrasts in cleanliness, neatness, and order are to be found also in the village and consolidated school situations. Those of this class of schools that are well cared for are easily a majority, but there are at least two cases of the opposite kind that are "horrible examples". These are both new buildings, the interior woodwork and furniture of which are rapidly deteriorating under the peculiarly damaging effects of accumulations of dust. Unless the janitors responsible for this can be taught to improve the character of the service they are rendering, as is not likely to be the

case, they should speedily be got rid of, if any one else can by any possibility be obtained.

Community Work

Community-building activities of one kind and another are taking place from time to time in various parts of the county and in the villages, but there is in evidence nowhere a systemized continuous program of community work. The teacher of a one-room school in Liberty Township has perhaps the nearest approach to this. Numerous gatherings of the people are held at this school-house, but rather as occasion may suggest than in answer to determined needs. That social activities are an established feature in this teacher's yearly program, after all, is evidenced by his having stored in the school-house attic a complete outfit of tables, to be brought out on occasion. The good work which he is doing merits warmest commendation. Three other teachers were found in the course of visitation of schools who are at least rivals of this one in the community interest which they are developing. That parent-teacher associations have not found their way more generally into the communities of Fairfield County, urban and rural alike, is occasion for regret. Any well considered community plans would seem of necessity to include, if not center about, the parent-teacher association. There is work for it in every community, and if wisely directed it is capable of bringing almost unlimited benefits.

Boys' and Girls' Clubs

Clubs of social or semi-social character among boys and girls seem exceedingly limited in Fairfield County. The surveyor was informed of but two boys' pig clubs. These may not represent all there is in the nature of work-study clubs, as particular inquiry was made in but a few of the schools visited regarding this phase of the educational situation. One purely social club of boys and young men came to notice at Clearport in Madison township. This is known by the name of "The Triangle Club". The name suggests the Young Men's Christian Association, which it resembles somewhat in its purposes and activities. The former are reported as follows: (1) Better social spirit; (2) To direct the activities of young men; (3) Proper use of leisure time; (4) To furnish proper reading material; (5) To supply games and literary programs. The organization was conceived of as a means of combating the influence of a pool-room in the same community. Its present membership of upwards of fifty embraces men and young men ranging in age from fifteen to fifty-five years. The membership fee is a dollar a year. Its meeting place is a room in the school building, where besides holding social events and giving literary programs from time to time, it furnishes constantly, at least in winter months, an open-house to the men and young men of the community. The only thing to be regretted regarding this admirable organization is that it seems to be relatively unknown in other parts of the county.

If intelligence of it were spread about, it might suggest similar undertakings in other localities. Here is something for celebration in the monthly county school bulletin. Other types of young people's organizations should be fostered thru this same organ and by every other available means.

VII. Financial Support

Resources The problem of financing the public schools in Fairfield County presents no very considerable measure of difficulty, at least not since the laws have come to authorize a special three mills tax beyond all limitations when approved by popular vote. Prior to the present taxing year, when this extra levy first became available, the county seat city, the villages, with the exception of one, and at least one of the township districts were somewhat hampered for lack of funds. The reasons for this situation were, too, — (1) statutory limitations on tax rates, and (2) low valuations put upon property for taxation purposes. No general revaluation seems to have taken place for a period of years; and the annual revision of the tax lists which is required by law of the county auditor and county board of revision seems to have been timidly made. Real-estate, according to the testimony of a number of individuals in position to know, is assessed at about 60 per cent of its market value. Any statement as to the proportion of personal property that is being levied upon here, as in most other localities would have to rest almost wholly upon a guess-work basis. The present taxation resources of the various districts are set forth in Table IX. The average of taxable wealth per pupil of \$9.170 for the county at large is a fairly comfortable average, although it is lower by about a thousand dollars than the corresponding average for the state. It is interesting to note how much lower the average for the city and that for the villages are than the rural average. In spite of this disadvantage in point of wealth a distinctly better quality of schools is being maintained in the municipalities than in the rural districts. The latter are at some disadvantage in providing good school opportunities by reason of scatterment of the population, but it is more than overbalanced by the difference in wealth.

