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Research Bulletin

OF THE

National Education Association

Facts on State Educational Needs

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FOREWORD

BEFORE 1923 has passed forty-three State Legislatures will have met. Most of them will not convene again until 1925. In the Legislative sessions of 1923 laws will be enacted and appropriations made that will vitally affect the efficiency of the public schools of the United States.

This Bulletin, prepared under the supervision of John K. Norton, Director of Research, is issued by the National Education Association with the sessions of the State Legislatures in mind. In it has been concentrated the latest available information bearing upon educational legislation. The facts presented should aid a citizen of a State in answering for himself the following questions:

1. What is the ability of my State to support its public schools as evidenced by its wealth and income?
2. What effort is being made by my State to provide adequate support for its system of public schools?
3. What are the educational needs of my State?
4. How does my State compare with other States in wealth and income, adequacy of the support given its public schools, and need for a strengthened school system?

In this time of confusion and unrest there is need for clear thinking in the shaping of educational legislation. It is the State Legislature that shapes the policies and work of the public schools. But, although education is a State controlled function, the welfare of the Nation as a whole is affected by the efficiency of its forty-eight school systems.

Where State school systems are adequate they must be kept so; where they are inadequate they must be strengthened if the National welfare is not to suffer. The failure of any one State to meet its educational responsibilities lowers the whole Nation's tone. Freedom of movement, made easier with each advance in transportation, is guaranteed to all. No State can confine its educational shortcomings to its own borders. The illiteracy, ignorance, and economic inefficiency that is the problem of one State today becomes, through the railroad and the automobile, the problem of other States tomorrow.

Out of the vortex of the World War came a realization of the strength, as well as the weakness of our schools. The lessons of that conflict must not be forgotten. The race between catastrophe and education, as Mr. Wells assures us, goes on in peace as well as in war. Will the State Legislatures make education or catastrophe the victor in America?

J. W. CRABTREE,
Secretary, National Education Association.

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Wealth, Educational Expenditures and Productivity

The outstanding educational problem at present is that of obtaining adequate financial support for the public schools. Education must compete with other governmental functions in obtaining its financial support, and all governmental expenditures must come out of the national income. Therefore the cost of education may best be studied when accompanied by figures both as to cost of other governmental functions and as to the amount of the national income.

Table 1 gives the figures for national income, total governmental expenditures, and public school expenditures for each year from 1913 to 1921. The figures are represented graphically in Charts I and II, pages 8 and 10.

The effect of the war was to increase all governmental expenditures, especially those of the Federal government, which was charged with the cost of maintaining our armed forces. Governmental expenditures grew more rapidly than national income and as a consequence there was an increase in the percentage of the national income spent by the government. In 1913, 9.24 per cent of the national income was spent for all governmental purposes; federal state and local; in 1921 this per cent was 16.73.

TABLE 1.—NATIONAL INCOME AND GOVERNMENTAL EXPENDITURES

Year	Total national income	Total governmental expenditures	Expenditures for education	Per cent of national income	
				Expended for all governmental purposes	Expended for public schools
1	2	3	4	5	6
1913	\$34,400,000,000	\$3,179,559,000	\$521,546,000	9.24	1.51
1914	33,200,000,000	3,381,324,000	555,077,000	10.18	1.67
1915	36,000,000,000	3,565,797,000	605,461,000	9.90	1.68
1916	45,400,000,000	3,562,400,000	640,717,000	7.85	1.41
1917	53,000,000,000	4,891,393,000	702,197,000	9.26	1.30
1918	61,000,000,000	12,042,982,000	763,678,000	19.74	1.25
1919	66,000,000,000	18,637,904,000	895,000,000	28.24	1.35
1920	70,000,000,000	9,920,766,000	1,036,151,000	14.17	1.48
1921	56,000,000,000	9,373,595,000	1,192,000,000	16.73	2.13

The figures in Column 2, from 1913 to 1919 inclusive, are those issued by the National Bureau of Economic Research in its publication *Income in the United States*, Mitchell, King et al. The figures for 1920 and 1921 are tentative estimates based upon the advice of reliable authorities.

The figures in Column 3 are taken from *Taxation and National Income*, Research Report No. 55, page 14, issued by the National Industrial Conference Board, New York City. They represent governmental expenditures for all purposes; federal, state, and local, including education.

The figures in Column 4, except those for 1919 and 1921, are taken from *Statistics of State School Systems, 1919-20*, Bulletin, 1922, No. 29, page 5, issued by the United States Bureau of Education. Those for 1919 and 1921 are independently estimated. They represent expenditures for all public elementary and secondary schools by school years; the expenditures given for 1913 being for the school year 1912-13, etc.

IT IS gratifying to know that in a time when public burdens have lain very heavy upon the people there has been everywhere a determined purpose to maintain education unimpaired, in order that the coming generation may be equipped, regardless of sacrifices in the present, for the increasing responsibilities which it must bear. . . . Only through a properly motivated and generously inspired process of education can this be accomplished.—President Harding, *School Life*, Dec. 1922, page 73.

CHART I.—NATIONAL INCOME, PUBLIC SCHOOL EXPENDITURES AND EXPENDITURES FOR ALL OTHER GOVERNMENTAL FUNCTIONS

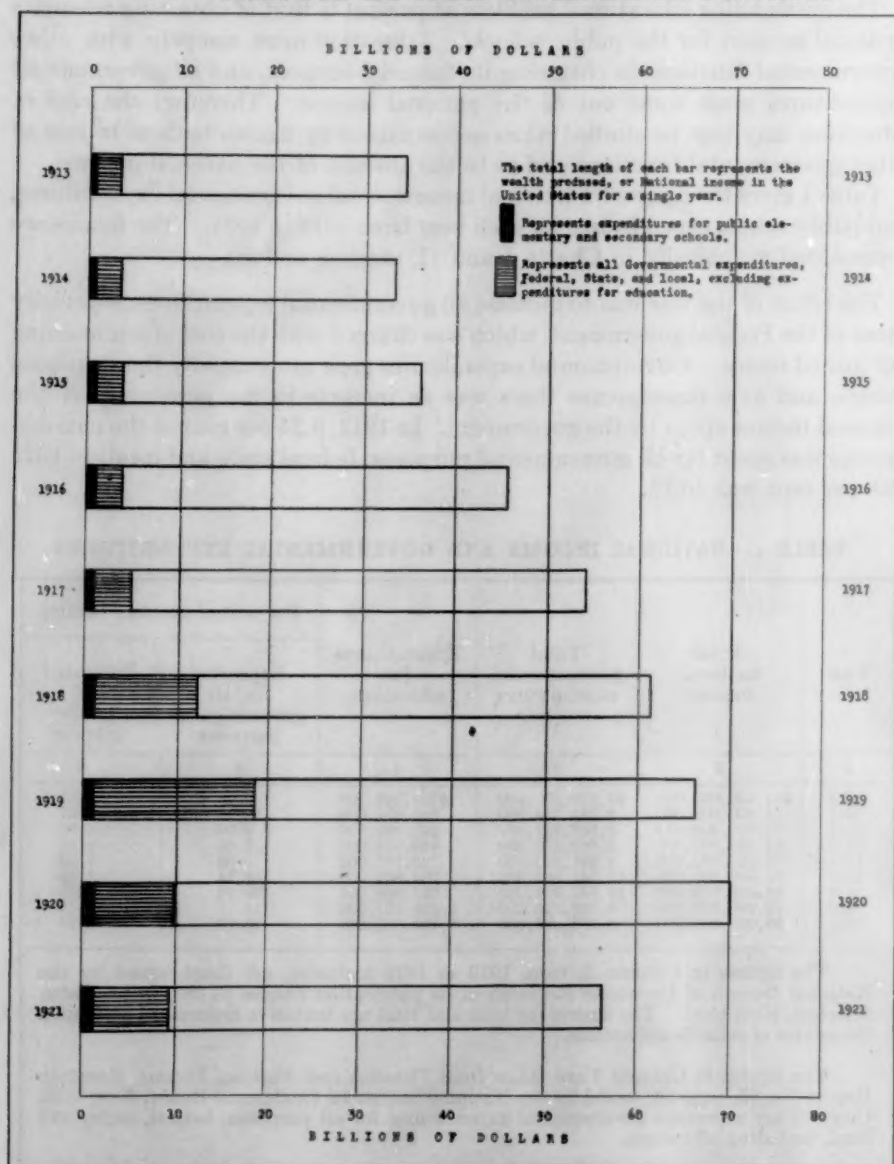


Chart I is based upon the figures given in table 1. The first bar, for 1913, shows that the total National income in this year was \$34,400,000,000. The black portion of this bar represents the amount expended for public schools the same year—\$521,546,000. The shaded portion of the bar shows the amount expended for all governmental purposes, Federal, State, and local, excluding public school costs. The black and shaded portion of the bar together represent the total governmental expenditures for 1913—\$3,179,559,000. The other bars similarly represent the situation for the years indicated.

The increase in the annual expenditures made for education during this same period was also rapid but not as rapid as the national income until 1921. The percentage of the national income expended for public elementary and secondary schools was considerably less in each of the years from 1916 to 1920 inclusive than it was in the pre-war years. It did not exceed the figures of the pre-war years until 1921.

The figures presented justify the following conclusions:

1. Governmental expenditures required a rapidly increasing percentage of the national income following 1916.

2. During the war period the percentage of the national income used for the maintenance of public schools, however, was decreased—education went on short rations with the rest of the country, postponed school building programs, and put off other essential expenditures.

3. During the next few years our schools will require an increased proportion of the national income in order to provide for the postponed expenditures which normally would have been made during the war years.

Chart II reveals the small percentage of our total governmental expenditures that education is claiming and also shows what a small fraction of the national resources is going for the support of our schools. This fraction could be doubled without entailing an undue burden. It should be realized that an increase in the expenditures for education does not represent a loss to the Nation's productive resources. It merely represents a transfer of the Nation's potentially productive resources from one object to another. These resources may be left in private hands to be translated into factories, farms, private dwellings, theater tickets, or other agencies capable of satisfying human wants, or they may be taken by taxation and spent by the public to provide for roads, school buildings or the maintenance of schools, which also satisfy human wants. In the long run probably no fraction of the national income either privately or publicly expended is as productive as that devoted to education.

EDUCATION AND THE FARMER'S INCOME

ALTHOUGH THE education of the farmer is only one factor affecting financial success in farming, it is a very important factor. Education cannot overcome the handicaps of an unfavorable environment or the lack of practical experience. Neither is it an absolute guaranty of success. For any individual farmer, however, education improves the chances of achieving financial success. Farm management studies in this State and in other States have shown repeatedly that farmers with a high school education make more on the average than those without.

In Tompkins county a survey of 769 farms showed that farmers with high school education were making nearly twice as much as those with only district school education, while those farmers with more than a high school education were making nearly three times as much as those with district school education. This was not due entirely to the advantage of greater capital as the farmers with more than district school education made considerably larger labor incomes than those with the same capital having only a district school education. . . .

Evidently, in spite of the extra time spent in school, the high school graduates, on the average, became tenants two years younger and owners four years younger than those farmers having only a district school education. At a lower average age, they had accumulated more than one-half larger capital and were making considerably larger labor incomes than those farmers with only district school education.—*Education and Farm Profits, Cornell University Agricultural Experiment Station, Ithaca, N. Y.*

CHART II.—THE PERCENTAGE OF THE NATIONAL INCOME EXPENDED FOR PUBLIC SCHOOLS AND FOR OTHER GOVERNMENTAL FUNCTIONS

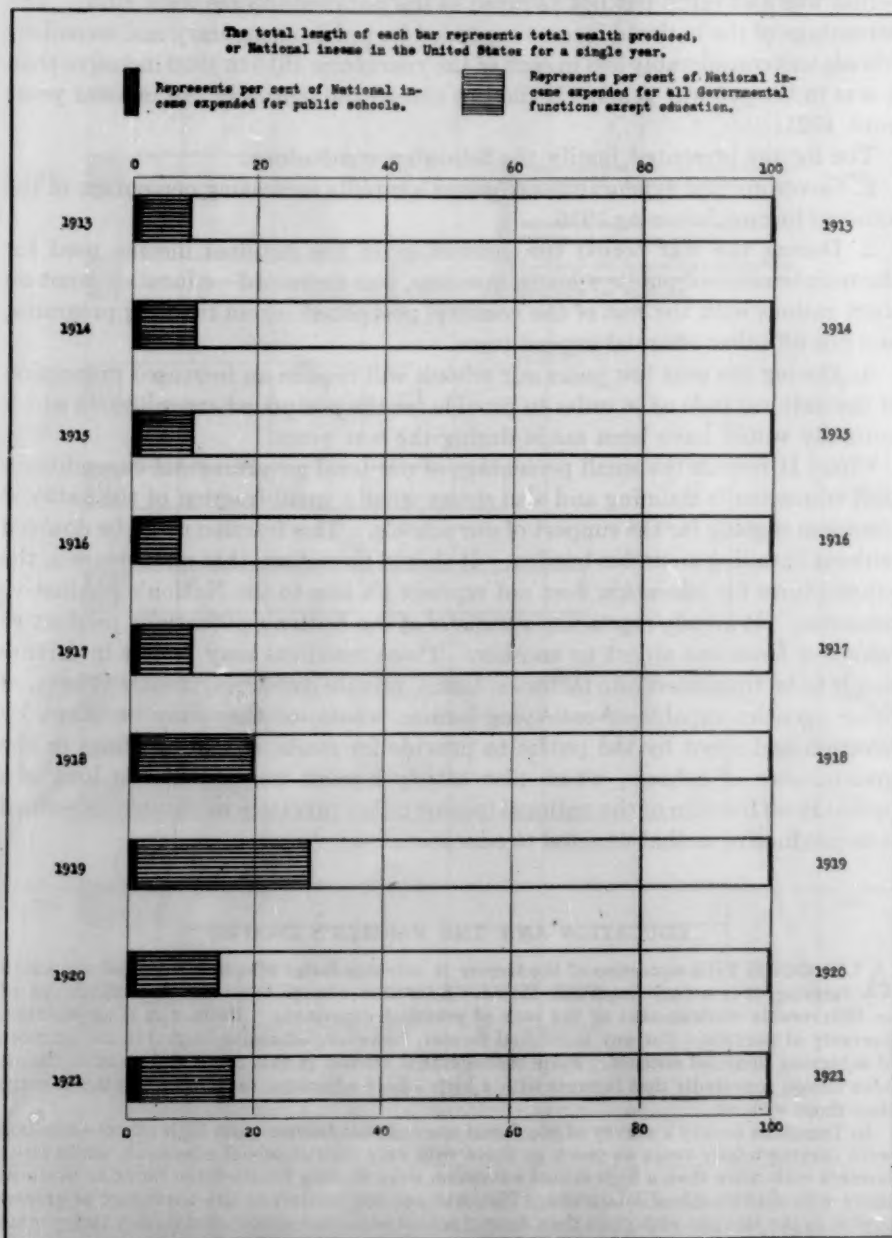


Chart II is based upon the figures in table 1. The first bar as a whole represents 100 per cent of the National income for 1913. The black portion represents the 1.15 per cent of income expended for the public schools in 1913. (Table 1, column 6.) The shaded portion of the bar represents the percent expended for all other governmental functions. The black and shaded portion together represent the 9.64 per cent of National income expended in 1913 for all governmental purposes, Federal, State, and local, including education. (Table 1, column 5.)

In the light of this fact, sound public policy points to the wisdom of maintaining an adequate school system, or rather adequate school systems, since in the United States we have 48 State school systems, each independent of all the others. State control of the public schools being a policy to which the country is wisely committed, National progress resulting from education is dependent upon the maintenance of effective State school systems.

Where State school systems are adequate they must be kept in that condition; where they are inadequate they must be strengthened if the National welfare is not to suffer. The failure of any one State or group of States to meet its educational responsibilities lowers the whole Nation's tone. Freedom of movement, made easier with each advance in transportation, is guaranteed to all. No State can confine its educational shortcomings to its own borders. The illiteracy, ignorance, and economic inefficiency that is the problem of one State today becomes, through the railroad and the automobile, the problem of other States tomorrow.

In the World War no State wished to be classed as a "slacker." The National welfare in peace time demands that no State shall allow itself to be classed as an educational "slacker." In order that a State may know its wealth, or its ability to support education, the tables given on the subsequent pages have been prepared.

CERTIFICATION

NO SCHOOL system can be materially improved unless the teacher is continually improving. One of the surest ways of securing improvement of the teaching personnel of the State would be for the State Board of Education to be authorized by law to require all teachers in the State to reach certain standards before they are permitted to enter the profession. The question here is not so much a matter of the teacher herself or even for the profession as it is a matter of doing justice to the children who are to be our future citizens. The moulding of character and the training to meet life conditions is a very difficult task. The responsibility, while not appreciated by some, will be more forcibly impressed by requiring a longer period of training and more thorough and comprehensive scholarship of those who are to assume the responsibility of teaching the future citizen.—C. N. Jensen, Superintendent, Utah. *The Utah Educational Review*, January 1923, page 25.

HERBERT HOOVER ON EDUCATION AND PRODUCTIVITY

THE FIRST ideal of our democracy is to maintain a state where each individual shall have an equality of opportunity to take that position in the community to which his intelligence, ability, and ambition entitle him and that no forces shall continue in the Nation which may prevent this free rise. . . .

As a race we produce a considerable percentage of persons in each generation who have the intellectual and moral qualities for the moral and intellectual inspiration of others, for the organization and administration of our gigantic economic and intellectual machinery, and for invention and creation. I believe that we lose a large portion of those who could join these ranks because we fail to find them, to train them rightly, to create character in them, and to inspire them to effort. Our teachers are necessarily the army of inspectors in our Nation who must find these individuals and who must stimulate them forward. . . .

Our standards of living and the extras of life are the result of the great productive and distributing machinery of our country. Our standards will increase directly in ratio to its efficiency. This machinery requires a vast trained personnel. It also requires a vast army of leaders.

The productive capacity of this machine can be increased more through improvement in the character and training of its personnel than through new invention. Wastes through accidents, sickness, bad management, and the like amount to five times the cost of our whole educational system.—*Herbert Hoover, Journal of the National Education Association, March, 1923, p. 79.*

The Wealth of the States

The support given to its school system by any State is in the final analysis dependent upon its wealth. The expenditures for education must always be a fraction of the State's income. Besides the wealth of a State the belief of its people in the value of education is the other important determinant of the support of a State's public schools.

In table 3 there is given by States the expenditures for public schools in 1919-20, the last year for which complete figures are available. There are also given three indications of the relative wealth of the States, that is their ability to support their schools, as follows:

Column 4 gives the total estimated wealth of the States in 1920 based on the Federal Census of wealth last made in 1912. The figures are in each case $33\frac{1}{2}$ per cent greater than those found in the 1912 census of wealth. This has been given as a reasonable estimate of the increase of wealth between 1912 and 1920. The figures in this column are probably an underestimate of the increase in wealth measured in dollars between 1912 and 1920, especially if intangible wealth were completely enumerated. They also assume that the increase in all States has been uniform, which is but partially true. As they stand, however, they are reasonably indicative of the total wealth of the States in 1920.

Column 6 gives the income of the States in 1919 as a second measure of their wealth or ability to support education. The fact that these figures are based on income for but one year should be kept in mind. This year in some States was an unusual one. For example, as the National Bureau of Economic Research points out, bad weather in Montana considerably reduced this State's income in 1919. Similar anomalies probably exist among the estimates of income for other States. As the figures stand, however, they give a reasonably reliable index of the ability of the States to support their schools.

Column 8 gives the amount of savings deposits by States as revealed by a recent investigation as a third indication of the relative wealth of the States.

Do the figures given in table 3 as to the wealth of your State indicate that it is well able to afford its educational expenditures?

WHEN WE seriously ask ourselves why we do not remedy existing educational defects, we are forced back to one generic cause or reason, viz., lack of sufficient school revenue. If we go beyond our own school—be it small or large—and question the several State systems, the answer is the same.—John A. H. Keith, *Principal State Normal School, Indiana, Pa. Pennsylvania School Journal, January, 1923.*

IN OTHER words, the reason why our revenues are inadequate is because we are tinkering with an outworn and irremediably defective machine. You can't patch it up. I don't mean to say that there are not States in this country which are more agricultural in character than, let us say, New York or Massachusetts or Illinois, where for some time perhaps the general property tax will linger. But I do mean to say that the sooner we realize that the real basis of taxation, the real criterion of ability to pay has changed from property to produce, or yield, or earnings, or profits, or income, the better for all concerned.—Prof. Edwin R. A. Seligman, *Financing Public Education*, p. 33. *National Educational Association, Washington, D. C.*

THE PLEA that expenditures for education or any other form of governmental activity for the benefit of the public must be curtailed for lack of funds cannot be treated seriously by those who know the facts.—Dr. David Friday, *President, Michigan Agricultural College.*

TABLE 3.—THE STATES AND EXPENDITURES FOR EDUCATION AND ABILITY TO SUPPORT EDUCATION AS INDICATED BY WEALTH, INCOME, AND SAVINGS DEPOSITS

States	Expenditures for education 1919-20	Rank in expenditures for education	Total estimated wealth 1920	Rank in estimated wealth	Income 1919	Rank in income	Savings Deposits 1921	Rank in savings deposits
1	2	3	4	5	6	7	8	9
Continental United States.....	1,036,151,209	..	222,977,598,000	..	66,252,601,000	..	16,618,595,000	..
Alabama.....	9,118,691	30	2,733,353,000	26	810,226,000	26	65,153,000	39
Arizona.....	9,339,288	40	649,466,000	46	221,788,000	44	25,311,000	45
Arkansas.....	7,706,921	36	2,343,379,000	31	663,742,000	29	35,296,000	44
California.....	48,960,283	5	10,679,913,000	5	2,808,992,000	6	1,133,726,000	4
Colorado.....	13,260,165	20	3,046,639,000	20	600,453,000	32	102,967,000	32
Connecticut.....	16,318,420	19	2,871,348,000	23	990,368,000	20	515,159,000	10
Delaware.....	1,676,503	48	391,629,000	49	176,591,000	46	37,914,000	43
District of Columbia.....	4,297,894	43	1,023,089,000	40	386,929,000	36	46,633,000	41
Florida.....	7,030,933	37	1,352,780,000	38	406,477,000	37	66,373,000	37
Georgia.....	9,076,453	31	3,065,598,000	19	1,141,953,000	15	118,385,000	25
Idaho.....	8,591,942	32	788,099,000	43	260,665,000	42	24,478,000	46
Illinois.....	69,358,022	3	19,461,956,000	2	4,962,384,000	3	940,807,000	6
Indiana.....	35,764,748	10	6,601,415,000	13	1,702,776,000	11	285,561,000	14
Iowa.....	37,334,167	9	9,916,126,000	6	1,697,401,000	12	478,419,000	11
Kansas.....	26,257,009	15	5,858,458,000	14	1,065,339,000	17	110,197,000	30
Kentucky.....	8,117,074	35	2,869,462,000	25	946,610,000	23	110,569,000	28
Louisiana.....	11,366,934	26	2,742,066,000	24	771,414,000	27	115,870,000	27
Maine.....	6,403,673	39	1,373,823,000	37	448,106,000	34	232,442,000	18
Maryland.....	8,242,399	33	2,669,623,000	28	999,529,000	18	279,430,000	16
Massachusetts.....	40,908,940	8	7,646,973,000	8	3,034,020,000	5	1,494,007,000	3
Michigan.....	47,683,763	6	6,892,031,000	12	2,581,907,000	7	631,131,000	9
Minnesota.....	35,734,096	11	7,022,601,000	11	1,386,514,000	14	475,601,000	12
Mississippi.....	28,574,786	13	7,631,547,000	34	629,071,000	31	153,044,000	40
Missouri.....	28,707,940	14	7,383,424,000	10	1,822,428,000	10	279,452,000	15
Montana.....	12,207,631	23	1,464,011,000	36	281,130,000	40	74,248,000	38
Nebraska.....	20,580,069	18	4,806,845,000	17	909,538,000	24	120,912,000	24
Nevada.....	1,383,850	49	588,913,000	47	65,791,000	49	12,866,000	49
New Hampshire.....	3,810,669	45	817,923,000	42	264,530,000	41	151,666,000	20
New Jersey.....	40,909,827	7	7,149,223,000	10	2,392,104,000	9	672,058,000	8
New Mexico.....	4,139,597	44	668,836,000	44	147,107,000	48	14,004,000	48