TABLE IX
FINANCIAL RESOURCES

Rural Districts	†Tax Duplicates, 1920-1921	Taxable Wealth Per Pupil Enrolled	Tax Rates		
			All purposes	School Pur- poses	School Int. & S. F.
Amanda	\$2,565,000	\$5,090	13.5	1.3	0
Berne	4,511,000	10,870	15.2	2.5	0
Bloom	3,264,000	10,300	15.7	3.7	0
Clearcreek	2,712,000	8,800	18.3	3.5	1.6
Greenfield	3,590,000	19,300	14.2	1.4	0
Hocking	3,330,000	6,780	17.1	2.0	0
Liberty	4,331,000	19,420	15.2	2.7	0
Madison	1,467,000	4,110	16.6	7.2	0
Pleasant	3,348,000	16,410	15.2	3.0	0
Richland	1,210,000	9,530	16.5	4.0	0
Rushcreek	3,000,000	13,000	16.1	2.8	0
Violet	3,926,000	12,460	17.8	4.9	0
Walnut	5,660,000	13,480	14.9	3.1	0
Totals	\$42,914,000	\$11,430	*15.9	*3.2	*0.2
Village Districts					
Amanda	\$2,000,000	\$2,330	17.6	5.5	2.5
Bremen	2,206,000	7,180	18.5	3.0	1.1
Carroll	1,408,000	8,860	18.1	5.3	1.3
Liberty Union	1,741,000	5,200	19.7	7.2	7.2
New Salem	521,000	10,210	16.5	4.0	.0
Pleasantville	1,182,000	6,550	16.2	4.0	.0
Rushville Union	1,072,000	8,000	20.0	7.5	4.1
Sugar Grove	2,179,000	13,970	18.5	4.1	1.4
Totals	\$12,309,000	\$7,870	*18.1	*5.1	*1.7
Totals, Village and Rural.....	\$55,223,000	\$10,380	*16.8	*3.9	*.8
City of Lancaster.....	16,000,000	6,850	21.1	7.8	1.6
Grand Totals	\$74,223,000	\$9,170	*17.1	*4.1	*.8

* Averages.

† October figures, not final.

Costs

School costs for the year of 1919-20 are shown in Table X. These statistics, in certain particulars at least, are such as to excite interest. There is marked variation in per capita expenditures in districts of the same general type, also in the percentages of funds expended for instruction. Some of the variant figures are readily explainable. The high per capita for all purposes of Violet township which is almost wholly centralized, is due to the abnormally high cost in these days of transportation of pupils. Walnut is paying heavily for instruction on account of maintenance of two high schools.

Five rural districts show an average expenditure for instruction of \$25 or less per pupil enrolled, which is one-sixth lower than the average for all rural districts and about one-fifth lower than the average for the county at large. It is a striking fact that the three lowest of these same districts show tax-rates for schools that are much below the average for all rural districts, and that do not approach the maximum allowable by law. This constitutes a more serious reflection against these districts when it is remembered that all group averages of the county are low.

TABLE X
SCHOOL COSTS

Rural Districts	Aggregate Days Attendance	Net Enrollment	Expenditures, 1919-1920			†Per Capita Costs	
			All Purposes	Instruction	Per Cent Instruction	All Purposes	Instruction
Amanda	30,123	262	\$7,376 47	\$5,846 37	79	\$28	\$22
Berne	50,265	418	18,393 82	13,972 86	76	44	33
Bloom	33,611	317	13,979 26	7,900 00	57	44	25
Clearcreek	36,363	307	13,102 73	11,359 38	87	43	37
Greenfield	19,649	186	7,749 91	4,250 42	55	42	23
Hocking	55,413	491	15,316 76	10,922 50	71	31	22
Liberty	28,952	223	11,714 61	7,270 00	62	52	33
Madison	28,677	257	7,781 06	5,931 50	76	30	23
Pleasant	24,485	204	14,006 26	6,820 00	49	68	33
Richland	14,147	127	6,434 09	3,815 05	59	51	30
Rushcreek	26,261	229	12,537 62	7,413 69	59	54	32
Violet	46,333	315	33,805 47	9,860 00	29	107	31
Walnut	61,612	420	26,347 67	18,247 00	69	63	43
Totals	457,951	3,756	\$188,545 73	\$113,608 77	60	\$50	\$30
Village Districts							
Amanda	37,183	240	\$11,934 58	\$6,816 57	57	\$50	\$29
Bremen	45,032	307	12,033 53	7,660 00	64	39	25
Carroll	24,068	159	7,731 11	6,070 29	83	49	38
Liberty Union	49,950	335	18,334 09	11,724 09	66	55	31
New Salem	7,142	51	3,287 02	2,296 05	70	61	45
Pleasantville	25,910	182	11,184 30	6,100 00	55	61	34
Rushville Union	18,113	134	6,179 90	5,430 00	88	46	40
Sugar Grove	23,173	156	16,103 71	7,071 14	44	103	45
Totals	231,171	1,564	\$86,788 24	\$63,171 26	61	55	33
Totals, Village and Rural	689,122	5,320	\$275,333 97	\$166,780 03	60	\$52	\$31
City of Lancaster	404,982	2,772	129,300 23	88,106 89	68	47	32
Grand Totals	1,094,104	8,092	\$404,634 20	\$254,886 92	63	\$50	\$31

* Superintendents' salaries are not included in instruction costs. Small items other than teachers' salaries such as textbooks and instructional supplies, are included under the head of instruction.

† Per capita costs are based on net enrolment.

State and County Unit Support The extent of support out of the State Common School Fund which the county will realize during the current taxing year is determined on the basis of the number of young persons of school age residing in the county.

The total number of such youth as shown by the enumeration for 1920 is 10,461. This total must according to law be increased or decreased according to the rate of annual increase or decrease of the population of youth of school age in the county for the last three years, which adjustment brings the figure to 10,524. The allotment of funds to the county by the office of the auditor of state will be at the rate of about \$12 per enumerated youth. At this rate Fairfield County will draw \$126,288. In addition to this allotment from the State Common School Fund there will be available to the schools of the county the proceeds of the county levy for schools of 1 mill which will amount to approximately \$74,223. These two sums combined amount to \$200,511.

Distribution of State and County Funds Each district will draw from this total sum an allotment determined on the basis of three factors, — (1) salaries paid teachers, (2) transportation of pupils provided, and (3) aggregate days of school attendance. The intent of the law is that these factors determining the shares

of districts in the general funds should offer stimulus in the direction of the following results:

1. Good salaries to teachers, thus favoring a more competent teaching service, which is the paramount factor in determining the measure of real opportunity afforded pupils enrolled in the schools.
2. Regularity and prolongation of attendance of youth at school, in order that preparation for adult responsibilities may be accomplished with proper thoroughness and within a reasonable period of years.
3. Abandonment of schools too small to be effective, and consolidation of schools wherever feasible.

The estimated amount to be distributed in the whole county on account of the three determining factors is as follows:

1. Percentage of teachers' salaries.....	\$119,414
2. Percentage of transportation costs.....	1,365
3. Aggregate days of attendance.....	79,732
Total	<u>\$200,511</u>

The estimate on transportation rests mainly upon expenditure for the school year of 1919-20; hence it is probably somewhat too low. The amount distributable on aggregate days of attendance is sufficient to pay an average of a little more than seven cents per pupil-day. The scheme of distribution, therefore, offers to school districts compensation at the

rate of seven cents per pupil-day for good attendance conditions. The allotment of state and county school support within the county is shown somewhat in detail by Table XI.