TABLE 3.—THE STATES AND EXPENDITURES FOR EDUCATION AND ABILITY TO SUPPORT EDUCATION AS INDICATED BY WEALTH, INCOME, AND SAVINGS DEPOSITS—continued

States	Expenditures for education 1919-20	Rank in expendi- tures for education	Total estimated wealth 1920	Rank in estimated wealth	Income 1919	Rank in income	Savings Deposits 1921	Rank in savings deposits
1	2	3	4	5	6	7	8	9
New York.....	106,045,319	1	29,216,839,000	1	9,074,859,000	1	3,512,767,000	1
North Carolina.....	12,147,856	24	2,326,209,000	32	980,596,000	22	104,277,000	31
North Dakota.....	12,858,443	22	2,716,834,000	27	332,916,000	39	101,798,000	33
Ohio.....	67,428,541	4	11,402,846,000	4	3,967,713,000	4	852,729,000	7
Oklahoma.....	22,906,219	16	11,461,533,000	13	1,083,851,000	16	78,623,000	36
Oregon.....	9,997,892	29	2,458,056,000	29	556,622,000	33	78,793,000	35
Pennsylvania.....	73,490,734	2	18,849,697,000	3	5,958,018,000	2	1,502,841,000	2
Rhode Island.....	4,764,333	42	1,190,257,000	39	434,988,000	36	219,097,000	17
South Carolina.....	6,627,017	38	1,735,598,000	35	735,398,000	28	86,965,000	34
South Carolina.....	11,592,896	25	1,774,257,000	33	436,254,000	35	116,084,000	26
Tennessee.....	10,141,374	28	2,445,807,000	30	853,867,000	25	110,528,000	29
Texas.....	33,606,210	12	8,736,323,000	7	2,511,050,000	8	126,515,000	23
Utah.....	8,239,829	34	979,749,000	41	232,324,000	43	46,951,000	42
Vermont.....	3,588,098	47	662,581,000	45	186,479,000	45	137,544,000	21
Virginia.....	12,975,089	21	2,899,580,000	22	990,107,000	21	178,223,000	19
Washington.....	20,595,360	17	4,072,922,000	18	1,066,073,000	19	131,352,000	5
West Virginia.....	11,402,488	27	2,906,037,000	21	655,723,000	30	132,074,000	22
Wisconsin.....	27,255,056	14	5,709,940,000	16	1,466,513,000	13	373,392,000	13
Wyoming.....	3,741,793	46	459,780,000	48	153,297,000	47	20,885,000	47

Column 2.—U. S. Bureau of Education Bulletin 1922, No. 29, p. 42.

Column 4.—The figures in column 4 were obtained by adding one-third to the Federal Census estimates of wealth for 1912. Also see Keith, J. A. H., Educational Opportunity as Related to School Revenue, *Pennsylvania School Journal*, January, 1923, p. 194, for another estimate of total wealth distributed by States.

Column 6.—Distribution of Income by States. National Bureau of Economic Research, N. Y. Harcourt, Brace and Co., pp. 21 and 25.

Column 8. *Journal of the American Bankers Association*, July, 1922. Leo Day Woodworth.

Table 4 gives a more exact measurement of the financial ability of the States to educate their children. The amount of wealth behind each child aged 5 to 20 is given in column 2. The annual income for each child aged 5 to 20 is given in column 4.

Do the figures given in table 4 indicate that your State is well able to afford the expense of an adequate school system?

THE BIGGEST problem that America has to solve is that of equalizing the opportunities of life through giving every child a chance to grow in power as he ought while personal powers are still flexible. Our current wild faith in legislation as a cure-all for human failures, both individual and collective, is pathetic to the man who knows that America is a democracy of souls—a co-operation of free citizens who must be trained to develop and give their best. To attend thoughtfully to education is to attack the American problem at the roots instead of at the branches and leaves. I hold no brief for the perfection of education as it has been or is; merely for the right use of educational means adjusted to our national purpose. Without the educational system that we have had, imperfect as it has been, we should long ago have been saddened with the social and political chaos it has prevented. . . .

The state must see that school moneys are collected where wealth is to be found, and distributed where the children and the need exist. All this regardless of locality. The truth is that this principle is not even approximately realized. Country districts suffer in comparison with the cities. Because the country teacher has to teach all subjects and all grades she ought to be best trained, most experienced, and consequently, the best paid elementary teacher. In fact, she is the youngest, the least well trained, the least experienced and the lowest paid teacher in the national service. The school organization, for purposes of finance and management, must depend on larger political units than are now used.—Henry Suzzallo, *President, University of Washington, Washington Education Journal, January, 1923, p. 138.*

JUST AS soon as you begin talking about the rights of children—the proper sort of school building and school equipment and highly trained, well-paid teachers—somebody rises and in peeved tones inquires:

“Why don’t you try to be practical? You’re an impossible idealist. Tell us something we really can do or stop wasting the time of practical people.”

I’ve learned that to these people “practical” doesn’t mean something “that may or can be practiced.” Not at all. To them it means something cheap. “Cheap” and “practical” are to them one and the same thing.

To be of any use, the ideas one offers must be cheap as to thought. “Practical” people never waste time thinking about a thing. “No, sir. When we’re going to do a thing, we just go and do it.” Let the lesser lights do the mopping up afterward. . . .

The only reason I can muster for the business man who cheerfully scraps a fortune in the form of obsolete machinery and sees clearly the gain ahead, yet foams at the mouth when a school man begs to have the obsolete school machinery scrapped for a modern outfit, is that he has experienced the results that come through handling outworn material things, but has no experience in using the machinery that shows intangible results such as grow out from handicapped schools.

Yet he must learn somehow that he is not practical at all when he shuts his mind and the public purse on being asked for better schools for the people’s children. It is the people’s children who suffer from the “practical” man. The children of the wealthy and the intellectually keen go to private schools, where neither the building nor the instruction is handicapped by cheapness.

The final result is that the “practical” man makes the fortunate children of the world still more fortunate in that they are properly trained for their place in the world, while the less fortunate are made still more so by the systematic cheapening of their training. And that is a dangerous thing for a democracy like ours.—Angelo Patri in *Our Children, Washington Post.*

TABLE 4.—THE STATES AND THEIR ABILITY TO EDUCATE THEIR CHILDREN

States	Estimated wealth 1920 per child ages 5 to 20 inclusive	Rank in wealth per child	Income 1919 per child ages 5 to 20 inclusive	Rank in income per child	Expenditures for education 1920 per child ages 5 to 20 inclusive	Rank in expendi- tures per child
1	2	3	4	5	6	7
Continental United States...	\$7,006	.....	\$1,992	.....	\$31.16	.....
Alabama.....	3,019	44	895	49	10.07	45
Arizona.....	6,160	32	2,103	22	60.13	4
Arkansas.....	3,528	41	999	46	11.60	44
California.....	12,819	3	3,371	3	58.79	6
Colorado.....	10,964	7	2,159	21	47.47	14
Connecticut.....	7,386	20	2,548	12	41.98	20
Delaware.....	6,162	31	2,778	7	26.38	35
District of Columbia.....	10,042	12	3,797	1	42.18	19
Florida.....	4,142	39	1,244	38	21.52	37
Georgia.....	2,759	46	1,028	44	8.16	48
Idaho.....	5,501	36	1,819	27	59.97	5
Illinois.....	10,319	10	2,631	9	36.77	25
Indiana.....	7,663	18	1,976	25	41.52	22
Iowa.....	13,687	2	2,343	16	51.53	11
Kansas.....	10,501	9	1,909	26	47.06	15
Kentucky.....	3,434	43	1,133	42	9.71	47
Louisiana.....	4,124	40	1,159	40	17.09	40
Maine.....	6,311	30	2,058	24	29.41	31
Maryland.....	6,063	34	2,270	17	18.72	39
Massachusetts.....	7,247	21	2,875	5	38.77	23
Michigan.....	6,573	29	2,462	14	45.48	17
Minnesota.....	9,427	13	1,861	27	47.97	13
Mississippi.....	2,494	48	901	48	7.84	49
Missouri.....	7,129	22	1,757	31	27.67	32
Montana.....	9,220	14	1,746	32	75.84	1
Nebraska.....	11,587	5	2,192	19	49.61	12
Nevada.....	31,904	1	3,566	2	75.02	2
New Hampshire.....	6,778	27	2,192	20	31.58	29
New Jersey.....	7,776	17	2,602	10	44.50	18
New Mexico.....	5,194	37	1,142	41	32.14	28
New York.....	10,214	11	3,173	4	37.07	24
North Carolina.....	2,350	49	991	47	12.27	42
North Dakota.....	11,656	4	1,428	36	55.27	8
Ohio.....	7,061	23	2,457	15	41.77	21
Oklahoma.....	7,640	19	1,437	35	30.37	30
Oregon.....	11,322	6	2,564	11	46.05	16
Pennsylvania.....	7,045	24	2,226	18	27.46	34
Rhode Island.....	6,864	26	2,508	13	27.48	33
South Carolina.....	2,570	47	1,089	43	9.81	46
South Dakota.....	8,374	15	2,059	23	54.71	9
Tennessee.....	2,904	45	1,013	45	12.03	43
Texas.....	5,144	35	1,478	33	19.78	38
Utah.....	6,148	33	1,464	34	51.72	10
Vermont.....	6,570	28	1,849	28	35.58	26
Virginia.....	3,514	42	1,200	39	15.73	41
Washington.....	10,916	8	2,857	6	55.34	7
West Virginia.....	5,642	35	1,272	37	22.12	36
Wisconsin.....	6,965	25	1,789	30	33.26	27
Wyoming.....	8,190	16	2,730	8	66.65	3

Column 2.—Based on wealth figures given in table 3, column 4, and the 1920 Federal Census as to the number of persons ages 5 to 20 years.

Column 4.—Based on income figures given in table 3, column 6, and 1920 Federal Census as to the number of persons ages 5 to 20 years.

Column 6.—Based on expenditures for education given in table 3, column 2, and the 1920 Federal Census as to the number of persons ages 5 to 20 years.

GOVERNOR PINCHOT of Pennsylvania in his inaugural address pledged himself to use every power of his office "To give our children the best schools in America."

The Wealth and Educational Expenditures of the States

The figures given in table 5 show more exactly the relationship of the wealth of the States and their expenditures for education. A tax of four-tenths of one per cent of the national wealth as it is estimated in 1920 was sufficient to cover all public school expenditures. One and six-tenths per cent of the National income went to education. The cost of all the public schools in 1920 was but slightly more than six per cent of the savings deposits of 1921. Similar data are given for each of the States.

Is your State investing a sufficient percentage of its resources in education to guarantee its future?

THE GENERAL property tax has been a failure wherever it has been tried. As a chief source of revenue it has no supporters among scientific writers and has been abandoned by every great nation except the United States, and in most of the United States it has been modified and supplemented. The Northwest States are among those most delayed in the solution of the problem, and the State of Washington has done least to attempt a reform of this unjust and inequitable system. This is not a happy thought, but the time has come when we must face the facts. The property tax was developed originally before the changes wrought by the industrial era under conditions very different from those that prevail today. It was used universally in the early history of our States. Ownership was then largely in land. It was at that time the intention to tax each person according to his ability, and tangible property was taken as the best measure of a man's capacity. Since that time the economic life has been revolutionized until now more income flows from intangible securities and other forms of value than flow from property investment. Although such a change has come about we still in our State place almost the entire burden of expenditure upon the income that flows from property. . . .

I challenge you to show a single commission report where scientific treatment is given, containing a defense of the system, or a single student of repute who does not condemn it in unmeasured terms. Seligman says it is a failure historically, being unsuited to an industrial era, theoretically, because it is income and not property which is the index of taxpaying power, and practically, "the general property tax as actually administered today is beyond all doubt the worst tax known in the civilized world." Leroy Beaulieu, the great French economist, says: "We have examined the general property tax in the United States. Modern taxation has seldom invented a more stupid instrument."

The United States Supreme Court has said: "A system which imposes the same tax on every species of property irrespective of its nature, condition or class, is destructive of the principle of uniformity and equality in taxation." (142 U. S. 351.)

. . . The income from intangible property can, together with income from other untaxed sources, be successfully reached by constitutional means and made to bear a just proportion of the burden.—Frank J. Laube, *Washington Education Journal*, January, 1923, page, 133.

THE THING that impresses me as most significant in our educational development of the last few years is the change in our objectives from one of individual gain to that of service. Ten years ago we believed in education for the help it gave to the individual; it enabled him to get ahead, to make money, to become financially successful. It was talked by the parents to the child, by the teacher to the student. Now we do not say that nearly so much.

The whole philosophy of the schools has been transformed. It has become socialized. Now we say, "If you get an education it will enable you to understand other people, to get the other person's point of view; it makes you compassionate; you will be more helpful; you can serve better and work better with others in this service."—Payson Smith, *State Commissioner of Education, Boston, Mass.* . . . *The Colorado School Journal*, January, 1923.

TABLE 5.—THE STATES AND THE COST OF THE PUBLIC SCHOOLS

States	Per cent of wealth 1920 to pay for education 1920	Rank in per cent wealth 1920 expended for education 1920	Per cent of income 1919 to pay for education 1920	Rank in per cent income 1919 expended for education 1920	Per cent of savings 1921 to pay for education 1920	Rank in per cent savings 1921 expended for education 1920
1	2	3	4	5	6	7
Continental United States.....	.4	.....	1.6	.....	6.2	.....
Alabama.....	.33	43	1.12	41	13.9	13
Arizona.....	.97	2	2.86	5	25.0	5
Arkansas.....	.33	44	1.16	40	21.8	7
California.....	.46	23	1.74	22	4.3	41
Colorado.....	.43	26	2.20	12	12.8	14
Connecticut.....	.57	11	1.65	27	3.2	42
Delaware.....	.43	28	0.95	44	4.4	40
District of Columbia.....	.42	29	1.11	42	8.7	26
Florida.....	.52	16	1.73	24	10.6	19
Georgia.....	.29	47	0.79	49	7.7	30
Idaho.....	1.1	1	3.30	4	35.1	1
Illinois.....	.36	42	1.39	32	7.4	34
Indiana.....	.54	12	2.10	15	12.5	17
Iowa.....	.37	40	2.20	13	7.8	29
Kansas.....	.45	25	2.46	9	23.8	6
Kentucky.....	.28	48	0.86	46	7.3	35
Louisiana.....	.41	30	1.47	29	9.8	24
Maine.....	.47	21	1.43	31	3.0	45
Maryland.....	.31	46	0.82	47	3.0	44
Massachusetts.....	.53	14	1.35	33	2.9	46
Michigan.....	.69	6	1.85	20	7.6	32
Minnesota.....	.51	17	2.58	8	7.5	33
Mississippi.....	.31	45	0.87	48	10.3	22
Missouri.....	.38	37	1.58	28	10.3	21
Montana.....	.82	4	4.34	1	16.4	11
Nebraska.....	.43	27	2.26	11	17.0	10
Nevada.....	.23	49	2.10	16	10.4	20
New Hampshire.....	.46	22	1.44	30	2.5	48
New Jersey.....	.67	10	1.71	25	6.1	38
New Mexico.....	.62	8	2.81	6	29.5	2
New York.....	.36	41	1.17	39	3.0	43
North Carolina.....	.62	15	1.24	36	11.6	18
North Dakota.....	.48	20	3.87	2	12.6	16
Ohio.....	.59	9	1.70	26	7.9	28
Oklahoma.....	.39	34	2.11	14	29.0	3
Oregon.....	.40	32	1.80	21	12.7	15
Pennsylvania.....	.39	36	1.23	37	4.9	39
Rhode Island.....	.40	33	1.10	43	2.1	49
South Carolina.....	.38	39	0.90	45	7.6	31
South Dakota.....	.67	7	2.66	7	10.0	23
Tennessee.....	.41	31	1.19	38	9.2	25
Texas.....	.38	38	1.34	34	26.6	4
Utah.....	.84	3	3.54	3	17.5	9
Vermont.....	.54	13	1.92	18	2.6	47
Virginia.....	.45	24	1.31	35	7.3	37
Washington.....	.50	18	1.93	17	15.7	12
West Virginia.....	.39	35	1.74	23	8.6	27
Wisconsin.....	.48	19	1.86	19	7.3	36
Wyoming.....	.81	5	2.44	10	17.9	8

Column 2.—Based on wealth figures given in table 3, column 4, and expenditures for education as given in table 3, column 2.

Column 4.—Based on income figures given in table 3, column 6, and expenditures for education as given in table 3, column 2.

Column 6.—Based on savings figures given in table 3, column 8, and expenditures for education as given in table 3, column 2.

Table 6, based on the same data as table 5, gives the per capita expenditures for education in 1920. The three indications of State wealth are also given on the per capita basis by States.

The figures generally show a close relationship between the per capita expenditures for education and per capita wealth. This tends to confirm the theory that under present conditions the educational opportunity that a child is given is largely accidental, the most important determining factor being the wealth of the community in which he happens to be educated.

Considering its per capita wealth are the public schools receiving the support that your State can afford to give?

Educational Expenditures and Other Governmental Costs

Table 7 gives data as to the actual amount of taxes paid for all purposes in 1919, the last year for which figures are available, accompanied by State income figures.

The figures in this table are arranged as follows:

Column 2 gives the total income of the States in 1919.

Column 3, the total amount paid in taxes, Federal, State and local, for all purposes in 1919; educational expenditures being included.

Column 4, the per cent of the income in 1919 paid in taxes in 1919.

Columns 5 and 6, the per cent of the income paid in Federal, State and local taxes, respectively.

Column 7, the expenditures for public elementary and high schools during the school year 1919-20.

Column 8, the per cent of the total taxes paid in 1919, as given in column 3, expended for public schools in 1919-20.

Column 9, the per cent of the income in 1919 expended for public schools in 1919-20.

There is considerable variation among the States as to the percentage of income paid out in taxes. Similarly the percentage of the money made available by taxation, expended for public schools, varies widely in different States. In the country as a whole less than 13 per cent of the total money raised by taxation in 1919 was expended for the public schools in 1919-20.

Is the percentage of the money raised by taxation in your State that goes to the schools sufficient considering the paramount importance of education to the future public welfare?

THE INVESTIGATOR finds the richest nation on the earth denying multitudes of her children any educational opportunities and herding thousands upon thousands of others in dismal and insanitary hovels under the tutelage of wretchedly underpaid and proportionately ignorant, untrained, and negative teachers; finds hundreds of communities able to provide luxurious educational facilities with almost no effort while thousands upon thousands, despite heroic exertions, can not provide even the barest necessities.—Fletcher Harper Swift, U. S. Bureau of Education, Bulletin 1922, No. 6, p. 54.

TABLE 6.—THE STATES, PER CAPITA EXPENDITURES FOR EDUCATION AND PER CAPITA WEALTH

States	Per capita expenditures for education 1920	Rank in per capita expenditures for education	Per capita estimated wealth 1920	Rank in per capita estimated wealth	Per capita income 1919	Rank in per capita income	Per capita savings deposits 1921	Rank in per capita savings deposits
1	2	3	4	5	6	7	8	9
Continental United States	\$9.80		\$2,203		\$627		\$157	
Alabama	3.88	46	1,164	44	345	49	27	47
Arizona	18.97	5	1,943	29	664	21	75	34
Arkansas	4.40	43	1,337	41	379	46	20	49
California	14.29	14	3,121	8	820	4	331	7
Colorado	14.05	15	3,245	6	639	22	110	24
Connecticut	11.82	20	2,079	24	717	12	374	3
Delaware	7.52	36	1,756	38	792	5	170	17
District of Columbia	9.82	29	2,338	17	884	1	112	23
Florida	7.26	37	1,397	40	420	41	68	35
Georgia	3.13	49	1,058	45	394	43	41	42
Idaho	19.90	3	1,825	36	604	23	56	38
Illinois	10.69	24	3,001	10	765	9	145	20
Indiana	12.20	19	2,250	19	581	28	98	28
Iowa	15.53	10	4,125	3	706	14	199	11
Kansas	14.84	13	3,311	5	602	24	62	37
Kentucky	3.36	48	1,188	43	302	44	46	41
Louisiana	6.32	39	1,525	39	429	39	64	36
Maine	8.34	33	1,789	37	583	26	303	8
Maryland	5.69	40	1,842	35	689	18	193	12
Massachusetts	10.62	25	1,985	26	788	7	387	2
Michigan	13.00	16	1,878	31	704	15	172	16
Minnesota	14.97	12	2,984	11	581	27	199	10
Mississippi	3.06	47	973	48	351	48	30	46
Missouri	8.43	31	2,173	20	535	31	81	32
Montana	22.24	1	2,704	15	512	36	135	22
Nebraska	15.87	9	3,709	4	702	16	93	30
Nevada	17.87	8	7,603	1	850	3	173	14
New Hampshire	8.60	30	1,846	34	597	25	342	6
New Jersey	12.96	17	2,265	18	758	10	213	9
New Mexico	11.49	23	1,856	33	408	42	39	44
New York	10.21	27	2,813	13	874	2	348	5
North Carolina	4.74	42	909	49	383	45	41	43
North Dakota	19.92	2	4,198	2	515	35	157	18
Ohio	11.71	21	1,979	27	689	17	148	19
Oklahoma	11.29	22	2,840	12	534	32	38	45
Oregon	12.76	18	3,138	7	711	13	101	27
Pennsylvania	8.43	32	2,162	22	683	20	172	15
Rhode Island	7.89	34	1,969	28	720	11	358	4
South Carolina	3.94	45	1,031	47	437	38	52	39
South Dakota	18.21	7	2,787	14	685	19	183	13
Tennessee	4.34	44	1,046	46	365	47	47	40
Texas	7.21	38	1,874	32	538	30	27	48
Utah	18.33	6	2,158	23	517	34	104	26
Vermont	10.18	28	1,880	30	529	33	390	1
Virginia	5.62	41	1,256	42	429	40	77	33
Washington	15.19	11	3,002	9	786	8	97	29
West Virginia	7.79	35	1,985	25	448	37	91	31
Wisconsin	10.35	26	2,166	21	557	29	141	21
Wyoming	19.25	4	2,365	16	789	6	107	25

Column 2.—Based on data of table 3, column 2, and 1920 Federal Census for population.

Column 4.—Based on figures of table 3, column 4, and 1920 Federal Census for population.