TABLE XI
DISTRIBUTION OF STATE AND COUNTY FUNDS

Rural Districts	37½% of Teachers' Salaries, 1919-20	37½% of Transportation	Apportionments and Tax Payments				
			Apmts. State and Co. Funds	Tax Pmts. State and County Levies	Differences		
					Excess of Apmts. over Tax Pmts.	Excess of Tax Pmts. over Apmts.	
Amanda	\$2,337 50	.....	\$1,636	\$7,182 00	.....	\$2,546
Berne	5,806 25	\$45 00	10,520	12,631 00	.....	2,111
Bloom	4,134 18	70 00	5,806	9,139 00	.....	2,333
Clearcreek	3,598 25	.....	6,250	7,594 00	.....	1,344
Greenfield	2,655 00	15 00	4,101	10,052 00	.....	5,948
Hocking	4,593 19	.....	7,638	9,324 00	.....	686
Liberty	4,005 00	20 00	5,138	12,127 00	.....	5,989
Madison	2,737 50	.....	4,831	1,198 00	\$723	.....
Pleasant	3,123 75	.....	4,911	9,374 00	.....	4,463
Richland	1,650 00	.....	2,623	3,388 00	.....	705
Rushcreek	3,920 62	.....	5,837	7,400 00	.....	2,563
Violet	4,323 75	800 00	7,506	10,993 00	.....	2,487
Walnut	7,709 88	165 00	13,371	15,848 00	.....	2,474
Totals	\$33,772 38	\$1,115 00	\$71,231	\$120,160 00	\$723	\$33,649	
Village Districts							
Amanda	\$3,558 75	\$200 00	\$5,473	\$5,600 00	\$673	.....
Bremen	5,356 88	.....	7,641	6,177 00	2,467	.....
Carroll	4,751 00	.....	4,751	3,942 00	709	.....
Liberty Union	5,111 25	.....	7,578	4,875 00	2,703	.....
New Salem	1,680 00	55 00	1,656	1,459 00	197	.....
Pleasantville	2,587 50	.....	4,479	3,310 00	1,169	.....
Rushville Union	2,250 00	.....	3,594	3,002 00	592	.....
Sugar Grove	3,313 13	.....	5,027	6,101 00	.....	\$1,074
Totals	\$25,171 88	\$255 00	\$43,382	\$44,466 00	\$9,990	\$1,074	
Totals, Village and Rural	\$78,944 26	\$1,365 00	\$130,616	\$154,626 00	\$10,713	\$34,723	
City of Lancaster	40,470 00	.....	70,034	53,200 00	16,834	.....
Grand Totals	\$119,414 26	\$1,365 00	\$200,650	\$207,826 00	\$27,547	\$34,723	