Column 6.—Based on figures of table 3, column 6, and 1920 Federal Census for population.

Column 8.—Based on figures of table 3, column 8, and 1920 Federal Census for population.

TABLE 7.—STATE INCOMES, TAXES PAID AND EXPENDITURES FOR EDUCATION

States	Income in thousands of dollars 1919	Total taxes paid federal, state and local in thousands of dollars 1919	Per cent of income paid for			Expenditures for education 1919-20	Per cent of total taxes expended for education	Per cent of income expended for education
			All taxes	Federal taxes	State and local taxes			
1	2	3	4	5	6	7	8	9
Continental United States.....	66,252,601	8,033,703	12.1	7.6	4.5	1,036,151,209	12.89	1.56
Alabama.....	810,226	62,184	7.6	5.2	3.4	9,118,691	14.64	1.12
Arizona.....	221,788	20,354	9.1	3.5	5.6	6,339,288	31.17	2.86
Arkansas.....	663,742	53,998	8.2	5.0	3.2	7,706,621	14.27	1.16
California.....	2,808,992	325,291	11.5	6.7	4.8	48,980,298	15.06	1.74
Colorado.....	600,483	74,651	12.3	6.5	5.8	13,200,165	17.68	2.19
Connecticut.....	990,398	134,382	13.6	8.4	5.2	16,318,420	12.14	1.65
Delaware.....	176,591	37,746	15.8	11.5	4.3	1,676,503	6.05	.95
District of Columbia.....	386,929	31,722	8.2	5.8	2.4	4,297,894	13.55	1.11
Florida.....	406,477	42,525	10.5	5.4	5.1	7,030,933	16.53	1.73
Georgia.....	1,141,953	97,969	8.6	6.0	2.6	9,076,453	9.27	.79
Idaho.....	260,665	26,575	10.1	3.5	6.6	8,591,942	32.33	3.29
Illinois.....	4,962,384	613,431	12.3	8.0	4.3	69,358,022	11.31	1.39
Indiana.....	1,702,776	162,136	9.4	5.1	4.3	35,764,748	22.06	2.10
Iowa.....	1,697,401	151,586	8.9	3.8	5.1	37,334,167	24.63	2.20
Kansas.....	1,065,339	109,716	10.2	5.1	5.1	26,257,069	23.93	2.46
Kentucky.....	946,610	98,469	10.4	6.2	4.2	8,117,074	8.24	.86
Louisiana.....	771,414	98,085	12.7	8.0	4.7	11,366,934	11.59	1.46
Maine.....	448,106	47,698	10.6	5.9	4.7	6,403,673	13.43	1.43
Maryland.....	999,829	101,628	10.2	6.7	3.5	8,242,399	8.11	.83
Massachusetts.....	3,034,020	482,889	15.9	10.6	5.3	40,908,940	8.48	1.35
Michigan.....	2,581,907	387,802	15.0	10.5	4.5	47,683,763	12.29	1.85
Minnesota.....	1,369,514	193,481	13.9	6.2	7.7	35,954,096	18.47	2.59
Mississippi.....	1,629,071	59,407	9.4	5.1	4.3	5,474,186	9.22	1.87
Missouri.....	1,822,428	230,749	12.6	7.8	4.8	28,767,190	12.44	1.57
Montana.....	281,130	37,710	13.3	4.2	9.1	12,207,631	32.37	4.34
Nebraska.....	909,558	86,201	9.4	3.9	5.5	20,580,069	23.88	2.26
Nevada.....	65,791	6,664	9.9	3.1	6.8	1,383,850	20.77	2.10
New Hampshire.....	264,530	29,946	11.2	5.7	5.5	3,810,669	12.72	1.44
New Jersey.....	2,392,104	273,980	11.5	6.8	4.7	40,909,827	14.93	1.71
New Mexico.....	147,107	15,569	10.6	4.2	6.4	4,139,597	26.58	2.81

TABLE 7.—STATE INCOMES, TAXES PAID AND EXPENDITURES FOR EDUCATION—Continued

States	Income in thousands of dollars 1919	Total taxes paid federal, state and local in thousands of dollars 1919	Per cent of income paid for			Expenditures for education 1919-20	Per cent of total taxes expended for education	Per cent of income expended for education
			All taxes	Federal taxes	State and local taxes			
1	2	3	4	5	6	7	8	9
New York.....	9,074,859	1,540,692	17.2	12.5	4.7	106,045,319	6.88	1.17
North Carolina.....	980,596	106,485	10.8	7.6	3.2	12,147,856	11.41	1.24
North Dakota.....	332,916	38,042	11.3	3.2	8.1	12,883,443	33.87	3.87
Ohio.....	3,967,713	463,300	11.7	7.4	4.3	67,428,541	14.55	1.60
Oklahoma.....	1,083,851	91,560	8.4	4.4	4.0	22,906,219	25.02	2.11
Oregon.....	556,622	63,512	11.3	6.2	5.1	9,997,892	15.74	1.79
Pennsylvania.....	5,938,018	643,794	10.9	7.8	3.1	73,490,734	11.41	1.23
Rhode Island.....	434,988	69,648	16.1	11.9	4.2	4,766,333	6.84	1.09
South Carolina.....	735,398	62,991	8.5	6.1	2.4	6,627,017	10.52	1.90
South Dakota.....	436,254	41,243	9.4	3.1	6.3	11,592,896	28.11	2.66
Tennessee.....	853,867	89,442	10.4	6.6	3.8	10,141,374	11.34	1.19
Texas.....	2,511,050	193,776	7.6	5.0	2.6	33,606,210	17.34	1.34
Utah.....	232,324	27,293	11.6	5.1	6.5	8,239,829	30.19	3.55
Vermont.....	186,479	18,127	9.8	5.1	4.7	3,588,098	19.62	1.92
Virginia.....	996,107	9,6686	9.7	6.6	3.1	12,975,089	13.42	1.31
Washington.....	1,086,073	117,973	10.9	5.2	5.7	20,595,360	17.46	1.93
West Virginia.....	655,723	75,263	11.4	6.5	4.9	11,402,488	13.15	1.74
Wisconsin.....	1,466,513	196,448	13.3	6.2	7.1	27,255,056	13.88	1.86
Wyoming.....	153,297	12,924	8.4	3.7	4.7	3,741,793	29.81	2.44

Column 2.—*Distribution of Income by States, 1919*, National Bureau of Economic Research, p. 25.Column 3, 4, 5, and 6.—*Taxation and National Income, Research Report No. 55*, National Industrial Conference Board. The Century Company, N. Y., pp. 50 and 51.

Column 7.—U. S. Bureau of Education, Bulletin 1922, No. 29, p. 42.

State Public School Expenditures 1900 to 1920

Table 8, compiled by the Statistical Division of the U. S. Bureau of Education, gives by States the total expenditures for public elementary and secondary education for each fifth year beginning with 1900. The total expenditures for 1900 were \$213,274,352; in 1920 they were \$1,036,151,209. At first glance the increase in educational expenditures appears to have been very great. This is true only when this increase is measured in dollars. A more careful analysis of these figures reveals the fact that this increase is principally accounted for by two factors beyond the control of school officials; first, the depreciation of the dollar, and second, the increase in school attendance.¹

The \$1,036,000,000 of 1920, due to the depreciation of the dollar, would only buy as much as \$352,240,000 would have purchased in 1900. At the same time the attendance in our schools between 1900 and 1920 increased 239 per cent. The public schools provided 1,098,232,725 days of school in 1900 and 2,620,210,865 days in 1920.

When these two figures are considered there is not a great deal of the increase in school expenditures to account for. Practically all of it has been swallowed up by the decreasing purchasing power of the dollar and the increase in the number of the children who are attending our schools. The growing complexity of our civilization and the loss in influence of some of our most cherished institutions have placed additional burdens upon our public schools that would have justified the appropriation of large sums for the single purpose of increasing the efficiency of the instruction received in our schools.

Has the increase in the money provided for the public schools in your State been sufficient (1) to allow for the depreciation of the buying power of the dollar, (2) to provide for the increase in the school attendance, and (3) to guarantee the progress in general public school efficiency that our increasingly complex civilization demands?

THE FIGURES about average days of schooling mean much for the community as well as for the individual. In the first place, the community must have been persuaded by experience with schools that they are a good investment of public funds. The critics may find many faults in public educational systems, but the increase in attendance on schools shows that fundamentally there is an abiding confidence in what they do. In the second place, the community is evidently prepared to delegate to the schools an increasing share in the control of the time and energy of the pupils. In short, the community is committed to expansion.—*Dr. Charles H. Judd, University of Chicago.*

THERE IS a book called "Who's Who in America." This book contains the names of those persons who are well known because of their good works. The person who cannot read and write has one chance in 150,000 to get his name into this book; the grammar school graduate one in 4,250; the high school graduate one in 1,600; the college graduate one in 180; the honor student in college one in three. Does education pay?—*Mississippi Educational Advance, Sept., 1922.*

¹ See Bulletin No. 1 of the Research Division of the National Education Association, p. 4, for a detailed analysis of this question.

TABLE 8.—THE STATES AND TOTAL EXPENDITURES FOR PUBLIC ELEMENTARY AND SECONDARY SCHOOLS, 1900, 1905, 1910 AND 1920.

States	TOTAL EXPENDITURES FOR				
	1900	1905	1910	1915	1920
1	2	3	4	5	6
United States.....	\$213,274,352	\$291,616,660	\$426,250,434	\$605,460,785	\$1,036,151,209
Alabama.....	923,464	1,475,000	2,904,357	4,703,332	9,118,691
Arizona.....	299,730	457,354	1,000,628	2,574,484	6,339,288
Arkansas.....	1,369,810	1,955,428	3,187,083	4,454,737	7,706,621
California.....	6,909,351	9,770,703	18,210,747	31,691,961	48,980,298
Colorado.....	2,793,648	3,984,967	5,211,186	6,778,503	13,200,165
Connecticut.....	3,189,249	3,779,732	5,450,006	9,238,489	16,318,420
Delaware.....	1275,000	539,957	604,796	836,189	1,676,503
District of Columbia.....	1,228,133	1,676,259	2,679,564	3,041,240	4,297,894
Florida.....	765,777	945,047	1,773,720	2,769,335	7,030,933
Georgia.....	1,980,016	2,327,603	4,419,596	6,194,875	9,076,453
Idaho.....	400,043	912,272	2,175,063	3,828,462	8,591,942
Illinois.....	17,757,145	22,823,191	34,036,195	39,508,058	69,358,022
Indiana.....	8,188,089	11,501,001	14,910,500	20,597,553	35,764,748
Iowa.....	7,978,060	10,316,292	12,767,210	18,985,865	37,334,167
Kansas.....	4,622,364	5,829,916	9,812,671	12,210,174	26,257,009
Kentucky.....	2,650,190	2,662,863	5,648,644	7,435,382	8,117,074
Louisiana.....	1,135,125	2,169,001	4,252,244	5,149,747	11,366,934
Maine.....	1,712,795	2,020,348	2,934,263	3,719,904	6,403,673
Maryland.....	2,912,527	2,961,373	3,792,424	5,190,227	8,242,399
Massachusetts.....	13,826,243	18,131,529	20,135,745	26,806,296	40,908,940
Michigan.....	6,539,146	9,630,666	14,506,819	22,384,232	47,683,763
Minnesota.....	5,630,013	8,469,902	13,724,437	19,833,230	35,734,096
Mississippi.....	1,306,186	1,868,544	2,726,248	2,806,562	6,474,796
Missouri.....	7,816,050	10,101,923	13,067,193	19,700,626	28,707,190
Montana.....	854,066	1,236,253	2,633,521	5,789,133	12,207,631
Nebraska.....	4,403,222	5,304,292	7,454,215	10,121,558	20,580,069
Nevada.....	224,622	257,501	619,268	741,355	1,383,850
New Hampshire.....	1,051,265	1,557,061	1,654,163	2,160,274	3,810,669
New Jersey.....	6,142,526	9,598,446	17,064,990	25,416,263	40,909,827
New Mexico.....	343,429	362,225	793,202	1,542,534	4,139,597
New York.....	33,421,491	47,227,428	51,861,966	69,723,639	106,045,319
North Carolina.....	931,143	1,935,982	3,037,097	5,449,581	12,147,856
North Dakota.....	1,440,892	2,529,914	4,549,660	7,309,342	12,883,443
Ohio.....	13,335,211	17,595,091	25,500,216	36,611,410	67,426,541
Oregon.....	1,594,420	2,052,175	4,646,270	6,396,915	9,997,892
Oklahoma.....	686,095	2,203,443	6,739,216	8,418,969	22,906,219
Pennsylvania.....	21,476,995	28,465,457	39,988,180	58,114,226	73,490,734
Rhode Island.....	1,570,895	1,987,750	2,486,757	3,336,386	4,766,333
South Carolina.....	894,004	1,304,630	1,951,945	3,207,256	6,627,017
South Dakota.....	1,598,757	2,379,775	3,825,273	5,065,508	11,592,896
Tennessee.....	1,751,047	2,933,289	4,402,575	6,103,534	10,141,374
Texas.....	4,469,014	6,400,492	11,777,036	19,373,295	33,606,210
Utah.....	1,073,586	1,657,234	3,052,990	4,452,137	8,239,829
Vermont.....	1,074,222	1,324,507	1,608,996	2,265,966	3,588,098
Virginia.....	1,971,264	2,377,624	4,407,853	6,705,490	12,975,089
Washington.....	1,795,795	3,220,340	10,493,347	13,382,100	20,595,360
West Virginia.....	3,215,321	2,766,817	4,094,092	6,932,378	11,402,488
Wisconsin.....	5,493,370	8,240,352	10,789,236	15,455,668	27,255,056
Wyoming.....	253,551	387,681	796,021	1,416,405	3,741,793

¹ Approximately. ² Includes figures for Indian Territory. ³ Exclusion of Wilmington.

The data for this table were furnished through the courtesy of the Statistical Division of the Bureau of Education. The sums indicated are total expenditures, including outlays but excluding payments for bonds and other debt services.

SIXTY YEARS ago America was the fourth nation in the world in terms of education. Then it slipped to fifth, sixth, seventh, eighth, and finally ninth place. Prussia has one man in a thousand who cannot read or write. Denmark, Switzerland and Holland have one man out of four thousand who cannot read or write. We have seven men in every hundred who have acknowledged that they can do neither, and in the industrial centers, among the foreign-born, twenty out of every hundred are illiterate. We are still riding in an ox cart as far as rural education is concerned.—Newell Dwight Hillis, *The Mississippi Educational Advance*, February, 1923, page 21.

Growth of Public School Enrollment

One of the factors that increases the expenditures for our schools is the growth of school enrollment. Between 1870 and 1920 school enrollment nearly tripled. At the same time there was a steady increase in the length of the school term, necessitating greater school expenditures, as well as a very rapid growth in the enrollment in secondary schools in which the yearly educational cost per capita is larger than in elementary schools.

Table 9 shows by States the total elementary and secondary school enrollment at the beginning of each decade since 1870.

What do the figures in table 9 indicate as to the increase in the educational load that has resulted from the growth in enrollment in the public schools of your State?

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A LARGE number of teachers in American Public Schools have neither the education nor the professional training necessary for efficient service. Uneducated and untrained teachers in any of the schools of the Nation are a national liability. It is estimated that there are thirty thousand teachers in the United States who have no education beyond that furnished in a one-room rural, elementary school. There are seven states in which forty per cent or more of the teachers hold licenses which require less than a high school education. For the whole of the United States, not more than twenty-five per cent of the teachers hold licenses which require two years of professional training beyond high school education, a standard which has been acknowledged as proper minimum preparation for teaching in elementary schools.—George D. Strayer, *Southern School Journal*, October, 1922.

TABLE 9.—THE STATES AND ENROLLMENT IN PUBLIC ELEMENTARY AND SECONDARY SCHOOLS BY DECADES SINCE 1870

States	1870-71 ¹	1879-80	1889-90	1899-1900	1909-10	1919-20
1	2	3	4	5	6	7
Continental United States.....	7,561,582	9,867,505	12,722,581	15,503,110	17,813,852	21,578,316
Alabama.....	141,312	179,490	301,615	376,423	424,611	569,940
Arizona.....	0	4,212	7,989	16,504	31,312	76,505
Arkansas.....	69,927	81,972	223,071	314,662	395,978	483,172
California.....	91,332	158,765	221,756	269,736	368,391	696,238
Colorado.....	4,357	22,119	65,490	117,555	168,798	220,232
Connecticut.....	113,588	191,694	126,505	155,228	190,353	261,463
Delaware.....	20,058	27,823	31,434	36,895	35,950	38,483
District of Columbia.....	15,157	26,439	36,906	46,519	55,774	65,298
Florida.....	14,000	39,315	92,472	108,874	148,089	225,160
Georgia.....	49,578	236,533	381,297	482,673	555,794	690,918
Idaho.....	906	5,834	14,311	36,669	76,168	115,192
Illinois.....	672,787	704,041	778,319	958,911	1,002,687	1,127,560
Indiana.....	450,057	511,283	512,955	564,807	531,459	566,288
Iowa.....	341,938	426,057	493,267	566,223	510,661	514,521
Kansas.....	89,777	231,434	399,322	389,582	398,746	466,880
Kentucky.....	178,457	276,000	399,660	500,294	494,863	535,332
Louisiana.....	57,639	77,642	120,253	196,169	263,617	354,079
Maine.....	152,600	149,827	139,676	130,918	144,278	137,681
Maryland.....	115,683	162,431	184,251	222,373	238,393	241,618
Massachusetts.....	273,661	306,777	371,492	474,891	535,869	623,586
Michigan.....	292,466	362,556	427,032	504,985	541,501	691,674
Minnesota.....	113,983	180,248	280,960	399,207	440,083	503,556
Mississippi.....	117,000	236,654	334,158	386,507	469,137	412,670
Missouri.....	330,070	482,986	620,314	719,817	707,031	672,483
Montana.....	1,657	4,270	16,980	39,430	66,141	126,576
Nebraska.....	23,265	92,549	240,300	288,227	281,375	311,821
Nevada.....	3,106	9,045	7,387	6,676	10,200	14,114
New Hampshire.....	71,957	64,341	59,813	65,688	63,972	64,205
New Jersey.....	169,430	204,961	234,072	322,575	429,797	594,780
New Mexico.....	1,320	4,755	18,215	36,735	56,304	81,399
New York.....	1,028,110	1,031,593	1,042,160	1,209,574	1,422,969	1,719,841
North Carolina.....	115,000	252,612	322,533	400,452	520,404	691,249
North Dakota.....	1,660	13,718	35,543	77,686	139,802	168,283
Ohio.....	719,372	729,499	797,489	829,160	838,080	1,020,663
Oklahoma.....				99,602	422,399	589,282
Oregon.....	21,000	37,533	63,254	89,405	118,412	151,028
Pennsylvania.....	834,614	937,310	1,020,522	1,151,880	1,282,965	1,610,459
Rhode Island.....	34,000	40,604	52,774	67,231	80,061	93,501
South Carolina.....	66,056	134,072	201,260	231,891	340,415	478,045
South Dakota.....	(²)	(³)	78,043	98,822	126,253	146,955
Tennessee.....	140,000	300,217	447,950	485,354	521,753	619,852
Texas.....	63,504	200,000	466,872	659,598	821,631	1,035,648
Utah.....	16,992	24,326	37,279	73,042	91,611	117,406
Vermont.....	65,384	75,328	65,608	65,964	66,615	61,785
Virginia.....	131,088	220,736	342,269	370,595	402,109	505,190
Washington.....	5,000	14,780	55,964	115,104	315,688	291,053
West Virginia.....	76,999	142,850	193,064	232,343	276,458	346,256
Wisconsin.....	265,285	299,457	351,723	445,142	464,311	465,243
Wyoming.....	450	2,907	7,052	14,512	24,584	43,112

¹Estimated. ²Figures for 1919. ³Included with North Dakota.

Data for this table were taken from U. S. Bureau of Education, Bulletin, 1922, No. 29, p. 12.

WE CALL to the attention of the American people the fact that wise expenditures for schools are not to be thought of as gifts in aid of a worthy charity, but rather as an investment that will pay higher dividends than any type of public expenditure.—*American Legion*.

FROM THE very beginning, public education has been left mainly in the hands of the States. So far as schooling youth is concerned the policy has been justified, because no responsibility can be so effective as that of the local community alive to its task. I believe in the co-operation of the national authority to stimulate, encourage and broaden the work of the local authorities. But it is the especial obligation of the Federal Government to devise means and effectively assist in the education of the newcomer from foreign lands so that the level of American education may be made the highest that is humanly possible.—*President Harding in his message to Congress, Dec. 8, 1922.*

The States and the Americanization Problem

The States and the Foreign-born

There are now within the borders of the United States nearly fourteen million foreign-born residents. Some of these foreign-born have already become good American citizens. Millions of them, however, have not had the educational opportunity that is fundamental to qualification for citizenship in a democracy. At the present time more than one-half of our foreign-born residents come from Southern and Eastern European countries where education is at a low ebb, and where from 25 to 87 per cent of the population are illiterate.

The seriousness of the double problem resulting both from the increase in numbers and the low educational status of many of our immigrants, has been recognized by Congress, which has passed an Act which limits the number of immigrants who may enter the country each year to 358,000.

If the Immigrant Act had come thirty years ago, the country would not now face the question presented by the great mass of unassimilated Southern and Eastern European aliens now within our borders. The door has been closed too late, however. Millions of these people are already with us, the majority of them from the Southern and Eastern European countries. We are face to face with the problem of making them good American citizens. If it is to be faced squarely, each State must recognize its responsibility to the country as a whole and assume its share of the burden.

Table 10 shows the problem which each State must meet as it is indicated by the number of its residents who are foreign-born, and the percentage of the population that is foreign-born. New York with 2,786,112 foreign-born residents within its borders has a greater problem in Americanization than any other State in the Union so far as numbers are concerned. Rhode Island with 28.7 per cent of its population foreign-born, ranks first among the States of the Union.

What are the educational needs in your State as revealed by the number and percentage of the population foreign-born?

The States and Foreign-born Illiteracy According to the Census

The Federal Census enumerates 1,763,740 of the foreign-born as illiterate. This figure includes only those who confess that they have had no schooling whatever. It is probable that there are other millions whose literacy is so limited that they are wholly unfitted for intelligent residence in a democracy.

Table 12 gives in column 2 the number of foreign-born illiterates by States. New York with 389,603 foreign-born illiterates ranks first. Column 4 gives by States the percentage of the foreign-born population who are illiterate. Texas, with 33.8 per cent of its foreign-born population illiterate, ranks first. Column 6 gives the total foreign-born population over ten years of age by States.

What are the educational needs of your State as revealed by the number and per cent of its foreign-born population who are illiterate?