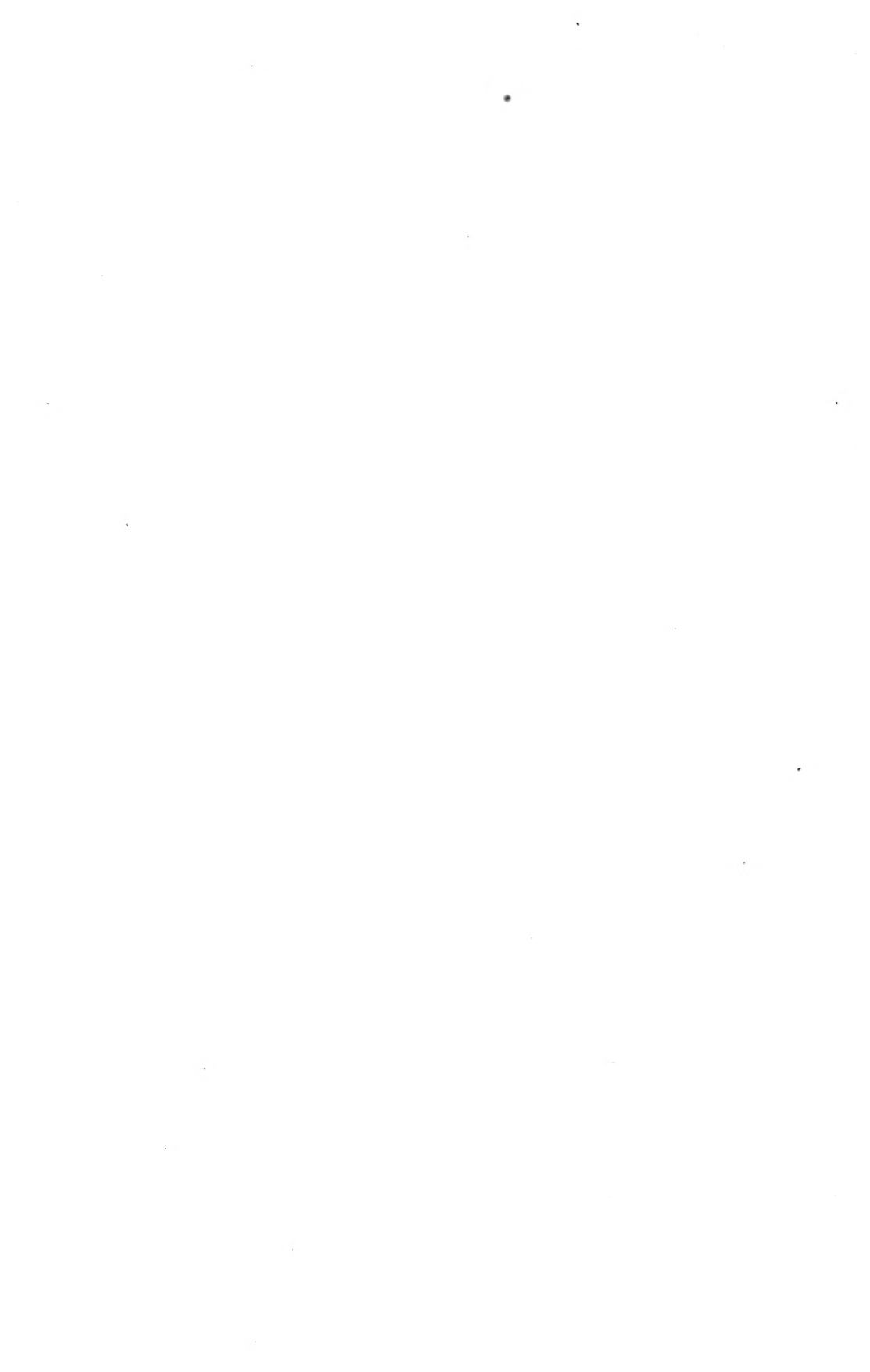
Equalization The fundamental reason underlying the great augmentation of the State Common School Fund this year, as compared with what the fund has amounted to in previous years, is that the larger measure of interest properly appertaining to the state in school support might thus be exercised. The county educational fund is similarly justified. Both are distributed in such a way as to attain in a measure the equalization of school advantages thruout the state, and of the burden of school support also. Examination of the table of distribution will reveal the fact that districts realizing less out of these two funds than they put into them are invariably districts whose wealth per-pupil is relatively high, and whose tax-rates for schools are relatively low. On the other hand those receiving more than they pay are districts having relatively low per-pupil wealth and in practically all cases distinctly higher school tax rates. The flow of funds from the rural districts to the villages and county seat is due primarily to differences in teachers' salaries and in attendance conditions. Salaries in the rural districts, as shown previously in this report, are low; and such is the case also with average daily attendance and length of the school year. The rural folk appear, therefore, to have in their own hands the remedy for the disadvantageous position in which they stand with reference to the distributions of general funds. Rural residents should raise with themselves in all seriousness the question as to whether there is any good reason why either salary or attendance conditions should be lower in the country than in the villages and cities.