The States and Foreign-born Illiteracy

The draft figures on illiteracy awoke the country to the fact that the Federal Census was an understatement of this problem. In addition to the 1,763,740 foreign-born illiterates enumerated by the Census there are doubtless other millions who possess too low a degree of literacy for successful citizenship in a Democracy. This statement is supported by the figures of table 13, which gives

TABLE 10.—THE STATES AND THE PROBLEM OF THE FOREIGN-BORN
1920 CENSUS, VOL. III

States	Total foreign-born population	Rank in total foreign-born population	Per cent of total population foreign-born	Rank in per cent of total population foreign-born	Total population
1	2	3	4	5	6
Continental United States...	13,712,754	.....	13.0	.....	105,710,620
Alabama.....	17,662	42	0.8	44	2,348,174
Arizona.....	78,099	28	23.4	6	334,162
Arkansas.....	13,975	46	0.8	43	1,732,204
California.....	681,662	7	19.9	10	3,426,861
Colorado.....	116,954	20	12.4	24	939,629
Connecticut.....	376,513	11	27.3	3	1,380,631
Delaware.....	19,810	41	8.9	29	223,003
District of Columbia.....	28,548	39	6.5	33	437,571
Florida.....	43,008	33	4.4	37	968,476
Georgia.....	16,186	43	0.6	46	2,895,832
Idaho.....	38,963	35	9.0	28	431,866
Illinois.....	1,206,951	3	18.6	13	6,485,280
Indiana.....	150,868	17	5.1	36	2,930,390
Iowa.....	225,647	14	9.4	27	2,404,021
Kansas.....	110,578	21	6.2	34	1,769,257
Kentucky.....	30,780	37	1.3	42	2,416,630
Louisiana.....	44,871	31	2.5	39	1,798,509
Maine.....	107,349	22	14.0	18	768,014
Maryland.....	102,177	23	7.0	32	1,449,661
Massachusetts.....	1,077,534	4	28.0	2	3,852,356
Michigan.....	726,635	6	19.8	11	3,668,412
Minnesota.....	486,164	9	20.4	8	2,387,125
Mississippi.....	8,019	47	0.4	47	1,790,618
Missouri.....	186,026	15	5.5	35	3,404,055
Montana.....	93,620	25	17.1	16	548,889
Nebraska.....	149,652	18	11.5	26	1,296,372
Nevada.....	14,802	45	19.1	12	77,407
New Hampshire.....	91,233	26	20.6	7	443,083
New Jersey.....	738,613	5	23.4	5	3,155,900
New Mexico.....	29,077	38	8.1	30	360,350
New York.....	2,786,112	1	26.8	4	10,385,227
North Carolina.....	7,099	48	0.3	49	2,559,123
North Dakota.....	131,503	19	20.3	19	646,872
Ohio.....	678,697	8	11.8	25	5,759,394
Oklahoma.....	39,968	34	2.0	40	2,028,283
Oregon.....	102,151	24	13.0	19	783,389
Pennsylvania.....	1,387,850	2	15.9	17	8,720,017
Rhode Island.....	173,499	16	28.7	1	604,397
South Carolina.....	6,401	49	0.4	48	1,683,724
South Dakota.....	82,391	27	12.9	21	636,547
Tennessee.....	15,478	44	0.7	45	2,337,885
Texas.....	360,519	12	7.7	31	4,663,228
Utah.....	56,455	30	12.6	23	449,396
Vermont.....	44,528	32	12.6	22	352,428
Virginia.....	30,785	36	1.3	41	2,309,187
Washington.....	250,055	13	18.4	14	1,356,621
West Virginia.....	61,906	29	4.2	38	1,463,701
Wisconsin.....	460,128	10	17.5	15	2,632,067
Wyoming.....	25,255	40	13.0	20	194,402

TABLE 11.—PERCENTAGE OF ILLITERACY IN COUNTRIES FROM WHICH
NEARLY HALF OF OUR 14,000,000 FOREIGN-BORN COME

Country	Per cent illiterate	Country	Per cent illiterate
Russia.....	87.3	Roumania.....	61.2
Serbia.....	78.9	Spain.....	58.7
Mexico.....	70.7	Greece.....	57.2
Portugal.....	68.9	Hungary.....	33.3
Bulgaria.....	65.5	Italy.....	37.0

in column 2 the number of foreign-born residents by States coming from countries in which from 25 to 87 per cent of the population are illiterate. The great mass of people coming from countries in which education is at such a low ebb are unqualified for citizenship in a Democracy. There are over eight million foreign born residents in the United States at the present time who came from countries in which these high percentages of illiteracy exist. New York, with 1,731,382 foreign-born residents from such countries, ranks first among the States of the Union. The percentage of the total foreign-born population made up of residents

TABLE 12.—THE STATES AND THE PROBLEM OF ILLITERACY AMONG THE
FOREIGN-BORN WHITE POPULATION
1920 CENSUS, VOL. III

States	Foreign-born whites—10 years of age and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	1,763,740	.....	13.1	.....	13,497,886
Alabama.....	1,893	40	10.9	23	17,393
Arizona.....	19,291	14	27.5	2	70,053
Arkansas.....	1,145	45	8.3	32	13,834
California.....	69,768	9	10.5	24	664,983
Colorado.....	14,224	18	12.4	18	114,285
Connecticut.....	63,131	10	17.0	8	371,666
Delaware.....	3,373	35	17.3	7	19,541
District of Columbia.....	1,728	42	6.1	41	28,292
Florida.....	2,657	36	6.3	38	42,057
Georgia.....	861	47	5.4	44	16,028
Idaho.....	2,501	37	6.5	36	38,379
Illinois.....	131,996	4	11.0	22	1,194,979
Indiana.....	17,555	16	11.8	19	149,239
Iowa.....	11,004	24	4.9	47	223,752
Kansas.....	11,291	23	10.5	25	108,006
Kentucky.....	2,244	38	7.3	33	30,603
Louisiana.....	9,707	25	21.9	5	44,244
Maine.....	11,604	22	11.1	21	104,585
Maryland.....	13,575	20	13.4	14	101,155
Massachusetts.....	135,720	3	12.8	16	1,063,572
Michigan.....	70,535	8	9.9	26	713,228
Minnesota.....	26,242	13	5.4	45	482,230
Mississippi.....	1,057	46	13.3	15	7,918
Missouri.....	17,669	15	9.6	27	184,394
Montana.....	5,178	30	5.6	42	91,729
Nebraska.....	9,468	26	6.4	37	148,209
Nevada.....	1,241	44	8.5	29	14,586
New Hampshire.....	13,746	19	15.4	10	89,472
New Jersey.....	111,565	6	15.3	11	729,799
New Mexico.....	7,250	27	27.1	3	26,786
New York.....	389,603	1	14.2	12	2,752,055
North Carolina.....	474	48	6.8	35	6,981
North Dakota.....	7,238	28	5.6	43	129,951
Ohio.....	84,387	7	12.6	17	669,924
Oklahoma.....	5,456	29	14.0	13	39,020
Oregon.....	5,172	31	5.1	46	100,672
Pennsylvania.....	258,812	2	18.9	6	1,371,402
Rhode Island.....	28,169	12	16.5	9	171,032
South Carolina.....	391	49	6.2	40	6,327
South Dakota.....	3,848	33	4.7	49	81,781
Tennessee.....	1,263	43	8.3	31	15,297
Texas.....	112,417	5	33.8	1	332,955
Utah.....	3,504	34	6.3	39	55,724
Vermont.....	4,837	32	11.3	20	42,701
Virginia.....	2,150	41	7.1	34	30,325
Washington.....	11,630	21	4.7	48	244,881
West Virginia.....	14,548	17	24.0	4	60,679
Wisconsin.....	38,359	11	8.4	30	456,420
Wyoming.....	2,233	39	9.0	28	24,762

from countries in which over 25 per cent of the population is illiterate, is given in column 4. Arizona with 86.6 per cent of its foreign-born population from such countries, stands first in this regard.

Table 13 is a better indication of the Americanization problem than table 12.

What are the educational needs of your State as revealed by the number of residents within its borders and the percentage of the population which come from countries in which 25 to 87 per cent of the population are illiterate?

TABLE 13.—THE STATES AND THE PROBLEM OF THE ILLITERATE IMMIGRANT
1920 CENSUS, VOL. III

States.	Number of foreign-born from countries where over 25 per cent of population is illiterate	Rank in number of foreign-born from countries where over 25 per cent of population is illiterate	Per cent of foreign-born from countries where over 25 per cent of population is illiterate	Rank in per cent of foreign-born from countries where over 25 per cent of population is illiterate	Total foreign-born population
1	2	3	4	5	6
Continental United States.....	8,218,223		59.9		13,712,754
Alabama.....	7,900	43	44.7	22	17,662
Arizona.....	66,602	15	86.6	1	78,099
Arkansas.....	4,607	46	33.0	35	13,975
California.....	299,303	8	43.9	24	681,662
Colorado.....	55,631	18	47.6	20	116,954
Connecticut.....	121,898	11	32.4	36	376,513
Delaware.....	11,728	36	39.2	9	19,810
District of Columbia.....	12,321	35	43.1	27	28,548
Florida.....	22,528	29	52.4	13	43,008
Georgia.....	8,192	42	50.6	15	16,186
Idaho.....	8,688	41	22.3	43	38,963
Illinois.....	604,458	3	50.1	16	1,206,951
Indiana.....	68,775	14	45.6	21	150,868
Iowa.....	36,780	24	16.3	48	225,647
Kansas.....	43,457	22	39.3	30	110,578
Kentucky.....	9,324	39	30.3	38	30,780
Louisiana.....	26,288	26	58.6	10	44,871
Maine.....	13,675	34	12.8	49	107,349
Maryland.....	59,581	17	58.3	11	102,177
Massachusetts.....	388,417	6	36.0	32	1,077,534
Michigan.....	302,776	7	41.6	28	726,635
Minnesota.....	115,103	12	23.6	41	486,164
Mississippi.....	4,415	47	55.1	12	8,019
Missouri.....	73,807	13	39.7	29	186,026
Montana.....	25,216	27	26.9	40	93,620
Nebraska.....	49,753	20	33.2	34	149,653
Nevada.....	7,050	44	47.6	19	14,802
New Hampshire.....	18,581	32	20.4	46	91,233
New Jersey.....	445,176	4	60.3	8	738,613
New Mexico.....	23,876	28	82.1	2	29,077
New York.....	1,731,382	1	62.2	6	2,788,112
North Carolina.....	3,104	49	43.7	25	7,099
North Dakota.....	42,115	23	32.0	37	131,503
Ohio.....	412,104	5	60.7	7	678,697
Oklahoma.....	19,916	30	49.8	17	39,968
Oregon.....	27,908	25	27.3	39	102,151
Pennsylvania.....	929,484	2	67.0	5	1,387,850
Rhode Island.....	63,533	16	36.6	31	173,499
South Carolina.....	3,242	48	50.6	14	6,401
South Dakota.....	18,883	31	22.9	42	82,391
Tennessee.....	6,866	45	44.3	23	15,478
Texas.....	295,679	9	82.0	3	390,519
Utah.....	11,113	37	19.7	47	56,455
Vermont.....	9,313	40	20.9	45	44,526
Virginia.....	15,342	33	49.8	18	30,785
Washington.....	54,827	19	21.9	44	250,055
West Virginia.....	46,886	21	75.7	4	61,906
Wisconsin.....	157,374	10	34.2	33	460,128
Wyoming.....	11,091	38	43.1	26	25,255

The States and the Non-English Speaking Population

One of the first essentials in qualifying for successful citizenship in the United States is the ability to speak English. Nearly one and one-half million of our foreign-born in 1920 were unable to speak English. Table 14 shows the educational problem which each State must face if our non-English speaking population is to take the first step toward qualifying for citizenship. Column 2 gives the number of foreign-born in each State who are unable to speak English. New York, with 290,200 foreign-born who are unable to speak English, ranks first among the States of the Union. Column 4 gives the percentage of the foreign-

TABLE 14.—THE STATES AND NON-ENGLISH SPEAKING WHITE POPULATION
1920 CENSUS, VOL. III

States	Foreign-born unable to speak English	Rank in number unable to speak English	Per cent of foreign-born unable to speak English	Rank in per cent unable to speak English	Foreign-born white population
1	2	3	4	5	6
Continental United States...	1,488,948	.....	11.0	.....	13,497,886
Alabama.....	724	42	4.2	38	17,393
Arizona.....	36,352	12	51.9	1	70,053
Arkansas.....	697	43	5.6	36	13,834
California.....	69,570	8	10.5	14	664,983
Colorado.....	10,650	21	9.3	22	114,285
Connecticut.....	38,068	11	10.2	16	371,666
Delaware.....	2,733	35	14.0	6	19,541
District of Columbia.....	779	41	2.8	45	28,292
Florida.....	7,918	26	18.8	4	42,057
Georgia.....	285	47	1.8	49	16,028
Idaho.....	1,956	38	5.1	35	38,379
Illinois.....	121,965	4	10.2	17	1,194,979
Indiana.....	13,269	15	8.9	24	149,239
Iowa.....	9,559	24	4.3	37	223,752
Kansas.....	12,027	17	11.1	12	108,006
Kentucky.....	688	44	2.2	47	30,603
Louisiana.....	3,683	31	8.3	25	44,244
Maine.....	10,333	22	9.9	19	104,585
Maryland.....	7,765	28	7.7	28	101,155
Massachusetts.....	96,426	5	9.1	23	1,063,572
Michigan.....	68,105	9	9.5	21	713,228
Minnesota.....	28,311	13	5.9	33	482,230
Mississippi.....	445	46	5.6	34	7,918
Missouri.....	11,126	19	6.0	31	184,394
Montana.....	3,098	33	3.4	41	91,729
Nebraska.....	9,186	25	6.2	30	148,209
Nevada.....	1,500	39	10.3	15	14,586
New Hampshire.....	11,339	18	12.7	8	89,472
New Jersey.....	73,409	7	10.1	18	729,799
New Mexico.....	13,225	16	49.4	3	26,786
New York.....	290,200	1	10.5	13	2,752,055
North Carolina.....	190	48	2.7	46	6,981
North Dakota.....	10,189	23	7.8	27	129,951
Ohio.....	81,161	6	12.1	10	669,924
Oklahoma.....	5,362	29	13.7	7	39,020
Oregon.....	3,342	32	3.3	42	100,672
Pennsylvania.....	162,240	3	11.8	11	1,371,402
Rhode Island.....	21,620	14	12.6	9	171,032
South Carolina.....	116	49	1.8	48	6,327
South Dakota.....	4,861	30	5.9	32	81,781
Tennessee.....	506	45	3.3	43	15,297
Texas.....	172,057	2	51.7	12	332,955
Utah.....	2,303	36	4.1	39	55,724
Vermont.....	3,065	34	7.2	29	42,701
Virginia.....	1,135	40	3.7	40	30,325
Washington.....	77,766	27	3.2	44	244,881
West Virginia.....	11,121	20	18.3	5	60,679
Wisconsin.....	44,481	10	9.7	20	456,420
Wyoming.....	2,003	37	8.1	26	24,762

born population who are unable to speak English. Arizona, with 51.9 per cent of its foreign born population unable to speak English, ranks first among the States in this regard.

What are the educational needs of your State as revealed by the number and percentage of its foreign-born population who are unable to speak the English language?

The States and the Americanization Problem Among the Native-born

In 1920 there were over two and one-half million of our native-born population twenty-one years of age and over who were unable to read and write. All of

TABLE 15.—THE STATES AND THE AMERICANIZATION PROBLEM AMONG NATIVE-BORN ADULTS
1920 CENSUS, VOL. III

States	Native-born—twenty-one years of age and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	2,553,656		5.3		48,137,216
Alabama.....	226,666	2	20.1	4	1,127,056
Arizona.....	2,672	39	2.3	20	115,215
Arkansas.....	98,296	11	11.5	10	853,971
California.....	8,947	27	0.55	38	1,619,716
Colorado.....	8,039	31	1.8	24	456,887
Connecticut.....	3,390	35	0.69	35	492,444
Delaware.....	6,753	33	5.7	16	118,227
District of Columbia.....	8,408	30	3.0	19	278,252
Florida.....	55,728	13	11.2	11	497,754
Georgia.....	260,399	1	18.5	5	1,406,503
Idaho.....	806	46	0.414	45	194,517
Illinois.....	38,055	18	1.34	26	2,823,127
Indiana.....	32,684	20	2.0	21	1,639,011
Iowa.....	8,581	29	0.70	34	1,213,648
Kansas.....	10,483	25	1.14	29	921,989
Kentucky.....	134,018	10	10.6	12	1,259,918
Louisiana.....	220,162	3	25.0	1	882,040
Maine.....	7,102	32	1.86	23	380,232
Maryland.....	45,375	16	5.9	15	768,379
Massachusetts.....	8,890	28	0.62	36	1,419,853
Michigan.....	14,784	23	0.95	30	1,548,314
Minnesota.....	4,945	34	0.54	39	913,476
Mississippi.....	180,745	5	29.8	3	867,992
Missouri.....	59,947	12	3.2	18	1,864,641
Montana.....	937	45	0.411	46	227,617
Nebraska.....	3,335	37	0.56	37	595,190
Nevada.....	140	49	0.40	47	34,302
New Hampshire.....	1,785	42	0.90	31	198,869
New Jersey.....	14,026	24	1.15	28	1,221,177
New Mexico.....	21,820	22	14.2	7	154,033
New York.....	29,582	21	0.74	33	3,975,396
North Carolina.....	201,906	4	16.8	6	1,199,323
North Dakota.....	991	44	0.49	40	198,681
Ohio.....	43,060	17	1.5	25	2,934,814
Oklahoma.....	37,421	19	3.9	17	961,076
Oregon.....	1,792	41	0.46	42	392,343
Pennsylvania.....	48,030	14	1.2	49	3,762,834
Rhode Island.....	2,792	38	1.31	27	211,470
South Carolina.....	179,015	6	23.1	2	773,785
South Dakota.....	1,226	43	0.47	41	258,155
Tennessee.....	151,899	8	12.7	9	1,200,520
Texas.....	144,497	9	6.7	14	2,161,980
Utah.....	774	47	0.44	44	172,479
Vermont.....	3,370	36	1.88	22	178,784
Virginia.....	160,119	7	13.6	8	1,178,503
Washington.....	2,210	40	0.36	48	607,296
West Virginia.....	47,380	15	6.8	13	696,786
Wisconsin.....	9,233	26	0.85	32	1,087,991
Wyoming.....	411	48	0.45	43	90,690

TABULAR STATEMENT OF TEACH

1 Name of State and date when law became effective	2 Method of administration	3 Expenses borne by	4 Membership optional or compulsory	5 Pension fund receives income		6 Retirement allowances		7 Disability		8 Consideration granted prior to time a pension.	
				A From the state	B From the teachers	A Paid by state	B Paid by teacher	A Requirements	B Allowances	A Death	B Resignation
Minn. proposed plan to become effective as of 1923.	Annuity Board of 5 to 7 members.	Expenses to be paid out of interest earnings on the assets in the teachers' fund. There is to be no direct appropriation from the state of Minnesota for expenses.	Compulsory.	State matches payments of all teachers who have served for 25 years or more. For teachers who have taught less than 25 years the state matches only a percentage of the teachers' accumulations. This percentage varies from 25% to 100% as the service varies from 10 years to 25 years. Under 10 years of service the state does not match any portion of teacher's savings.	The teacher pays \$64.79 per year to the Retirement fund.	The state pays pension of \$250.00 per year life or gives the teacher a 5% Certificate of Deposit in the amount of \$3,634.00.	Teacher purchases with her accumulated savings an annuity of \$250.00 per annum for life or she may receive a 5% Certificate of Deposit in the amount of \$3,634.00; or the teacher may receive her own moneys accumulated with interest in cash. Note that the state's portion is not payable in cash.	15 years of service are required before a disabled teacher is eligible for disability benefits.	In case of disability teacher is to receive \$250.00 pension increasing \$25.00 per year for each year in excess of 15 years. Limit \$500.00.	In case of Death, Resignation or Dismissal or the estate of the teacher will accumulated with interest. Teacher 10 years' teaching service to their own state in addition 25 per cent deposits plus 5 per cent for each year. The limit which the teacher's state is 100 per cent of her own savings. This plan of proportionately matching in accordance with number of years of service recognizes the obligation of the state to the teacher for less than 25 years and If the teacher who has taught 25 years her full deposit matched the teacher years is entitled to have 25 per cent deposits matched. Note that the States of Wisconsin and the teacher's deposit in full, should the dismissed or die.	
Mass. 1914.	Teachers' Retirement Board 3 members.	State.	Compulsory.	Annual appropriation for the payment of incurred pensions. These pensions are equal to the annuity the teacher is able to purchase from her own accumulated contributions. Thus the state's portion of the pension paid to the teacher is not on an actuarial basis as no sinking fund is created to meet future pensions of the present teaching force.	Board establishes percentage of teacher's salary each year. This percentage must not be less than 3% or more than 7%. Minimum \$35.00. Maximum \$100.00. Only one rate has been established since organization, which is 5%.	A pension is paid by the State which is equal to the annuity to which the teacher is entitled from her own savings accumulated with interest.	An annuity is paid the teacher in such an amount as her accumulated savings with interest will purchase.	Teachers under 60 years of age and having 20 years' service in Mass. Last 5 years continuous.	Annuity purchased by members' own accumulated contributions with interest and the pension from the state based on service. Total retiring allowance cannot exceed retiring allowance which teacher would have received had she remained in service until 60 years of age.	Case of death, estate of teacher receives the total savings of teacher accumulated with interest.	Case of resignation teacher receives her total savings accumulated with interest.
Conn. 1917.	Board of 5 members.	State.	Compulsory.	State appropriates at retirement a sum equal to the accumulated teachers' savings which is to be used to purchase a life annuity. Thus the state's portion of the pension paid to the teacher is not on an actuarial basis as no sinking fund is created to meet future pensions of the present teaching force.	Teachers pay 5% of salary. Minimum \$25.00. Maximum \$100.00.	The state matches the incurred pensions paid the teachers. These payments are made only to teachers who have received annuity payments from their accumulated savings.	An annuity is paid the teacher from her accumulated deposits in an amount equal to that which her accumulations will purchase.	Ten years of service.	Reduced pension depending in amount on term of service.	Accumulated teacher's savings. Nothing from the state.	Accumulated teacher's savings. Nothing from the state.
Vt. 1919.	Board of 7 members.	State.	Optional.	State pays annually to annuity fund creating a sinking fund for annuities to be paid to the present teaching force. The amount paid annually equals the amount the teacher pays to the annuity fund. An actuarially sound basis.	Board establishes per centage of teacher's salary each year. Only one rate has been established since organization, which is 5% Minimum, \$16.00. Maximum, \$100.00.	State pays a pension in an amount equivalent to what the teachers' accumulated savings will purchase.	An annuity is paid teacher in such an amount as the teacher's accumulated savings with interest will purchase.	6 years of continuous service.	Amount paid disabled teachers is such an allowance as the accumulated savings of both state's and teacher's savings may purchase, plus an additional amount which is determined by the Board.	In case of death after 6 years the estate of the teacher will receive both state's and teacher's accumulated savings. Prior to 6 years only teacher's savings.	After 6 years, both state's and teacher's accumulated savings. Prior to 6 years only teacher's savings.
N. Y. City 1917.	Board of 7 members.	City of New York.	Compulsory.	City pays each month month a sum which is the actuarial equivalent of the monthly contributions of those entering service since 1917, the effective date of the law. Also City pays annually \$1,000,000 on account of liability for old teachers.	Teachers desiring to be retired on one-half salary pay on the average 6% of salary. This varies in accordance with age and service.	City pays the teacher a pension of 1/4 of her average salary for last 10 years. Thus the city matches the teacher's savings.	Teacher purchases an annuity of 1/4 of her average salary for last 10 years. Annuity purchased from the accumulated deposits of the teacher.	10 years city service.	20% of average salary from the city plus the annuity earned by teacher's contributions.	Estate will receive teacher's total savings with 4% compound interest.	Teacher receives her total savings with 4% compound interest.
N. J. 1919.	Board of 7 members.	State.	Compulsory.	State pays annual contributions which are sufficient to create a sinking fund from which is paid to teachers at retirement a pension of 1/140 of average salary multiplied by number of years of service.	Teachers pay from 4% to 5% of salary. Average 4%. Accumulated payments are sufficient to purchase an annuity of 1/140 of average salary multiplied by years of service.	State pays a pension to teacher which is 1/160 of average salary for the last 10 years of service multiplied by the number of years of service.	Teacher purchases an annuity with her savings of 1/140 of average salary multiplied by number of years of service. Minimum \$200.00 per year.	10 years of service.	Annuity paid teacher is 1/70 of average salary multiplied by number of years of service. Minimum is 30% of salary or \$300.00.	In case of Death, Resignation or Dismissal total deposits of the teacher accumulated with interest compounded annually are payable to the estate of the teacher, or to the beneficiary or to the teacher herself.	
Pa. 1917.	Board of 7 members.	State.	Compulsory.	The state pays annually into the fund an amount which will be sufficient to purchase a pension of 1/160 of the teacher's average annual salary for the last 10 years of service, multiplied by the total years of service. Thus the teacher who has taught 40 years will receive from the state 1/4 of her average salary for the last 10 years.	Teacher pays from 3% to 5% of her salary into the annuity fund. This percentage varies according to age. The amount paid by teacher is sufficient to purchase an annuity of 1/160 of her average salary for the last 10 years, multiplied by the number of years of service.	State pays pension to teacher which is 1/160 of average salary for the last 10 years of service multiplied by the number of years of service.	Teacher receives from her own contributions an annuity which is equal to 1/160 of her average salary for the last 10 years multiplied by the number of years of service.	Teachers under 62 years of age and having 10 years of service are eligible for disability benefits when they become disabled.	Amount of disability benefits are reduced pensions depending upon term of service.	Estate of teacher receives total of teacher's savings accumulated with interest. Nothing from the state.	Teacher receives her total savings with accumulated interest. Nothing from the state.
Ohio 1920.	State Board 5 members.	Teachers are assessed not to exceed \$1.00 per year.	Compulsory.	The local taxing districts of the state contribute 5.57% of the total payroll of teachers. This is established as a sinking fund to be drawn upon when paying the teacher a pension. This rate may be changed by the Actuary.	Teacher pays 4% of her monthly salary. Maximum \$80.00 per annum.	State pays a pension equal to that which the teachers' accumulated payments will purchase.	Teacher receives from the annuity fund to which she has contributed an annuity in such an amount as her accumulated savings will purchase. Minimum \$300.00 per annum after 36 years of service.	10 years' service required.	Teacher receives reduced pension. Minimum 30% of her salary.	Estate receives total savings of teacher with accumulated interest.	Teacher receives her total savings with accumulated interest.
Wis. 1921.	Annuity Board of 7 members, also three retirement boards of 5 members each.	Expenses paid from Contingent Fund. Contingent Fund derives its income from the state.	Compulsory for all teachers over age 25.	An amount dependent on the teacher's deposit and term of service. Maximum 200% of teachers' deposit plus \$25.00. Maximum amount \$325.00 per annum per teacher. The source of the state's deposit is a surtax on incomes above \$3,000.00. This has produced more than \$1,300,000.00 for 1921.	5% of teacher's salary to Retirement fund.	The teacher receives such a pension as accumulated state's deposits will purchase.	The teacher receives such an annuity as the teacher's accumulated savings in the fund will purchase.	Teachers must have 5 years consecutive service before they are eligible for disability benefits.	Teacher receives a monthly annuity of \$25.00 and such additional monthly benefit as her accumulated savings and state's deposits will purchase.	In case of death both the teacher's and state's deposits are payable to the estate of the teacher.	In case of resignation both state's and teacher's deposits are payable to the teacher. The state's deposits are not payable until the teacher is 50 years of age and then are payable as a life annuity for such term of years as the teacher may elect. Teacher's deposits are payable immediately.

OF TEACHERS' PENSION SYSTEMS

8 Prior to time teacher is eligible for a pension.		9	10	11	12	13	14		15	16	17
B Resignation	C Dismissal	Age of retirement	Required term of service	Average annual salary as of 12-31-21	Mortality table and rate of interest	Membership as of 12-31-21	Assets as of December 31-21		Cost to transfer to present solvent plan	Liability assumed by State in behalf of old teachers at date of transfer	Contribution by State to pension fund for the fiscal year ending in 1921
Resignation or Dismissal the teacher the teacher will receive her deposits interest. Teachers having more than service to their credit will receive from on 25 per cent of their accumulated cent for each year of service over 10 which the teacher will receive from the t of her own savings after the teacher ice. tionately matching teacher's deposits number of years of service, financially tion of the state to teachers who serve than 25 years and more than 10 years. has taught 25 years is entitled to have tched the teacher who has taught 10 have 25 per cent of her accumulated		50 years.	30 years.	Average salary City and Town. Men \$1,728 Women \$1,188. Country. Men, \$1,008. Women, \$824.	Not deter- mined.	Present Plan 14,395.	Assets of Present Plan. Bonds \$674,500 Cash 20,965 Total \$695,465		Since the old teach- ers are to give notes in an amount equal to the funds they would have accumu- lated had this teach- ers' fund been in operation since the date they began to teach; these old teachers will assist in financing their li- ability and thus limit the financial assist- ance needed from the state. It is estimated it will cost Minnesota \$50,000 per year for a period of 20 years to transfer these old teachers to the pro- posed plan.	State assumes li- ability for members of present pension fund. Such teach- ers will give notes to cover deficiency. So far as equitable these notes will be paid by the teach- ers. For teachers over 35 years of age material assistance will be given by the state in paying these notes. Note under item 15 that the estimated cost for this assistance will be \$50,000 a year for 20 years.	The cost to the state of Minne- sota for this pro- posed plan will be about \$300,- 000 a year with an additional cost of \$50,000 per year for a period of 20 years. This latter amount will be used to transfer old teachers from present plan.
ase of resignation, teacher receives her tal savings accum- ulated with inter- est.	In case of dis- missal teacher receives her total savings accumu- lated with inter- est.	Voluntary at age of 60. Compulsory at age 70.	No term of service required for re- tirement.	\$1,498.00.	American Experience table, with in- terest at 3 1/4 %.	Active 13,638. Retired 487.	Bonds \$3,717,574.12 Stocks Mortgages 75,457.07 Other collateral 49,353.41 Cash Accrued interest \$3,842,384.60 Total		No State Retiring system prior to estab- lishment of present law.	Mass. did assume liability for old teachers in service at date of present pension law.	Pension to Mem- bers \$177,072.57. Reimbursement to cities for pen- sions paid by cities \$47,059.33. Expense of Ad- ministration \$9,410.93 Total \$233,542.83
accumulated teach- er's savings. Nothing om the state.	Accumulated teacher's sav- ings. Nothing from the state.	60 years.	Minimum 15 years.	Men, 2,029.50 Women, 1,355.70.	McClin- tock's Fe- male An- nuity Table with 3 1/4 %.	5,694.	Teachers' Annuity Fund Bonds. \$816,154.12 State Pension Fund 350,199.67 Total \$1,166,353.79		No transfer.	Not necessary as the first law was sound.	\$111,760.62.
fter 6 years, both ate's and teacher's accumulated savings. Prior to 6 years only acher's savings.	After 6 years, both state's and teacher's accu- mulated savings. Prior to 6 years only teacher's savings.	Men 65. Women 60.	30 years.	Not avail- able.	McClin- tock's Table with interest at 3 1/4 %.	About 250.	Bonds \$112,000.00 Cash 21,182.91 Total \$133,182.91		Present law first law in effect in Vermont.	Vermont did not assume any liability in behalf of old teachers.	Not available.
eacher receives her tal savings with % compound in- terest.	Teacher receives her total savings with 4% com- pound interest.	Optional at age 65 or on 35 years of service, and compul- sory at 70.	35 years' service for an- nuity of 1/2 aver- agesalary at age 65.	\$2,800.00.	Mortality tables de- veloped from own experience.	21,558.	Bonds \$9,950,000.00 Other Collateral 1,289,778.00 Cash 269,949.00 Total \$11,509,727.00		Including liability assumed by city for pensions and benefits of teaching force who are now drawing pen- sions and also the liability for those who will be drawing pen- sions at future date, the city assumed a liability exceeding \$50,000,000.00.	The city took over the old payroll of about \$1,200,000 per annum. This will produce for the fu- ture a liability of about 10 million dollars.	City contributed in 1921 \$2,913,- 994.92.
esignation or Dismissal of teacher, the e teacher accumulated with 3 1/4 % annually are payable either to the or to the beneficiary of the teacher, self.		Age 62 or after 35 years of service.	35 years.	\$1,400.00.	Not given.	14,381.	Bonds \$2,500,000.00		Cost not accurately determined.	New Jersey did as- sume liability for old teachers, estimated to cost the State \$394,000 per year during the life of the teaching force who were teaching at the date of transfer.	New Jersey paid \$350,000 during 1921.
eacher receives tal of her sav- ings—accumulated th interest. Noth- g from the state.	Teacher receives total of her sav- ings only, accu- mulated with interest. Noth- ing from the state.	Optional at age 62. Compul- sory at 70 years.	10 years.	\$900.00 per year.	McClin- tock's Table with in- terest at 4%.	46,582.	Bonds \$4,984,783.28 Other Collateral 2,016,199.85 Cash 102,336.23 Total \$7,103,311.36		No state wide re- tirement system prior to establishment of present system.	Penn. assumed li- ability for old teachers when establishing the present pension law. Amount of liability not deter- mined.	Approximately \$2,000,000 per year.
teacher receives her tal savings with accumulated interest.	Teacher receives her total savings with accumu- lated interest.	60 years of age or 36 years of service.	36 years under age 60.	Not deter- mined.	McClin- tock's 4%.	34,000.	Bonds \$5,635,352.10 Cash 259,912.54 Total \$5,895,264.64		First State Law.	Ohio State pension fund pays pensions for the various cities which joined in the state fund. This liability is assessed against the cities and is not assumed by the state.	Local taxing dis- tricts pay 5.57 % of teaching pay- roll in that dis- trict to the fund. This amounted to \$2,075,000.00 for 1921.
ase of resignation the state's and acher's deposits are payable to the acher. The state's posits are not pay- ble until the teach- is 50 years of age d then are pay- le as a life annuity such term of are as the teacher ay elect. Teacher's posits are payable mediately.	State's and de- posits are pay- able to teacher. State's deposits are not payable until teacher is 50 years of age and then they are payable as a life annuity for such term of years as the teacher may elect.	Teacher may stop teaching at and time and get such a pension as her accumu- lated de- posits and the state's deposits will pur- chase. State's de- posits are not payable until teach- er is 50 years of age. Teacher's payable im- mediately.	There is no re- quired time of service. See an- swer to No. 9.	Not avail- able.	Not deter- mined.	About 18,000.	Retirement Funds Bonds \$380,000.00 Stocks Mortgages Other Collateral 107,988.33 Cash 987,988.33 Total Wisconsin may invest in such assets as a life insurance company invests in, such as mortgage loans, bonds and loans on accumulated deposits of teachers.		It is estimated that it will cost the state \$1,000,000. The sur tax provided Wisconsin with \$1,- 300,000 in 1921.	Wisconsin did as- sume liability in behalf of old teach- ers in the pension fund. It is estimated that the sur tax which produced \$1,300,000 in 1921 will be sufficient to meet this obligation.	Law effective in July 1921. It is estimated this law will cost the state \$1,000,000 per year.

these residents, being native-born, have the right of the ballot and, therefore, constitute a more serious Americanization problem than our foreign-born illiterates, who must go through the formalities of naturalization before qualifying as voters.

Table 15, in column 2, gives the number of our native-born adult population that is illiterate by States. Georgia, with 260,399 illiterate adults, ranks first. Column 4 gives by States the percentage of the native-born adult population who are illiterate. Louisiana, with 25 per cent of its native-born adult population illiterate, ranks first in this regard. Column 6 gives the adult native-born population by States.

What are the educational needs of your State as revealed by the number and percentage of its native-born adults who are illiterate?

The States and Inequalities of Opportunity

Equality of educational opportunity is still an unrealized ideal in our great, rich country. The opportunity that a child has to get an education is largely dependent upon the accident of birth. If he happens to be reared in one community, he attends a school from 180 to 200 days a year, conducted in a modern fireproof, sanitary building, and is taught by a trained, experienced and competent teacher, who is supplied with the best textbooks and teaching material. If he is reared in another community, he attends a school which, at the best, is open but a few weeks each year, which is conducted in ill-adapted shacks, a menace alike to safety and health, and is taught by untrained, inexperienced teachers who lack the most necessary teaching material. Such inequalities exist to greater or less extent in every State in our Union.

Table 16 gives figures indicative of the educational opportunity that the various States are offering their children. Column 2 gives the average number of days the schools of each State were in session in 1920. New Jersey ranks first since its children on the average have an opportunity to go to school 189 days each year. The children of South Carolina on the average have an opportunity to go to school but 109 days each year. Let us grant that the schools of South Carolina are equal to those of New Jersey in everything except the length of the term maintained. Then the child in South Carolina with 109 days of school has 58 per cent of the opportunity to attend school that the New Jersey child has with 189 days of school. If 58 per cent equals 100 per cent, then the children of those States have an equal educational opportunity.

The mere maintenance of schools, however, does not guarantee that children are attending them regularly. In some localities enforcement of the attendance laws are so lax that thousands of children are missing the opportunity to attend school even when it is in session. In some States many children attend school but a small fraction of the term that is maintained, yet the Federal census, from which the figures in column 4 are taken, would list them as "attending school." The census figures do not reveal the real situation. A number of recent surveys have made intensive studies of conditions in individual States. A study just completed for Kansas by M. L. Smith, director of school consolidation, Emporia Normal, may be selected as typical in its conclusion. It states: "more than 100,000 children of school age, or 52 per cent, did not attend school last year. . . . Last year there were included in the census of one-room county schools of the

State, 214,928 children of school age. Of this number 103,520, or 48 per cent, actually attended school."

Yet in table 16 the Federal census ranks Kansas as seventh among the States as to the percentage of children attending school. Is it any wonder that 3,000,000 native-born Americans reported in the last census that they had had "no schooling whatever"?

What are the educational needs of your State as indicated by the average length of the school session and the percentage of its children who attend school?

TABLE 16.—THE STATES AND EDUCATIONAL OPPORTUNITY

States	Average number of days schools in session 1919-1920	Rank	Per cent of population 5 to 18 attending school 1920	Rank
1	2	3	4	5
Continental United States.....	161.9		74.1	
Alabama.....	123.1	46	65.0	47
Arizona.....	162.6	31	65.7	46
Arkansas.....	126.3	45	69.0	42
California.....	174.0	13	80.3	5
Colorado.....	167.9	19	70.4	9
Connecticut.....	183.5	3	78.1	16
Delaware.....	181.7	5	75.4	30
District of Columbia.....	178.0	8	78.1	15
Florida.....	133.1	44	68.9	43
Georgia.....	145.0	40	64.1	48
Idaho.....	172.7	15	80.7	4
Illinois.....	170.9	17	75.8	29
Indiana.....	155.8	34	76.1	28
Iowa.....	174.0	14	82.1	1
Kansas.....	164.0	28.5	79.9	7
Kentucky.....	123.0	47	71.3	37
Louisiana.....	148.9	38	61.2	49
Maine.....	169.2	18	80.2	6
Maryland.....	179.6	6	71.4	36
Massachusetts.....	179.4	7	79.1	11
Michigan.....	172.0	16	79.0	12
Minnesota.....	160.0	33	77.4	21
Mississippi.....	122.0	48	69.8	41
Missouri.....	162.8	30	77.2	22
Montana.....	166.4	24	78.9	13
Nebraska.....	164.0	28.5	81.5	3
Nevada.....	167.0	20.5	77.4	20
New Hampshire.....	174.0	12	77.1	23
New Jersey.....	189.0	1	76.5	25
New Mexico.....	165.0	26.5	72.9	33
New York.....	188.0	2	76.2	27
North Carolina.....	134.0	42	70.5	39
North Dakota.....	166.9	21	76.8	26
Ohio.....	165.0	26.5	79.2	10
Oklahoma.....	166.4	24	72.5	34
Oregon.....	152.0	37	79.7	8
Pennsylvania.....	176.8	9	74.4	31
Rhode Island.....	182.1	4	73.8	32
South Carolina.....	109.6	49	71.2	38
South Dakota.....	167.0	20.5	77.9	17
Tennessee.....	133.5	43	70.4	40
Texas.....	155.6	35	66.6	45
Utah.....	166.4	24	81.9	2
Vermont.....	162.0	32	76.9	24
Virginia.....	147.0	39	68.0	44
Washington.....	176.4	10	78.7	14
West Virginia.....	138.9	41	71.4	35
Wisconsin.....	175.3	11	77.8	18
Wyoming.....	152.0	36	77.8	19

Figures in column 2 from U. S. Bureau of Education Bulletin, 1922, No. 29, p. 16.

Inadequacy of Our Country Schools

The population of the United States is almost equally divided between urban and rural communities. 54,304,603 people live in cities, and 51,406,617 live in country districts. The largest percentage of our immigrants, among whom the percentage of illiteracy is relatively high, is found in our cities. Yet there are nearly three million illiterates found in the rural population of the United States as compared with but two million illiterates found in our urban population. This is largely the result of the ineffectiveness of the rural schools. Reasonably adequate schools are maintained in most of our cities. Such is not the case in many of our country districts. Consequently, the number of illiterates and the percentage of the population who are illiterate is much higher in the country than in the cities. The existence of much of the illiteracy in the country districts is a direct result of the inadequacy of the rural schools. Such illiteracy as exists in our cities, is largely due to immigration, rather than to the non-existence of schools.

The percentage of illiteracy in the rural districts of a State compared with that of the cities is indicative of the relative effectiveness of its rural and urban school systems. The figures of table 17 makes such a comparison possible in each State. Column 2 gives the number of illiterates found in the rural population of each State. This may be compared with the number found in the urban or city population, in the same State as given in column 6. Column 4 gives the percentage of the rural population which is illiterate, which may be compared with that found in the cities as given in column 8.

What are the educational needs of your State as indicated by a comparison of the figures for illiteracy in the country districts with the figures for illiteracy in the cities?

OUR PROGRAM of admission and treatment of immigrants is very intimately related to the educational policy of the Republic. With illiteracy estimated at from two-tenths of 1 per cent to less than 2 per cent in ten of the foremost nations of Europe, it rivets our attention to a serious problem when we are reminded of a 6 per cent illiteracy in the United States. The figures are based on the test which defines an illiterate as one having no schooling whatever.—President Harding in his message to Congress, Dec. 8, 1922.

SO LONG as school trustees continue to try to drive a sharp bargain in the employment of teachers—securing the one with the passable county certificate who will teach for the least wages—the boys will continue to run off to town for “jobs” and the parents will continue to “move to town” to educate their children.—From *Farm Boys and Girls*, McKeever.

NOTWITHSTANDING THE fact that nearly every state has put into its constitution the fundamental principle of the state's obligation in public education, there is not a state in the Union which has yet complied with these plain provisions and given to the boys and girls an equality of opportunity in education. Those who live in the country districts have not been provided facilities for obtaining an education which are in any respect the equal of the facilities which have generally been provided in all populous centers.—Thomas E. Finegan, *Journal of Education*, November, 1922.

TABLE 17.—THE STATES AND INEQUALITY OF EDUCATIONAL OPPORTUNITY AS SHOWN BY ILLITERACY IN RURAL AND URBAN POPULATION
1920 CENSUS, VOL. III

States	Ages—10 years and over							
	Rural population				Urban population			
	Num- ber illit- erate	Rank in num- ber illit- erate	Per- cent illit- erate	Rank in per cent illit- erate	Num- ber illit- erate	Rank in num- ber illit- erate	Per cent illit- erate	Rank in per cent illit- erate
1	2	3	4	5	6	7	8	9
Continental United States.....	2,976,793		7.7		1,955,112		4.4	
Alabama.....	235,764	3	17.8	5	42,318	13	10.4	2
Arizona.....	33,059	23	20.4	2	6,072	38	6.5	12
Arkansas.....	110,233	11	10.3	12	11,604	28	4.9	20
California.....	47,850	17	5.4	20	47,742	11	2.4	34
Colorado.....	15,465	30	4.2	25	8,743	34	2.3	35
Connecticut.....	18,460	29	5.3	21	48,805	10	6.6	10
Delaware.....	4,929	41	6.1	18	5,579	39	5.7	14
District of Columbia.....					10,509	29	2.8	30
Florida.....	56,129	14	12.2	10	15,682	26	5.4	16
Georgia.....	272,253	1	17.5	7	56,585	9	9.5	4
Idaho.....	3,591	45	1.5	44	1,333	45	1.4	46
Illinois.....	35,119	21	2.2	38	138,868	4	3.9	25
Indiana.....	20,178	27	1.8	43	31,856	18	2.6	31
Iowa.....	10,583	33	0.9	48	10,097	31	1.4	47
Kansas.....	12,564	31	1.4	45	10,257	30	2.0	37
Kentucky.....	128,266	10	9.8	13	26,748	21	5.1	19
Louisiana.....	252,523	2	29.6	1	46,569	12	9.1	6
Maine.....	11,509	32	3.1	27	8,731	35	3.5	26
Maryland.....	33,441	22	7.4	16	30,993	19	4.4	23
Massachusetts.....	5,023	39	3.0	28	141,584	3	4.8	21
Michigan.....	27,606	24	2.5	33	60,440	8	3.4	27
Minnesota.....	18,649	28	1.8	41	15,838	25	1.9	40
Mississippi.....	207,520	5	18.2	4	22,214	24	11.3	1
Missouri.....	48,840	15	3.5	26	34,563	17	2.6	32
Montana.....	7,278	36	2.6	31	2,266	43	1.6	42
Nebraska.....	7,068	38	1.0	47	6,716	37	2.0	38
Nevada.....	3,563	46	7.0	17	239	49	1.8	4
New Hampshire.....	3,727	44	2.8	30	12,061	27	5.3	17
New Jersey.....	24,764	26	4.6	22	102,897	5	5.3	18
New Mexico.....	38,021	19	17.6	6	3,616	41	7.1	7
New York.....	41,713	18	2.9	29	383,309	1	5.5	15
North Carolina.....	205,932	6	14.1	8	35,671	15	9.3	5
North Dakota.....	8,916	35	2.2	36	1,021	46	1.5	44
Ohio.....	36,135	20	2.2	37	94,871	6	3.2	28
Oklahoma.....	48,550	16	4.5	24	8,314	36	1.9	39
Oregon.....	4,316	42	1.4	46	5,001	40	1.5	43
Pennsylvania.....	107,679	12	4.6	23	205,020	2	4.6	22
Rhode Island.....	709	48	5.7	19	30,603	20	6.5	13
South Carolina.....	196,510	7	20.0	3	24,157	23	10.3	3
South Dakota.....	7,186	37	1.8	42	923	48	1.1	49
Tennessee.....	147,555	9	11.6	11	35,074	16	7.0	9
Texas.....	215,511	4	9.3	14	80,333	7	6.5	11
Utah.....	4,096	43	2.5	34	2,168	44	1.3	48
Vermont.....	4,973	40	2.6	32	3,515	42	3.9	24
Virginia.....	156,538	8	13.0	9	38,621	14	7.1	8
Washington.....	9,349	34	2.0	40	9,177	33	1.5	45
West Virginia.....	60,155	13	7.6	15	9,258	32	3.2	29
Wisconsin.....	24,804	25	2.3	35	25,593	22	2.6	33
Wyoming.....	2,191	47	2.1	39	958	47	2.1	36

IF WE could grapple with the whole child situation for one generation, our public health, our economic efficiency, the moral character, sanity and stability of our people would advance three generations in one.—Herbert Hoover.