VIII. Reorganization

Community Basis The political divisions of the county have been the determining factor in the formation of school districts, which are nearly everywhere co-extensive with civil townships, altho in the cases of village districts and the city of Lancaster they transcend considerably the corporate limits of the municipality. It is still true, nevertheless, that some of the village districts are too small. Most of the villages are maintaining creditable school establishments, including high schools, from which the people of the surrounding country profit both directly and indirectly, and in the financial support of which they should sustain a share. The towns together with contiguous rural territory constitute the communities, which as is too apparent to require comment, should be accepted as the basis of school districts. Boundary lines other than the metes and bounds of naturally developed communities should be disregarded. A suggested redistricting of the county on this principle for school purposes is shown on Map II.

**Redistricting
and Con-
solidation**

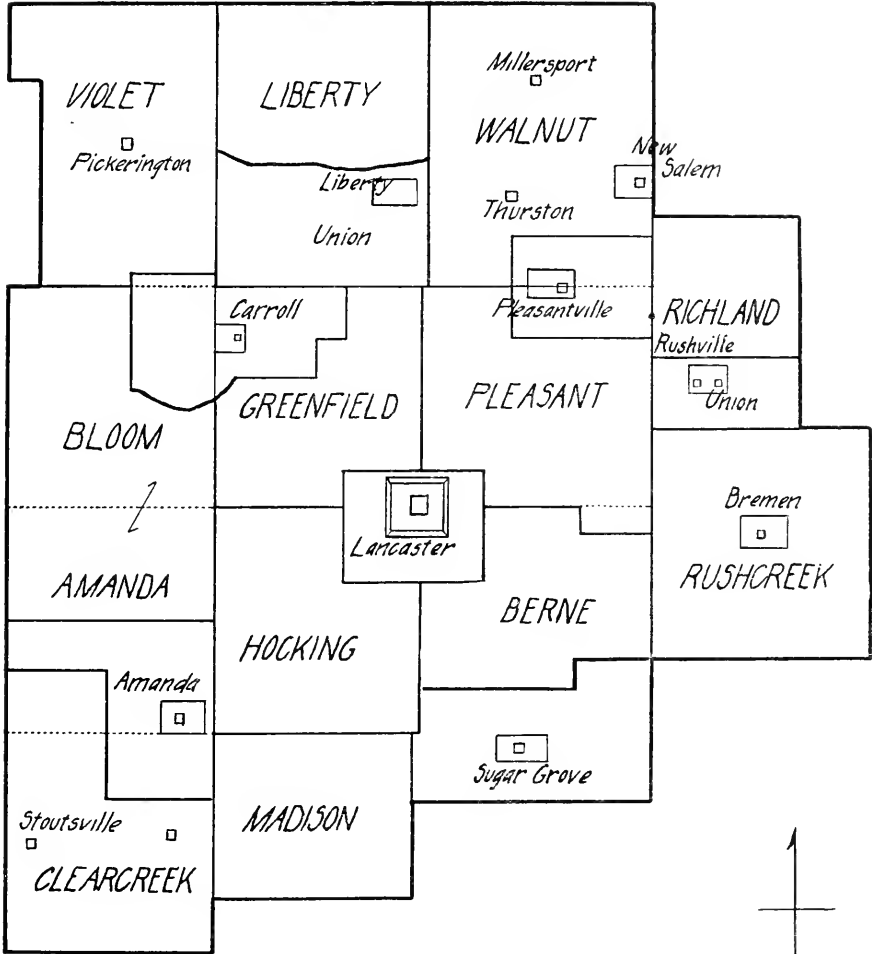
No attempt has been made to fix delimitations of territory with perfect exactness. Adjustments, resulting, no doubt, in quite irregular boundary lines would obviously have to be made. The plan presented is designed to show roughly, at least, how the district organization might be improved from the standpoint of community development, which would demand for its realization in full measure consolidation of the schools. Redistricting is recommended urgently to the County Board of Education and to the people of the county as the first step in a program of reorganization, which should not be permitted to stop until every child in the county is afforded the advantages of a modern consolidated school. Wealth and roads both favor such a movement. It can only be regarded as inexcusable lethargy if steps are not taken promptly to carry it out.





FAIRFIELD COUNTY

Proposed Redistricting of the County



LEGEND:

- Proposed district boundary lines _____
- Township lines





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