Inadequacy of Rural Schools Revealed by Illiteracy Among Native Whites

The existence of large numbers of illiterates among the native-white population of a State is a strong indication that the school system of that State is inadequate in at least some communities. When it is recalled that illiteracy according to the Federal census means no schooling whatever, the existence of white illiterates within a State means that in some localities in that State no schools whatever are provided for its children. It is partly in rural communities that such conditions exist. A State may maintain adequate schools in some communities and wholly inadequate schools in other communities. Whether a child receives even that elemental educational opportunity that makes it possible for him to read and write is then dependent upon the accident of where he happens to be reared. In such a State equality of educational opportunity is a myth.

Table 18, based on the Federal census figures as to illiteracy among native-born whites, indicates by States, the ineffectiveness of the schools of their rural communities as compared with schools of their cities. Column 2 gives the number of native-white illiterates by States, who live in country districts. Column 4 gives the percentage of the native-white population living in country districts that are illiterate. Columns 6 and 8 give the same figures for urban communities, by States. By comparing rural and urban native-white illiteracy figures, one gets an indication of the equality of educational opportunity maintained in that State. In Louisiana, 75,458 of its native-white population living in rural districts, is illiterate. It ranks first in the percentage of illiteracy among the native-white population in rural districts, 16.4 per cent being illiterate. On the other hand, in Louisiana, 6,499 of its urban native-white population is illiterate, or 2 per cent. A similar difference exists in many other States between the percentage of native-white illiteracy found in the country and in the cities.

What are the educational needs of your State as revealed by comparing the illiteracy figures of its rural native-white population with the illiteracy figures for its urban native-white population?

EQUALITY OF opportunity is a necessity of a free people; for the lack of such opportunity brings citizens invariably under other rule and would create class distinctions impossible in America. Equality of opportunity can only be arrived at through equal opportunity of education. This opportunity of education we are resolved to bring about for all the children of America.—*Commander Alvin M. Owsley, American Legion.*

IF COUNTRY people as a whole realized the extent to which their children are denied the privileges of other children in the matter of an education, there would be nothing short of an open revolt. The fathers and mothers of these cheated children would say: "We must have better schools for our children at any cost. If the burden is greater than we can bear, the cities must help carry the load." As good schools in the country as in the city is the only safe course for any nation.—*Henry Jackson Waters, in The Weekly Kansas City Star.*

TABLE 18.—THE STATES AND INEQUALITY OF EDUCATIONAL OPPORTUNITY AS INDICATED BY ILLITERACY AMONG THE NATIVE-WHITES IN RURAL AND URBAN COMMUNITIES

1920 CENSUS, VOL. III

States	Ages—10 years and over							
	Rural population				Urban population			
	Number illiterate	Rank in number illiterate	Per cent illiterate	Rank in per cent illiterate	Number illiterate	Rank in number illiterate	Per cent illiterate	Rank in per cent illiterate
1	2	3	4	5	6	7	8	9
Continental United States.....	1,031,459	.....	3.4	.....	211,113	.....	0.7	.....
Alabama.....	60,996	7	7.6	7	4,398	21	1.9	9
Arizona.....	2,395	34	2.7	19	838	39	1.3	14
Arkansas.....	38,672	11	5.2	11	2,739	25	1.6	11
California.....	4,859	29	0.8	32	3,888	20	0.3	42
Colorado.....	6,609	26	2.2	21	2,015	29	0.6	24
Connecticut.....	1,798	36	0.7	34	1,129	35	0.3	44
Delaware.....	1,956	35	3.0	16	471	42	0.7	23
District of Columbia.....	.....	.....	.....	.....	640	41	0.3	43
Florida.....	11,962	21	4.1	12	1,207	33	0.7	20
Georgia.....	59,246	8	6.7	9	7,550	11	2.1	5
Idaho.....	685	44	0.3	48	229	44	0.3	39
Illinois.....	19,619	18	1.3	26	11,288	5	0.5	28
Indiana.....	17,032	19	1.5	23	10,897	6	1.1	15
Iowa.....	4,972	28	0.5	37	3,303	22	0.5	27
Kansas.....	4,776	30	0.6	35	2,403	28	0.6	26
Kentucky.....	104,065	1	8.7	5	8,141	10	2.0	8
Louisiana.....	75,458	4	16.4	1	6,499	14	2.0	7
Maine.....	6,861	25	2.1	22	1,535	32	0.8	17
Maryland.....	11,048	22	3.2	15	4,320	18	0.8	16
Massachusetts.....	735	43	0.6	36	7,045	13	0.4	33
Michigan.....	8,377	23	0.9	30	5,795	15	0.5	29
Minnesota.....	3,289	31	0.4	39	2,666	26	0.4	31
Mississippi.....	20,542	17	4.0	13	1,700	31	1.6	12
Missouri.....	38,732	10	2.9	18	8,334	9	0.8	19
Montana.....	872	41	0.4	43	195	45	0.2	47
Nebraska.....	2,625	32	0.4	38	735	40	0.3	40
Nevada.....	142	48	0.4	41	15	49	0.2	49
New Hampshire.....	840	42	0.7	33	1,133	34	0.7	21
New Jersey.....	5,240	27	1.3	27	4,456	16	0.4	35
New Mexico.....	22,893	15	13.0	2	2,626	27	5.9	1
New York.....	13,348	20	1.1	29	15,058	2	0.4	32
North Carolina.....	94,801	2	9.2	3	10,043	7	3.9	2
North Dakota.....	1,128	39	0.4	44	179	46	0.3	36
Ohio.....	20,816	16	1.4	25	12,910	4	0.6	25
Oklahoma.....	27,398	13	2.9	17	3,020	23	0.8	18
Oregon.....	1,107	40	0.4	42	883	38	0.3	37
Pennsylvania.....	23,603	14	1.2	28	15,267	1	0.5	30
Rhode Island.....	251	47	2.4	20	2,004	30	0.7	22
South Carolina.....	35,169	12	7.7	6	3,573	21	2.6	4
South Dakota.....	1,347	37	0.4	40	143	47	0.2	46
Tennessee.....	92,636	3	8.8	4	9,173	8	2.7	3
Texas.....	66,685	5	3.8	14	13,868	3	0.2	48
Utah.....	514	46	0.4	46	411	43	0.3	38
Vermont.....	2,525	33	1.5	24	1,688	36	1.5	13
Virginia.....	63,236	6	7.5	8	7,239	12	2.0	6
Washington.....	1,338	38	6.4	47	1,041	37	0.2	45
West Virginia.....	40,147	9	5.7	10	4,177	19	1.6	10
Wisconsin.....	7,704	24	0.9	31	2,745	24	0.4	34
Wyoming.....	380	46	0.4	45	101	48	0.3	41

The States and the One-room Rural School

One of the weakest links in the educational system of most of our States is the one-room rural school. Repeated studies have demonstrated the ineffectiveness of the instruction given in the one-room schools where one teacher has the responsibility of giving instruction to pupils of all ages and grades.¹ Educational authorities generally agree that the abolishment of the one-room school through consolidation is the first step toward increasing the efficiency of our public schools. Some States have already attacked this problem and have made encouraging progress. Many States have given it little attention.

Table 19 gives, in column 2, the number of teaching positions by States. Column 4 shows the number of teachers teaching in one-room schools. Column 6 shows the percentage of the teachers in each State who are employed in one-room schools.

What are the educational needs of your State as revealed by the number and percentage of its teachers who are still employed in that relic of a bygone educational age, the one-room school?

The States and the Training of Teachers

The presence in the school rooms of our country of thousands of untrained teachers is the most serious educational problem of to-day. Many of these teachers have had no training whatsoever beyond graduation from the elementary schools, have had little teaching experience, and are often but eighteen or nineteen years of age. It has been estimated that less than one-fourth of the teachers of the Nation have an education equal to the standard of preparation recognized in all civilized countries as constituting the barest minimum for elementary school teaching.

We require that all who vote must be twenty-one years of age, yet untrained teachers, eighteen and nineteen years of age, are often given a far greater responsibility than that of the ballot—the training of the children who are the citizens of to-morrow.

THE STANDARDIZING of one-teacher schools and the maintenance of "Model Rural One Teacher Schools," are misdirected effort and money which had much better be spent in creating sentiment for consolidated schools. This conclusion is reached after making a state-wide study of the rural schools during my two terms as State School Inspector, and after three years experimenting in the so-called "model one-room rural school," in widely different sections or communities. The multiplicity of subjects and the numerous daily recitations after every device for reducing the number of daily recitations is exhausted, leaves a task beyond the physical ability of the best trained teachers. The weakness and inadequacy of the one-teacher schools as a plan of modern education is inherent and cannot possibly be remedied. A few unusual teachers have done very unusual work in the one-teacher schools. To take such unusual cases as models and inspiration for the continuance of the one-teacher school is a delusion and doomed to failure.—S. K. Mardis, Department of Rural Education, Ohio University, Athens, Ohio. *The Ohio Teacher*, May, 1919.

¹ See Bulletin No. 2 of the Research Division of the National Education Association, p. 37 and following, for facts and figures to support this statement.

TABLE 19.—THE STATES AND THE ONE-ROOM RURAL SCHOOL

States	Total number of teaching positions 1919-1920	Rank in total number of teaching positions	Number of teachers in one-room schools 1919-1920	Rank in number of teachers in one-room schools	Per cent of teachers in one-room schools	Rank in per cent of teachers in one-room schools
1	2	3	4	5	6	7
Continental United States.....	657,646	.....	189,227	.....	28.77	.....
Alabama.....	12,558	23	3,839	24	30.57	23
Arizona.....	1,955	47	265	45	13.55	42
Arkansas.....	10,476	26	5,215	15	49.78	4
California.....	19,343	10	2,366	28	12.13	43
Colorado.....	6,991	34	2,222	31	31.78	21
Connecticut.....	7,525	33	587	43	7.80	44
Delaware.....	1,134	48	296	44	26.10	33
District of Columbia.....	2,057	46	3	49	14	49
Florida.....	6,651	36	1,770	34	26.61	31
Georgia.....	15,921	17	5,152	16	32.36	20
Idaho.....	3,982	39	1,102	38	27.67	29
Illinois.....	36,599	3	10,145	3	27.72	28
Indiana.....	17,209	12	4,880	17	28.36	27
Iowa.....	24,451	6	11,340	1	46.38	8
Kansas.....	16,989	13	7,624	8	44.87	9
Kentucky.....	13,348	21	6,500	11	48.69	6
Louisiana.....	3,986	29	1,837	32	20.49	38
Maine.....	5,732	38	2,309	29	40.28	13
Maryland.....	6,675	35	1,602	35	24.00	36
Massachusetts.....	19,085	11	787	40	4.13	45
Michigan.....	23,703	7	7,004	9	29.55	24
Minnesota.....	19,575	9	7,668	7	39.17	14
Mississippi.....	11,962	24	4,371	22	36.54	17
Missouri.....	21,126	8	8,066	6	38.18	15
Montana.....	6,215	37	3,079	27	49.54	5
Nebraska.....	14,253	20	6,284	12	44.09	11
Nevada.....	675	49	250	46	37.04	16
New Hampshire.....	2,594	44	803	39	30.96	22
New Jersey.....	16,758	15	654	42	3.90	46
New Mexico.....	2,752	42	748	41	27.18	30
New York.....	54,253	1	8,639	4	15.92	41
North Carolina.....	16,852	14	4,174	23	24.77	35
North Dakota.....	8,057	30	4,372	21	54.26	3
Ohio.....	31,404	4	8,090	5	25.76	34
Oklahoma.....	15,337	18	4,426	20	28.86	26
Oregon.....	7,778	32	2,280	30	28.31	25
Pennsylvania.....	44,111	2	10,254	2	23.25	37
Rhode Island.....	2,793	41	62	48	2.22	48
South Carolina.....	9,699	27	3,152	26	32.49	19
South Dakota.....	7,830	31	4,584	19	58.54	1
Tennessee.....	13,277	22	4,766	18	35.89	18
Texas.....	29,001	5	5,490	13	18.93	39
Utah.....	3,781	40	137	47	3.62	47
Vermont.....	2,676	43	1,190	37	44.48	10
Virginia.....	14,271	19	3,786	25	26.53	32
Washington.....	9,618	28	1,747	33	18.16	40
West Virginia.....	11,221	25	5,415	14	48.26	7
Wisconsin.....	16,210	16	6,606	10	40.75	12
Wyoming.....	2,217	45	1,289	36	58.14	2

¹ Includes 231 part-time teachers. ² Figures for 1918. ³ Schools with enrollment of fewer than 40.
⁴ Figures for 1919.

The data in columns 2 and 4 are from U. S. Bureau of Education, Bulletin 1922, No. 29, pp. 18 and 20.

All educational progress is primarily dependent upon the competency of the class room teacher. No substantial improvement in the effectiveness of their public school systems can be expected in many of our States until there has been a general lifting of the qualifications of their teachers.

This problem has been neglected in most of our States up to the present time. In fact there is so little interest shown in the qualifications of their teachers in most of our States that it is impossible to obtain an exact statement of the training and qualifications of the present teaching personnel. The question of providing competent teachers for its schools must be faced squarely by each State, if it is to meet its responsibility to the Nation in maintaining an adequate school system.

Table 20 has been prepared as an indication of the situation in the United States as it concerns the training of teachers. Column 2 gives the total number of teaching positions in the States in 1920. Column 4 shows the number of teachers without adequate training; that is, whose training is less than graduation from a four year high school, plus graduation from a two year normal school. Column 6 gives the percentage of teachers who have not had this amount of training.

The figures in this table should be looked upon as suggestive rather than exact, although they are the latest and most accurate obtainable. Since they combine the results from a number of different studies in which the methods of determining the training of the teacher differ, it is probable that a good many minor inaccuracies have crept in and the figures for certain States may be inexact. The conditions under which the studies were made upon which this table is based were often such that the percentage of teachers qualifying as untrained was an understatement of the real situation. Two of the States for which no data are given in the table are located in the South, where the percentage of trained teachers is generally relatively low. The figures given, therefore, are probably a conservative estimate of the percentage of untrained teachers in the United States. If exact figures compiled on a common basis were available for all States, it is very likely that they would show that more than 56 per cent of the teachers of the country have training less than that given by the standard high school and Normal school.

The figures given in column 4 are based upon the total number of teachers as given in column 2, and the estimated percentage of the teachers of the various States without adequate training as given in column 6. These percentages are based upon studies and reports dating from 1918 to 1923. They should be looked upon as representing the percentage of the teachers trained as indicated by available reports or studies dated as near to 1922 as could be obtained. The total number of teachers without adequate training in the United States as a whole, given at the top of column 4, is not a sum of the individual State figures given in this column. It represents 56 per cent of the total number of teachers in the country in 1920, given as 657,646 at the top of column 2. This is the percentage of teachers who have inadequate training in the forty-three States for which data is given in column 4. This figure is assumed to be applicable to the five States for which no data are given.

Has your State given proper attention to the qualifications of those into whose hands is given the teaching of its children?

TABLE 20.—THE STATES AND THE TRAINING OF TEACHERS

States	Total number of teaching positions 1919-20	Rank in number of teaching positions	Number of teachers without adequate training	Rank in number of teachers without adequate training	Per cent of teachers without adequate training	Rank in per cent of teachers without adequate training
1	2	3	4	5	6	7
Continental United States.....	657,646		368,282		56	
Alabama.....	12,558	23	11,302	12	90	4
Arizona.....	1,955	47	215	43	11	41
Arkansas.....	10,476	26	9,638	17	92	3
California.....	19,343	10	1,354	38	7	43
Colorado.....	6,991	34	3,076	31	44	31.5
Connecticut.....	7,525	33	753	41	10	42
Delaware.....	1,134	48	907	40	80	10
District of Columbia..	2,057	46				
Florida.....	6,651	36	6,584	23	99	1
Georgia.....	15,921	17				
Idaho.....	3,982	39	2,310	33	58	27
Illinois.....	36,599	3	21,594	1	59	25
Indiana.....	17,209	12	12,907	9	75	13.5
Iowa.....	24,451	6	17,116	6	70	17
Kansas.....	16,989	13	9,854	15	58	27
Kentucky.....	13,348	22	11,079	14	83	6
Louisiana.....	8,966	29	2,959	32	33	33.5
Maine.....	5,732	38	3,439	29	60	23.5
Maryland.....	6,675	35	5,741	25	86	5
Massachusetts.....	19,085	11	2,290	34	12	40
Michigan.....	23,744	7	17,808	5	75	13.5
Minnesota.....	19,575	9	8,613	21	44	31.5
Mississippi.....	11,962	24	11,484	11	96	2
Missouri.....	21,126	8	21,126	2	66	19.5
Montana.....	6,215	37	4,102	28	66	19.5
Nebraska.....	14,253	20	9,264	18	65	22
Nevada.....	675	49				
New Hampshire.....	2,586	44				
New Jersey.....	16,758	15	3,352	30	20	37
New Mexico.....	2,760	42	2,263	35	82	7.5
New York.....	54,253	1	9,766	16	18	38
North Carolina.....	16,852	14	13,482	8	80	10
North Dakota.....	8,057	30	5,962	24	74	15
Ohio.....	31,404	4	18,214	4	58	27
Oklahoma.....	15,337	18	12,163	10	78	12
Oregon.....	7,778	32	1,633	37	21	36
Pennsylvania.....	44,111	2	14,557	7	33	33.5
Rhode Island.....	2,793	41	363	42	13	39
South Carolina.....	9,699	27				
South Dakota.....	7,830	31	5,170	26	66	19.5
Tennessee.....	13,982	21	11,186	13	80	10
Texas.....	29,001	5	19,141	3	66	19.5
Utah.....	3,781	40	1,172	39	31	35
Vermont.....	2,676	43	1,900	36	71	16
Virginia.....	14,271	19	8,563	22	60	23.5
Washington.....	9,618	28	4,809	27	50	30
West Virginia.....	11,221	25	9,201	19	82	7.5
Wisconsin.....	16,210	16	9,078	20	56	29
Wyoming.....	2,232	45				

The sources of the data in Column 6 are based on the following: (1) *Education of Teachers in Different States, School and Society*, March 18, 1922, p. 304, (2) A number of Recent State School Surveys, (3) Reports of State Superintendents, (4) A questionnaire sent out in 1922 to State School Commissioners and Superintendents.

The data in Column 2 are taken from U. S. Bureau of Education, Bulletin 1922, No. 29, p. 17.

WEAPONS WIN wars, but education wins in time of peace.—*Aloin Owsley, Commander, American Legion, Enquirer, Oakland, California.*

The States and Teachers' Salaries.

Table 21 gives, by States, in column 2, the average salary paid teachers in all schools in 1920. Column 4 gives the median yearly salary paid teachers in the larger cities of each State in 1921-22.¹ Column 6 gives, by States, the estimated annual salary of teachers in one-room, rural schools. Column 8 shows the relationship between the salary paid in city schools in the State and that paid teachers in one-room schools. In the country as a whole, the salaries paid to the teachers in the one-room schools is one half—52.2 per cent—that of the city school teacher. Column 9 ranks States as to the percentage relationship between the salaries paid city school teachers and teachers in the one-room schools. New Mexico ranks first, since the median salary of teachers in one-room schools in this State is 83.6 per cent of that paid teachers in the city schools.

This table should arouse certain questions in the minds of those interested in maintaining adequate State school systems. First: Are the children in the cities and the rural districts of your State receiving an equal educational opportunity as indicated by the salaries paid city school and rural school teachers? It is hardly possible that on the average the teacher who is willing to accept a yearly salary of \$774 is equal in competency to the teacher who received \$1479 as an annual salary. The difference between the salary paid the one-room school teacher and the city school teacher is even greater than this in some States. Many rural teachers receive less than half the salary paid the city teacher. Consequently, nearly all the well-trained competent teachers soon migrate to the cities, where they are not only better compensated, but where they have to teach but one grade at a time. Beginning teachers and those who are either untrained or incompetent stay in the country. As a consequence, city and country children are not given an equal educational opportunity.

The second question that table 21 suggests is: Are the salaries being paid teachers in your State such that will guarantee that a sufficient number of young people will offer themselves for the teaching profession. It may be that the majority of those already employed as teachers will continue, even though inadequately paid. The question of larger importance to the welfare of the Democracy is: will there be a sufficient supply of teachers to meet the needs of our schools when the present generation has passed? The great mass of our class room teachers are women, and this condition is not likely to change. Teaching is no longer practically the only field that offers employment to the bright young woman. Women have already won places in the legal, medical, and other professional fields. Many opportunities are open to them for service at good salaries in the commercial field. This was not true a generation ago. Under the changed conditions existing to-day is it likely that large numbers of talented young people will be willing to prepare themselves for teaching with a prospect of a beginning salary of \$500 to \$1000 a year and the eventual chance of receiving a yearly salary of not over \$1200 a year?

Does table 21 indicate that the city and country children of your State are being taught by equally competent teachers and do the salaries paid in your State guarantee that a sufficient number of young people will be willing to undergo the training necessary to qualify as a teacher?

¹ Fifty per cent of a group of teachers receive a salary equal to or above the median salary, and fifty per cent receive salaries equal to or below the median.

TABLE 21.—THE STATES AND ANNUAL SALARIES OF TEACHERS

States	Average salaries teachers all schools 1920	Rank in average salary	Median salaries teachers in large city schools 1922	Rank in median salaries city school	Median salaries one-room schools 1922	Rank in median salaries one-room schools	Per cent that salaries paid in one-room schools is of salaries paid in cities	Rank in per cent salaries of one-room to salaries of cities
1	2	3	4	5	6	7	8	9
Continental United States..	\$871	.....	\$1,479	.....	\$774	.....	52.2	.....
Alabama.....	484	43	1,159	43	419	40	36.1	37
Arizona.....	1,279	3	1,675	14	1,243	2	74.2	2
Arkansas.....	477	44	1,102	44	428	39	38.8	34
California.....	1,272	4	1,879	6	1,257	1	66.8	6
Colorado.....	929	17	1,891	5	874	13	46.2	26
Connecticut.....	1,124	9	1,552	22	931	8	59.9	15
Delaware.....	848	25	975	48	689	30	70.7	3
District of Columbia.....	1,359	1	1,586	20	.....	.....	.....	.....
Florida.....	518	41	1,202	40	399	41	33.2	43
Georgia.....	426	47	1,451	27	300	48	20.7	48
Idaho.....	932	16	1,479	25	918	10	62.1	11
Illinois.....	1,081	11	1,913	4	781	24	40.8	32
Indiana.....	964	14	1,516	34	861	17	56.8	17
Iowa.....	827	26	1,452	26	768	25	52.9	20
Kansas.....	761	31	1,692	13	731	27	43.2	30
Kentucky.....	1,413	48	1,247	37	463	38	37.1	36
Louisiana.....	723	34	1,580	21	659	33	41.7	31
Maine.....	603	39	1,296	36	595	35	45.9	27
Maryland.....	902	21	1,069	46	696	29	65.1	9
Massachusetts.....	*1,262	5	1,589	19	.....	.....	.....	.....
Michigan.....	911	20	1,733	10	832	21	48.0	25
Minnesota.....	882	22	1,614	18	845	19	52.3	21
Mississippi.....	*291	49	929	49	328	47	35.3	38
Missouri.....	797	28	1,822	7	594	36	32.6	44
Montana.....	958	15	1,638	15	966	7	58.9	16
Nebraska.....	765	30	1,731	11	869	15	50.2	23
Nevada.....	1,163	8	1,436	28	988	6	68.8	5
New Hampshire.....	759	32	1,323	34	718	28	54.3	18
New Jersey.....	1,282	2	1,631	16	1,011	5	61.9	13
New Mexico.....	803	27	1,297	35	1,084	4	83.6	1
New York.....	1,256	6	*2,600	1	883	11	33.9	39
North Carolina.....	464	45	1,206	39	383	45	31.8	46
North Dakota.....	728	33	1,395	32	867	14	62.2	10
Ohio.....	1,688	10	1,756	9	878	12	50.0	24
Oklahoma.....	768	29	1,630	17	826	22	50.7	22
Oregon.....	870	23	1,237	38	862	16	69.7	1
Pennsylvania.....	920	18	1,966	3	655	34	33.3	42
Rhode Island.....	1,070	12	1,722	12	*786	23	45.6	28
South Carolina.....	464	46	1,167	42	396	42	33.9	40
South Dakota.....	696	35	1,413	30	928	9	65.7	8
Tennessee.....	494	42	1,096	45	365	46	33.3	41
Texas.....	612	38	1,520	23	671	32	44.1	29
Utah.....	992	13	1,392	33	844	20	60.6	14
Vermont.....	667	36	1,013	47	674	31	66.5	7
Virginia.....	546	40	1,190	41	385	44	32.4	45
Washington.....	1,229	7	1,780	8	1,104	3	62.0	12
West Virginia.....	639	37	1,415	29	574	37	40.6	33
Wisconsin.....	915	19	2,293	2	857	18	37.4	35
Wyoming.....	869	24	1,396	31	755	26	54.1	19

¹ Figures for 1919. ² 231 part-time teachers included in computation. * Indicates that figures are approximate. ⁴ Indicates that reports were from less than 25 teachers.

Data in Column 2 from U. S. Bureau of Education, Bulletin, 1922, No. 29, p. 19, and Columns 4 and 6 from Facts on the Cost of Public Education and What they Mean, Bulletin of Research Department, p. 15.

State Educational Needs and Illiteracy

The States and the Problem of Illiteracy

Many of the enlightened nations of the world have developed educational systems that have removed the menace of illiteracy from their borders. Illiteracy has been reduced to those who are suffering from mental and physical defects.

ILLITERACY IN THE UNITED STATES AND FOREIGN COUNTRIES¹

Country	Per-centage
Germany.....	.2
Denmark.....	.2
Switzerland.....	.5
Netherlands.....	.6
Finland.....	.9
Norway.....	1.0
Sweden.....	1.0
Scotland.....	1.6
England and Wales.....	1.8
France.....	4.9
UNITED STATES.....	6.0

¹ Bulletin two, Research Division, National Education Association.

In the United States, illiteracy is still an unsolved problem. At the present rate of decrease illiteracy will continue to dilute our National intelligence for a century.

If the problem of illiteracy is to be successfully solved it must be squarely faced by each State in the Union. Every State has a responsibility to the Nation as a whole and a failure of any one State or group of States to meet that responsibility means that the solution of this National problem will be needlessly postponed. An adequate educational system is the instrument which will quickly eradicate illiteracy from our borders.

Table 22 makes possible a comprehensive view of the illiteracy problem which each State has to face at the present time. Illiteracy may be measured from two angles; first, as to the total number of illiterates, and second, as to the percentage of illiteracy. New York with 425,022 illiterates ranks first among the States of the Union as to the number of illiterates within its borders. Therefore, as far as numbers are concerned, it has a greater illiteracy problem than any other State. Louisiana, with 21.9 per cent of its population illiterate, ranks first among the States in the percentage of illiteracy within its borders. A continuance of such high percentages of illiteracy makes impossible any great reduction in the percentage of illiteracy in the country as a whole.

This table gives the rank of the various States in these two aspects of the illiteracy problem, and indirectly measures the educational effort which they must make in order to solve that problem. The figures in column 6 are for the total population 10 years of age and over.

What are the educational needs in your State as indicated by the figures on illiteracy given in table 22?

THE EXPERIENCE of the war reveals vast elements of population that are illiterate, physically unfit, or unfamiliar with American ideals and traditions; and our future strength and security are much dependent on their education and commitment to American ideals.—President Harding.

TABLE 22.—THE STATES AND THE ILLITERACY PROBLEM
1920 CENSUS, VOL. III

States	Ages—10 years and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	4,931,905	.....	6.0	.....	82,739,315
Alabama.....	278,082	6	16.1	4	1,730,421
Arizona.....	39,131	29	15.3	6	225,461
Arkansas.....	121,837	17	9.4	12	1,302,905
California.....	95,592	18	3.3	28	2,870,855
Colorado.....	24,208	33	3.2	30	747,485
Connecticut.....	67,265	23	6.2	17	1,087,797
Delaware.....	10,508	40	5.9	19	178,930
District of Columbia.....	10,509	39	2.8	35	377,295
Florida.....	71,811	21	9.6	11	751,787
Georgia.....	328,838	2	15.5	7	2,150,230
Idaho.....	4,924	47	1.5	46	328,051
Illinois.....	173,987	12	3.4	27	5,184,943
Indiana.....	52,034	26	2.2	38	2,356,214
Iowa.....	20,680	34	1.1	49	1,913,155
Kansas.....	22,821	31	1.6	45	1,396,725
Kentucky.....	155,014	13	8.4	13	1,837,434
Louisiana.....	299,092	4	21.9	1	1,366,066
Maine.....	20,240	35	3.3	29	621,233
Maryland.....	64,434	24	5.6	20	1,158,953
Massachusetts.....	146,607	14	4.7	23	3,106,769
Michigan.....	88,046	19	3.0	32	2,895,606
Minnesota.....	34,487	30	1.8	42	1,877,132
Mississippi.....	229,734	8	17.2	3	1,338,612
Missouri.....	83,403	20	3.0	31	2,737,771
Montana.....	9,544	42	2.3	37	421,443
Nebraska.....	13,784	38	1.4	48	1,012,552
Nevada.....	3,802	48	5.9	18	63,905
New Hampshire.....	15,788	37	4.4	25	361,930
New Jersey.....	127,861	16	5.1	21	2,494,246
New Mexico.....	41,637	28	15.6	5	267,595
New York.....	425,022	1	5.1	22	8,402,786
North Carolina.....	241,603	7	13.1	8	1,844,673
North Dakota.....	9,937	41	2.1	39	470,210
Ohio.....	131,006	15	2.8	34	4,624,456
Oklahoma.....	56,864	25	3.8	26	1,513,951
Oregon.....	9,317	43	1.5	47	638,987
Pennsylvania.....	312,699	3	4.6	24	6,769,322
Rhode Island.....	31,312	32	6.5	15	483,788
South Carolina.....	220,667	9	18.1	2	1,219,316
South Dakota.....	8,109	45	1.7	43	482,195
Tennessee.....	182,629	11	10.3	10	1,770,762
Texas.....	295,844	5	8.3	14	3,556,614
Utah.....	6,264	46	1.9	41	331,530
Vermont.....	8,488	44	3.0	43	284,472
Virginia.....	195,159	10	11.2	9	1,748,808
Washington.....	18,526	36	1.7	44	1,101,929
West Virginia.....	69,413	22	6.4	16	1,083,395
Wisconsin.....	50,397	27	2.4	36	2,069,567
Wyoming.....	3,149	49	2.1	40	150,993

THE EXPERIENCE of the ages are past, the hopes of the ages that are yet to come, unite their voices in an appeal to us; they implore us to think more of the character of our people than of its numbers; to look upon our vast natural resources, not as tempters to ostentation and pride, but as means to be converted, by the refining alchemy of education, into mental and spiritual treasures, . . . and thus give to the world the example of a nation whose wisdom increases with its prosperity, and whose virtues are equal to its power. For these ends, they enjoin upon us a more earnest, a more universal, a more religious devotion of our exertions and resources to the culture of the youthful mind and heart of the nation. Their gathered voices assert the eternal truth, that, in a Republic, ignorance is a crime.—*Horace Mann.*

The States and the Problem of Illiteracy Among the Native-born

The number of illiterates within the borders of a State may be due to two factors. Immigration into the State from the outside may greatly increase the number of illiterates within its borders, or the State may fail to maintain an adequate educational system and thereby create its illiteracy problem within its own borders. Over sixty per cent of the illiterates in the United States come from the latter cause.

The number and percentage of native-born illiterates within a State is a measure of the past effectiveness of its public schools and, at the same time is an indication of the increase in the effectiveness of its schools which must be made if the State is to bear its just share in the Nation's educational task.

Table 23 gives, in column 2, the number of native-born illiterates by States. Georgia, with 327,911, ranks first among the States of the Union in the number of native-born illiterates. Louisiana, with 21.8 per cent of its native-born population illiterate, ranks first in this aspect of illiteracy. The figures in column 6 give the native-born population 10 years of age and over.

What are the educational needs of your State as indicated by the number of native-born illiterates within its border, and by the percentage of the native-born population that is illiterate?

The States and the Problem of Native-white Illiteracy

The problem of illiteracy among the native-born may be approached from two angles—illiteracy among the native-born whites and illiteracy among the negro population, most of which is also native-born. In table 24 figures are given for the native-born white population alone. The existence within a State of a large number or percentage of native-born white persons is a strong indication that public schools have been, at least in the past, non-existent so far as large sections of its population are concerned. Illiteracy according to the Federal Census means no schooling whatever. Table 24 indicates that many States are failing miserably in a peace-time obligation to the rest of the Nation, which in its ultimate effect is of greater National concern than would be the failure to meet the obligations of war.

Kentucky, with 112,206 native-born illiterate whites, ranks first among the

THIS IS not a time for complacency. Our commercial rivals will direct their best intelligence to improving the technique of every business and manufacturing operation, and they will begin this process not in the office and the factory, but in the school and the university. Every energy will be turned to furthering this single aim. . . . If we are building for the future we must train up a set of men capable of wrestling with its difficulties. In education lies a hope for the morrow, and since our problems include not only those of to-day but those of to-morrow, our discussion fitly terminates with a plea for an adequate education for the growing generation.—*John Hays Hammond and Jeremiah W. Jenks in Great American Issues.*

TABLE 23.—THE STATES AND THE PROBLEM OF ILLITERACY AMONG THE
NATIVE-BORN
1920 CENSUS, VOL. III

States	Native-born—10 years of age and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	3,084,733	.....	4.5	.....	68,915,088
Alabama.....	276,084	3	16.1	4	1,712,696
Arizona.....	3,571	38	2.2	20	160,244
Arkansas.....	120,656	11	9.3	11	1,288,877
California.....	10,326	28	0.49	38	2,108,558
Colorado.....	9,243	30	1.46	24	630,072
Connecticut.....	4,005	35	0.559	36	715,333
Delaware.....	7,127	33	4.5	16	159,339
District of Columbia.....	8,693	32	2.5	19	348,304
Florida.....	68,808	12	9.7	10	709,079
Georgia.....	327,911	1	15.3	5	2,133,903
Idaho.....	958	47	0.34	48	283,481
Illinois.....	41,383	19	1.04	26	3,986,530
Indiana.....	34,405	20	1.55	22	2,206,504
Iowa.....	9,558	29	0.560	35	1,688,707
Kansas.....	11,407	25	0.886	29	1,286,732
Kentucky.....	152,754	10	8.4	12	1,806,721
Louisiana.....	288,687	2	21.8	1	1,320,560
Maine.....	8,460	31	1.6	21	515,853
Maryland.....	50,772	16	4.8	15	1,057,378
Massachusetts.....	10,345	27	0.507	37	2,040,137
Michigan.....	16,375	23	0.75	31	2,177,168
Minnesota.....	6,196	34	0.44	40	1,388,191
Mississippi.....	228,055	5	17.0	3	1,329,550
Missouri.....	65,594	13	2.6	18	2,552,670
Montana.....	1,154	45	0.360	47	319,982
Nebraska.....	3,916	36	0.45	39	801,403
Nevada.....	173	49	0.391	45	44,150
New Hampshire.....	2,006	42	0.73	32	272,334
New Jersey.....	15,606	24	0.885	30	1,762,855
New Mexico.....	25,747	22	11.4	7	226,255
New York.....	33,438	21	0.58	34	5,637,938
North Carolina.....	238,518	4	13.0	6	1,829,750
North Dakota.....	1,323	44	0.394	41	335,529
Ohio.....	40,441	17	1.2	25	3,953,285
Oklahoma.....	44,623	18	3.1	17	1,434,943
Oregon.....	2,070	41	0.3930	43	528,412
Pennsylvania.....	53,515	15	0.990	27	5,395,409
Rhode Island.....	3,084	39	0.991	28	312,417
South Carolina.....	220,164	6	18.1	2	1,212,637
South Dakota.....	1,525	43	0.392	44	388,280
Tennessee.....	181,341	9	10.3	9	1,755,343
Texas.....	182,696	8	5.7	13	3,221,052
Utah.....	984	46	0.363	46	271,014
Vermont.....	3,641	37	1.50	23	241,740
Virginia.....	192,797	7	11.2	8	1,717,577
Washington.....	2,624	40	0.31	49	833,798
West Virginia.....	54,837	14	5.4	14	1,022,608
Wisconsin.....	10,631	26	0.66	33	1,605,901
Wyoming.....	487	48	0.3934	42	123,889

IT IS plain that the chief way to reduce taxes is to reduce the military and naval expenditures, since twenty per cent of our appropriations this year are for military and naval purposes, and sixty-eight per cent for past wars.—Robert D. Brown, Chief of the United States Bureau of Efficiency, *Proceedings of the Academy of Political Science in the City of New York, July, 1921.*

States of the Union. New Mexico, with 11.6 per cent of its native-white population illiterate, ranks first in this regard among the States of the Union. Similar figures are given for the other States. The figures in column 6 give the native-white population 10 years of age and over.

What are the educational needs of your State as indicated by the number of native-white illiterates and by the percentage of native-white illiteracy?

The States and Problem of Negro Illiteracy

Figures are given in table 25 as to negro illiteracy by States. The migration of the negroes from the South has brought the problem of negro illiteracy to

TABLE 24.—THE STATES AND THE PROBLEM OF NATIVE-WHITE ILLITERACY

States	Native-whites—10 years of age and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	1,242,572	.....	2.0	.....	60,861,863
Alabama.....	65,394	9	6.3	7	1,038,692
Arizona.....	3,233	35	2.1	17	152,875
Arkansas.....	41,411	11	4.5	11	925,474
California.....	8,747	26	0.4	35	2,075,167
Colorado.....	8,624	27	1.4	22	620,163
Connecticut.....	2,927	36	0.4	37	697,892
Delaware.....	2,427	37	1.8	19	134,741
District of Columbia.....	640	47	0.3	49	254,522
Florida.....	13,169	23	2.9	15	450,630
Georgia.....	66,796	8	5.4	9	1,237,776
Idaho.....	914	46	0.3	45	282,667
Illinois.....	30,907	15	0.8	26	3,829,325
Indiana.....	27,929	18	1.3	23	2,138,143
Iowa.....	8,275	29	0.5	34	1,672,805
Kansas.....	7,179	31	0.6	32	1,238,566
Kentucky.....	112,206	1	7.0	5	1,614,064
Louisiana.....	81,957	4	10.5	2	784,198
Maine.....	8,396	28	1.6	20	514,762
Maryland.....	15,363	21	1.8	18	862,553
Massachusetts.....	7,780	30	0.4	42	2,002,534
Michigan.....	14,172	22	0.7	30	2,124,975
Minnesota.....	5,955	32	0.4	36	1,380,415
Mississippi.....	22,242	20	3.6	12	625,923
Missouri.....	74,066	6	3.0	13	2,399,809
Montana.....	1,067	44	0.3	47	318,532
Nebraska.....	3,380	34	0.4	38	849,914
Nevada.....	157	49	0.4	41	43,837
New Hampshire.....	1,973	41	0.7	28	271,844
New Jersey.....	9,696	25	0.6	31	1,666,154
New Mexico.....	25,519	19	11.6	1	220,893
New York.....	28,406	17	0.5	33	5,466,635
North Carolina.....	104,844	2	8.2	3	1,284,308
North Dakota.....	1,307	43	0.4	43	335,124
Ohio.....	33,726	14	0.9	24	3,795,373
Oklahoma.....	30,418	16	2.3	16	1,320,407
Oregon.....	1,990	40	0.4	40	526,519
Pennsylvania.....	38,870	12	0.8	25	5,155,382
Rhode Island.....	2,255	39	0.7	27	304,225
South Carolina.....	38,742	13	6.5	6	593,709
South Dakota.....	1,490	42	0.4	39	387,602
Tennessee.....	101,809	3	7.3	4	1,400,917
Texas.....	80,643	5	3.0	14	2,648,333
Utah.....	925	45	0.3	44	269,741
Vermont.....	3,613	33	1.5	21	241,286
Virginia.....	70,475	7	5.9	8	1,196,920
Washington.....	2,379	38	0.3	48	827,734
West Virginia.....	44,324	10	4.6	10	953,822
Wisconsin.....	10,449	24	0.7	29	1,601,443
Wyoming.....	421	48	0.3	46	122,638

every State in the Union. The figures in column 2 give the number of negro illiterates by States. Georgia, with 261,115 negro illiterates, has more than any other State in the Union. Column 4 gives the percentage of illiteracy among the negro population. Louisiana, with 38.5 per cent of its negro population illiterate, ranks first in this regard. Column 6 gives the negro population over ten years of age for each State.

What are the educational needs of your State as revealed by the number of negro illiterates and the percentage of illiteracy among the negro population?

TABLE 25.—THE STATES AND THE PROBLEM OF NEGRO ILLITERACY
1920 CENSUS, VOL. III

States	Negroes—10 years of age and over				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	1,842,161	.....	22.9	.....	8,053,225
Alabama.....	210,690	2	31.3	2	674,004
Arizona.....	338	34	4.6	41	7,369
Arkansas.....	79,245	10	21.8	9	363,403
California.....	1,579	28	4.7	38	33,391
Colorado.....	619	32	6.2	27	9,909
Connecticut.....	1,078	30	6.2	29	17,441
Delaware.....	4,700	24	19.1	12	24,598
District of Columbia.....	8,053	20	8.6	21	93,782
Florida.....	55,639	11	21.5	10	258,449
Georgia.....	261,115	1	29.1	5	896,127
Idaho.....	44	44	5.4	34	814
Illinois.....	10,476	19	6.7	26	157,205
Indiana.....	6,476	21	9.5	19	68,361
Iowa.....	1,283	29	8.1	22	15,902
Kansas.....	4,228	25	8.8	20	48,166
Kentucky.....	40,548	12	21.0	11	192,657
Louisiana.....	306,730	3	38.5	1	536,362
Maine.....	64	42	5.9	33	1,091
Maryland.....	35,404	13	18.2	13	194,825
Massachusetts.....	2,565	26	6.8	24	37,603
Michigan.....	2,203	27	4.2	43	52,193
Minnesota.....	241	36	3.1	48	7,776
Mississippi.....	205,813	4	29.3	4	703,627
Missouri.....	18,528	14	12.1	17	152,861
Montana.....	87	40	6.0	32	1,450
Nebraska.....	556	33	4.8	37	11,489
Nevada.....	16	48	5.1	45	313
New Hampshire.....	33	46	6.7	25	490
New Jersey.....	5,910	22	6.1	30	96,701
New Mexico.....	228	37	4.3	42	5,362
New York.....	5,032	23	2.9	49	171,303
North Carolina.....	133,674	6	24.5	6	545,542
North Dakota.....	16	49	4.0	47	405
Ohio.....	12,715	17	8.1	23	157,912
Oklahoma.....	14,205	16	12.4	16	114,536
Oregon.....	89	38	4.7	39	1,993
Pennsylvania.....	14,645	15	6.1	31	240,027
Rhode Island.....	839	31	10.2	18	8,192
South Carolina.....	181,422	7	29.3	3	618,928
South Dakota.....	35	45	5.2	36	678
Tennessee.....	79,532	9	22.4	8	354,426
Texas.....	102,063	8	17.8	14	572,719
Utah.....	89	43	4.6	40	1,273
Vermont.....	28	47	6.2	28	454
Virginia.....	122,322	5	23.5	7	520,657
Washington.....	245	35	4.0	46	6,064
West Virginia.....	10,513	18	15.3	15	68,786
Wisconsin.....	182	39	4.1	44	4,458
Wyoming.....	66	41	5.3	35	1,251

The States and Problem of Illiteracy Among Native-born Minors

The 1920 Census revealed the existence of over a half million native-born illiterates between the ages of ten and twenty inclusive. The existence of these native-born illiterate minors is the direct consequence of the failure of our States to maintain an adequate educational system during the last decade. Even that minimum educational opportunity that would give them the ability to read and write is being denied thousands of the country's children.

In table 26 the figures in column 2 gives by States the number of native-born illiterates between the ages of ten and twenty years. Louisiana, with 68,525 native-born illiterate minors, ranks first among the States of the Union. Column 4 gives the percentage of illiterates among native-born minors. Louisiana, with 15.6 per cent of its native-born minors illiterate, ranks first among the States in this regard. Figures as to the percentage of native-born minors who are illiterate are given for each of the States in column 4, and the rank of the States is given in column 5. Column 6 gives the native-born population from ten to twenty years of age.

What does the number and percentage of native-born minors in your State reveal as to the adequacy of its school system between 1910 and 1920?

ONE OF these days a state association, with its house organ and its district subdivisions, will conceive and carry through as an example for everybody a systematic program. First, the representatives from the districts will meet and determine what forward steps are most necessary and feasible. They will lay out the program. They will also undertake to get it adequately presented in their several districts. The house organ will report their findings in full, and during the year will publish articles and suggestions for all who are studying the questions involved. The district meetings will be preceded and followed by numerous smaller section meetings in which the issues at stake are thoroughly considered. At the next annual meeting of representatives, the state organization will take account of stock and decide upon the next move.

Assuming a reasonable degree of cooperation on the part of the state department of education, the colleges and normal schools, and educational administrative officers in the counties and cities, the professional spirit of the great body of teachers would at least find something like adequate expression.—*The Journal of Educational Method*, January, 1923, page 185.

ANY SUGGESTION to abolish the district system arouses an outcry from many admirers of this century-old institution. Some of those who champion it most stoutly do so in the name of democracy. Others cry out against the establishment of the county or any other unit larger than the district which will result in making wealthy communities contribute to the education of children in poor communities. The utter shallowness of such arguments is clear to any unbiased citizen. As to preserving the district because of its so-called democracy, we may state that the chief reason for demanding its abolition is that it is the most undemocratic system that could be devised. The essence of democracy is equality of opportunity. The district system not only fails to provide such equality but will always make equality impossible. . . .

Public education is a function of the state, and public schools are state, not local, institutions. This declaration is not based upon theory, for the matter has been tested in the Supreme Court, and the court has ruled that public schools are state institutions and that the powers exercised by local units are distinctly delegated powers. The wealth within a state available for taxation for the support of public schools belongs to the state, i. e., to all the children of the state. The district system is an inheritance from colonial days when schools were regarded, controlled, and supported as local charitable and semi-church institutions.—*Public School Finance in Minnesota*, pp. 28 and 46.

TABLE 26.—THE STATES AND THE PROBLEM OF ILLITERACY AMONG NATIVE-BORN MINORS
1920 CENSUS, VOL. III

States	Native-born—ages ten to twenty inclusive				
	Number illiterate	Rank in number illiterate	Percentage illiterate	Rank in percentage illiterate	Population
1	2	3	4	5	6
Continental United States...	531,077	.....	2.6	.....	20,777,872
Alabama.....	49,418	3	8.4	5	585,640
Arizona.....	899	33	2.0	15	45,029
Arkansas.....	22,360	10	5.1	11	434,906
California.....	1,379	27	0.280	32	488,842
Colorado.....	1,204	30	0.7	21	173,185
Connecticut.....	615	34	0.276	33	222,889
Delaware.....	374	37	0.9	19	41,112
District of Columbia.....	285	42	0.40	23	70,052
Florida.....	13,080	12	6.2	6	211,325
Georgia.....	67,512	2	9.3	4	727,400
Idaho.....	152	47	0.17	49	88,964
Illinois.....	3,328	21	0.286	31	1,163,403
Indiana.....	1,721	22	0.303	27	567,493
Iowa.....	977	31	0.20	47	475,059
Kansas.....	914	32	0.250	37	364,743
Kentucky.....	18,736	11	3.4	13	553,203
Louisiana.....	68,525	1	15.6	1	438,520
Maine.....	1,358	28	1.0	18	135,621
Maryland.....	5,377	17	1.8	16	288,999
Massachusetts.....	1,455	25	0.234	39	620,284
Michigan.....	1,591	23	0.255	36	628,854
Minnesota.....	1,251	29	0.26	35	474,715
Mississippi.....	47,310	4	10.2	2	461,558
Missouri.....	5,647	15	0.8	20	688,029
Montana.....	217	45	0.233	40	92,365
Nebraska.....	581	35	0.220	44	266,213
Nevada.....	33	49	0.334	25	9,848
New Hampshire.....	221	44	0.30	28	73,465
New Jersey.....	1,680	24	0.29	30	541,678
New Mexico.....	3,927	18	5.4	9	72,222
New York.....	3,856	19	0.232	41	1,662,542
North Carolina.....	36,612	7	5.9	8	630,427
North Dakota.....	332	38	0.24	38	136,848
Ohio.....	3,381	20	0.332	26	1,018,471
Oklahoma.....	7,202	14	1.5	17	473,867
Oregon.....	287	41	0.21	45	136,069
Pennsylvania.....	5,485	16	0.336	24	1,632,575
Rhode Island.....	302	39	0.299	29	100,947
South Carolina.....	41,149	5	9.4	3	438,852
South Dakota.....	299	40	0.229	42	130,165
Tennessee.....	29,442	9	5.3	10	554,823
Texas.....	38,199	6	3.6	12	1,059,072
Utah.....	210	46	0.21	46	98,535
Vermont.....	271	43	0.43	22	62,956
Virginia.....	32,678	8	6.1	7	539,074
Washington.....	414	36	0.18	48	226,502
West Virginia.....	7,457	13	2.3	14	325,822
Wisconsin.....	1,398	26	0.270	34	517,910
Wyoming.....	76	48	0.222	43	33,199

Educate Aliens Here

IT IS the duty of the Government to see that the eight or nine millions unnaturalized foreign-born residents of the United States are properly educated in the American language and the institutions of this Government. . . . Not only for their own good, but for the welfare of America.—Secretary of Labor Davis, in an address before the Marine Engineers' Beneficial Association, Washington Times, Washington, D. C.

State Tenure Laws and the Public School

The enactment of a sound teacher tenure law is a step in the direction of a better public school. The welfare of the children of the State is protected by encouraging successful teachers of experience to continue in the profession, and by early weeding out those who are incompetent. The enactment of a sound tenure law is a step in accomplishing both these ends.

A teacher who after a reasonable probationary period feels that he is reasonably sure of his position during continued efficiency is willing to make additional

TABLE 27.—STATE TENURE LAWS

State	Application	Probationary period	Procedure for removal	Appeal	Date of enactment and reference
California.....	District employing at least 8 teachers.	2 years	Board gives 10 days' written notice stating charges, and time of hearing. Teacher may have counsel and witnesses. If charges proved, dismissal on majority vote of Board.	Court of competent jurisdiction on question of fact and law.	1921. School Laws 1921, Sec. 1609, Art. 7, pp. 129 to 134.
Colorado.....		3 years	Charges filed with Secretary of Board of School Directors. 30 days' notice to teacher before hearing. If dismissal recommended by Superintendent or principal, teacher may be dismissed without hearing on two-thirds vote of Board.		1921
Maryland.....	State-wide	2 years	Written charges by County Board on recommendation of County Superintendent. 10 days' notice given to teacher.	State Superintendent if Board is not unanimous.	1921. Public School Laws.
Massachusetts.	Every town except Boston.	3 years	Notice given to teacher 30 days prior to school committee meeting. Dismissal on two-thirds vote if Superintendent has recommended dismissal. Notice of charges against teacher to be given on request.	None provided for.	1914. General Laws Relating to Education; 1921, Chap. 79, Sec. 42, pp. 39-41.
Montana.....	State-wide	3 years	Majority of Board gives written notice before May 1st.	County Superintendent.	1915. School Laws.
New Jersey...	State-wide	3 years	Charges filed with Board of Education. When examined and found true, reasonable notice given teacher, who may be represented by counsel.	Commissioner of Education, State Board of Education.	1910. School Laws 1914, Chap. 243; Laws 1918, Sec. 116
New York....	City School Systems.	1-3 years	Hearing by Board of Education after reasonable notice. Dismissal by affirmative vote of majority of Board. May be represented by counsel.	Commissioner of Education.	1917. Education Law, 1921, Sec. 550-68; Sec. 872.
Oregon.....	Districts having population over 20,000.	2 years	Written notice of charges given teacher 10 days previous to hearing. Teacher may be represented by counsel. If five of seven members of Board concur, dismissal is final.	If less than five members of Board vote for dismissal, appeal may be made to three trial commissioners.	1913. School Laws, 1921, Chap. 10, Sec. 391-404.

The data of Table 00 are a condensation of material given on State tenure laws in two other studies, one by Charles Kettleborough, Indiana Legislative Reference Bureau, the other by the Sub-committee on Tenure of the N. E. A. Committee on Salaries, Tenure and Pensions, 1922. The latter table may be referred to in the printed report of the Sub-committee on Tenure, where it is printed in full, and gives in well arranged form a more detailed summary of state tenure laws. This report also contains the California Tenure Law "which has a number of excellent features, and a copy of a tenure bill prepared by the Ohio State Teachers Association in 1921."

investments in training. He comes to have a vital interest in the community's welfare that permanent residence alone can bring. At the same time his capacity for service is enlarged because of his better knowledge of local conditions and needs.

A sound tenure law also provides for the weeding out of the incompetent teacher. A fair and impersonal method is provided whereby Boards may dismiss a poor teacher without criticism.

Without an adequate tenure law the competent teacher is often discouraged from continuance in the profession, and the poor teacher finds it easier to stay in the ranks—the children suffering as a result.

The accompanying tables give the situation revealed by a recent tenure survey in one State. It was found that forty per cent of the elementary teachers were new to the community in which they were teaching. One high school teacher in every three was in her position for the first year and fifty per cent of the superintendents had occupied their position for less than two years.

The facts revealed by the Washington Survey are typical of those existing in all but a few of our States. A recent nation wide survey revealed that the average term of the superintendent of schools is three years.¹ A lawyer or a physician attains but a fraction of his ultimate effectiveness after three years'

TABLE 28.—TENURE OF ELEMENTARY TEACHERS IN OREGON, 1921-22

Size of community as to number of children in average daily attendance	Percentage of teachers in position for					
	First year	Second year	Third year	Fourth year	Fifth year	Over fifth year
1	2	3	4	5	6	7
Over 5,000.....	12.7	13.7	12.7	8.4	5.8	46.4
1,000 to 4,999.....	27.6	21.5	13.9	9.8	7.7	19.6
500 to 999.....	43.7	28.5	12.1	4.5	3.1	8.1
250 to 499.....	47.6	28.5	9.7	5.3	1.7	7.4
100 to 249.....	54.9	26.3	8.4	4.1	2.1	4.3
Under 100 (3 or more teacher schools).....	54.9	23.6	12.6	3.3	1.6	3.8
One and two room rural schools..	76.9	17.4	3.7	.9	.4	.6
Total.....	40.	20.	10.	6.	4.	20.

TABLE 29.—TRANSIENCY AMONG TEACHERS IN OREGON, 1921-22

Group Concerned	Per cent in position for				
	First year	Second year	Third year	Less than three years	Over three years
1	2	3	4	5	6
Elementary teachers.....	40	20	10	70	30
High school teachers.....	33	21	12	66	34
Elementary principals.....	36	19	7	62	38
High school principals.....	30	26	15	71	29
Supervisors.....	23	19	12	54	46
Superintendents.....	22	28	18	65	32

The data given in tables 28 and 29 are taken from Tenure in Washington, 1921-22. A Statewide Survey by the Executive Secretary, Washington Education Association, Washington Education Journal, May, 1922, p. 292. This survey listed 8182 teachers, approximately 80 per cent of all the teachers of the State.

¹First Year Book, Department of Superintendence, National Education Association, 1923.

residence in a community. Few would doubt that the same thing is true of a teacher or a superintendent. A transient teacher is likely to be an ineffective teacher and a community cannot expect to have a carefully thought-out, well-rounded educational system when it has a new superintendent every second or third year.

Does your State have an adequate teacher tenure law to guarantee its children the continuance in service of competent teachers and the elimination of incompetent teachers?

Teacher Tenure Laws

Information is often desired concerning the provisions of the Tenure Laws now in effect. Table 27 gives the principal provisions of the Tenure Laws of eight States. The 1922 Annual Proceedings of the National Education Association, referred to below, contains a copy of the California Law now in effect and a Bill drafted by the Ohio State Teachers' Association in 1921.

On page 57 is given a Tenure Bill recently drafted by a sub-committee of the joint committee of the Pennsylvania State Education Association and State Teachers' League composed of Oliver P. Cornman, Philadelphia, and Elizabeth Baker, Harrisburg. The Bill as given was reported with a favorable recommendation and without a dissenting vote by the committee on Legislation of the House of Delegates of the Pennsylvania State Education Association, December 27, 1922. This Bill is to be proposed for enactment at the coming session of the Pennsylvania State Legislation.

The joint committee in reporting the Bill as drawn to the Committee of Legislation, reported unanimous approval of the Bill as it stands, with the following exceptions: (1) There were two votes in the joint committee against retaining the word *insubordination* as a cause for dismissal, in line 5, section 8. (2) The joint committee was not unanimous regarding the right of appeal from the decision of the Board, as provided in section 9. (3) There was one vote against *necessary transfer* in line 6, section 11.

Bibliography of Tenure

DEFFENBAUGH, W. S. U. S. Bureau of Education. *Administration of Schools in the Smaller Cities. Bulletin 1922, No. 2, p. 50-53.*

A brief statement of the tenure situation in 528 cities of the United States.

HANEY, ELIZABETH. Report of Chairman of Minnesota State Tenure Committee. *Year-book 1922-23. National League Teachers' Association, p. 31-35. 45 Henry St., San Francisco, California.*

Summarizes results of a study of the question of tenure by a committee authorized by the Board of Minnesota Educational Association.

NATIONAL EDUCATION ASSOCIATION, 1201 16th St., N. W., Washington, D. C.

See *Addresses and Proceedings.*

Issued annually; see Tenure. Address the Secretary of the Association for current information concerning tenure laws.

UPDEGRAFF, HARLAN, AND OTHERS. Report of Sub-committee on Tenure, Committee on Salaries, Tenure, and Pensions. *Addresses and Proceedings, p. 279-286. National Education Ass'n, Washington, D. C., 1922.*

Contains table summarizing provisions of State tenure laws. Gives the provisions of the California Tenure Act and a proposed Ohio Tenure Law.

WILLIAMS, CHARL O. Report of the Committee on Tenure. *Addresses and Proceedings, p. 145-155. National Education Association, Washington, D. C., 1921.*

Deals with tenure as to: History; need; length of probational term; removing agency; public or private hearing; insuring professional improvement; danger of incompetence.

Pennsylvania Tenure Bill

A Bill to Provide for the Employment of Teachers on Indefinite Tenure Amending Sections 1204 and 1208

1. The word *teacher* as used in this bill shall mean any person employed in the public school system of this Commonwealth as teacher, principal, supervisor or director of a special subject, supervising principal, county superintendent, district superintendent, assistant district superintendent, assistant or associate superintendent, assistant county superintendent, and any member of the instructional staff of the State Normal Schools.

2. The word *Board* as used in these sections shall mean the board of school directors of a school district, the board of trustees of a normal school district, or other committee by which the teacher is appointed.

3. Re-employment of a teacher in any school district of the state who has been employed three consecutive years in that district, shall be for an indefinite term which shall continue until retirement as provided by law, resignation, or dismissal as hereinafter provided, except that any teacher who has been employed consecutively for four or more years in any district in the state at the date upon which this act shall become effective shall be thereafter on indefinite tenure in that district.

4. When any teacher shall have been placed upon indefinite tenure in any district and shall afterwards accept employment in another district of the state said teacher shall be upon indefinite tenure in said other district after one year if re-employed therein; provided, that the period of probationary service may be extended by the Board upon written recommendation of the superintendent for an additional period or periods not to exceed one year, the total probationary period not to exceed two years.

5. When a teacher, after an interim, is re-employed by a district in which said teacher had already served on indefinite tenure, said re-employment shall be upon indefinite tenure after one year if again re-employed therein; provided that the period of probationary service may be extended by the Board upon written recommendation of the superintendent for an additional period or periods not to exceed one year, the total probationary period not to exceed two years.

6. No teacher shall be placed upon indefinite tenure who does not hold a permanent state certificate issued by the Superintendent of Public Instruction of this Commonwealth.

7. The services of any teacher upon indefinite tenure who by reason of illness is unable to discharge his duties for a period of one school-year may be discontinued by the Board.

8. Any teacher serving upon indefinite tenure may be dismissed at any time by the Board upon proof that said teacher is physically or mentally incapacitated for discharging his duties, or upon proof of inefficiency, neglect of duty, insubordination or conduct unbecoming a teacher, but no teacher shall be so dismissed until furnished with a written statement of the charges against said teacher signed by the superintendent or the proper officers of the Board, and given reasonable opportunity of refuting such charges at a hearing before the Board, provided that the date of such hearing shall not be sooner than 10 days nor later than 30 days from receipt by the teacher of said statement of charges. Pending a hearing on said charges and final determination thereof said teacher may be suspended by the superintendent of the Board, but in case the charges are not sustained, such suspension shall be without loss of salary.

9. If after proper notification a teacher fails to make answer at the time and place set for the hearing, or after the teacher makes answer at the set time and place the Board may by a majority vote of its members dismiss said teacher from its service. Provided, however, the teacher shall have the right to make appeal from the decision of the Board to the State Superintendent of Public Instruction before whom a hearing of the case shall be held. The decision reached at such hearing shall be final.

10. Any hearing as hereinbefore provided shall be public or private, as the teacher against whom the charges are made shall elect. At any such hearing the teacher shall have the right to be represented by counsel. No member of the Board before whom a hearing is tried shall be qualified to vote who has not been present throughout the entire hearing.

11. No teacher serving upon indefinite tenure shall suffer a decrease in salary without said teacher's consent, except by reason of a salary revision affecting all teachers of the district holding positions of like character and grade. The necessary transfer of a teacher from one position to another having a lower salary shall not be considered a decrease in salary within the meaning of this paragraph. A teacher shall have the same rights to a hearing in regard to any such proposed transfer as are granted by this act in cases of complaint against a teacher.

12. Nothing herein contained shall be construed as limiting the right of a Board to release a teacher serving on indefinite tenure when an actual decrease in the number of pupils or the discontinuance of a particular kind of teaching service in a school district renders such action advisable. Provided, however, that release for said causes shall take place only at the close of the school year, and that any teacher so affected shall be notified in writing not later than two months prior to the close of the school term that his services will not be needed the following school term with the reason therefor. Provided further, that in the case of decrease in teaching force due to said causes, the teacher or teachers dismissed shall be the teacher or teachers last employed by the district and engaged in the particular kind of teaching service suffering a reduction in teaching force. Any teacher dismissed under this proviso shall be given a statement of honorable dismissal and shall for one year be carried upon a preferred list for reemployment to fill vacancies that may occur in the district in the type of service from which the teacher was released.

Public School Efficiency and Teacher Retirement Systems

The outstanding reason why a State should enact a law providing for a sound teacher retirement system is that such a law makes for public school efficiency. It is the children of the nation who suffer most from the failure to provide annuities making possible the retirement of aged, infirm, and therefore incompetent teachers.

A retirement law attracts competent people to the teaching profession. If a State fails to guarantee protection in old age the most capable fail to enter the profession, or else leave it and accept employment in more remunerative occupations where they can assure themselves a competence for their old age.

Retirement at a reasonable age makes possible sufficient promotions and advancements so that the morale of the rank and file of the teachers can be kept high. The enactment of an adequate retirement law, therefore, is a step in the direction of a better public school.

The desirability of making proper provision for the retirement of teachers has been recognized by 34 of the States by the enactment of State teacher retirement laws.

THERE ARE fundamental social reasons why the State should establish pensions and annuities that have a far-reaching significance. They are essentially the reasons that lead to the establishment of fire protection, police protection and free schools—the welfare of the entire social group.

The first great social consideration is the necessity of attracting to the teaching profession the highest type of men and women. Not only must these men and women be possessed of the finest characters and the strongest intellects to be found among our citizens, but they must be thoroughly prepared professionally for the work before them. It is improbable that the financial returns will ever, in the long run, be as great as in many other lines requiring no more preparation, but the motive of service which has inspired so many great characters in the past will continue to draw the very highest type of manhood and womanhood if a future secure from the great risks of life can be assured. But it is too much to expect men and women to make the sacrifices that have to be made, and face in addition the certainty of sickness, accident, disability and old age without adequate means of support. Men and women intelligent enough to be the leaders of the young, are intelligent enough to give consideration to this phase of the future. . . . To attract to the profession men and women of the highest type and hold them through a lifetime of service, an annuity is an absolute necessity.

But a consideration no less important from the standpoint of society is the necessity of a contented group of professional workers if efficient service is to be rendered in the training of the future members of the social order. With no assurance of definite tenure, with no assurance of an old age for which proper provision has been made, the mind of the worker becomes restless and discontented, hesitating this year to secure that additional training which will make him more efficient in his role as a preserver of society, debating next year whether he should continue in the profession at all or go into some other line where he sees opportunity on every hand. How, then, can he render that efficient service that must be rendered if the social structure of the future is to be built upon a solid foundation? No clearer conception of this aspect has ever been shown than that of the Rt. Hon. H. A. L. Fisher, author of that great English Education Bill bearing his name, who said in Parliament not long ago: "In every large profession you must rely on economic motives to some extent for your recruits, in the teaching profession less than elsewhere perhaps; but even teachers are human. I do not expect the teaching profession to offer great material reward—that is impossible; but I do regard it as a good scheme of education that teachers should be relieved from perpetual financial anxieties An anxious and depressed teacher is a bad teacher; an embittered teacher is a social danger."—Supt. H. P. Smith, Lawrence, Kansas. *The Kansas Teacher*, January 1923, page 14.

NEXT TO our democratic form of government, I believe the American public school is the most important contribution to civilization we have made.—William B. Owen, President, National Education Association.

Many of the existing State laws will eventually require considerable revision if they are to be put on a sound basis. During the last few years a number of States have revised inadequate and unsound systems and have placed them on a scientific and secure foundation. Sufficient knowledge and experience have already been obtained in the administration of teacher retirement systems so that the fundamental principles upon which these systems should be based are well understood. The enactment of a sound retirement law involves first a decision as to the type of law to be enacted and then the drafting of this law so that it is based upon sound principles.

The insert at page 32, "Tabular Statement of Teachers' Pension Systems," was prepared for the Board of Trustees of the Minnesota Teachers' Retirement Fund by R. B. Mothersill, Actuary. The tabulation was made in connection with the proposed revision of the Minnesota Teachers' Retirement Law. The "Minnesota Proposed Plan" would replace the law now in effect. Below the Minnesota Proposed Plan is given information concerning eight retirement systems now in effect. The eight retirement laws listed should not be looked upon as a complete list of the sound retirement systems of the country. Other retirement laws than the ones included in the insert might have been selected for tabulation.

TABLE 30.—STATE TEACHER RETIREMENT LAWS

State Wide Law		State Law not State Wide	No State Law	
1		2	3	
Arizona	Nevada	Colorado	Alabama	North Carolina
California	New Jersey	Delaware	Arkansas	Oklahoma
Connecticut	New York	Iowa	Florida	South Carolina
Illinois	North Dakota	Kansas	Georgia	South Dakota
Indiana	Ohio	Kentucky	Idaho	Tennessee
Maine	Pennsylvania	Louisiana	Mississippi	Texas
Maryland	Rhode Island	Missouri	New Hampshire	Wyoming
Massachusetts	Vermont	Nebraska	New Mexico	
Michigan	Virginia	Oregon		
Minnesota	Wisconsin	Utah		
Montana	District of Columbia	Washington		
		West Virginia		

In some States having state wide laws there are local communities which have local retirement acts, independent of the state system. For example, New York City in New York State, Boston in Massachusetts, Chicago, in Illinois, etc. In those States having State laws that are not State wide, the teachers affected by the law are usually those employed in the larger cities. In some of the States with no State retirement law, there are local laws in effect.

WE NEED not review here the conditions the war revealed to complacent, go-as-you-please America. We know it revealed many splendid things of which we may be proud, but we know, too, that it revealed many things of which we must be ashamed, because they were the consequences of our own careless folly and lack of proper policy. These conditions were the result of a careless immigration policy and an equally careless policy with respect to the alien after he was admitted.—*Frank Cody, Superintendent of Schools, Detroit, Michigan. American Education, January 1923.*

Sources of Information on Teacher Retirement Systems

1. General Sources of Information

NATIONAL EDUCATION ASSOCIATION, 1201 Sixteenth Street, Northwest, Washington, D. C.

The National Education Association attempts to keep available the latest information concerning teacher retirement systems. Inquiries addressed to the Secretary of the Association will receive prompt attention. The Annual Proceedings of the Association contain reports of a number of Pension Committees.

CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING, 522 5th Avenue, New York City.

This Foundation has made the question of pension systems one of its principal interests and has issued several reports dealing with teacher retirement systems which may be obtained free of cost by addressing the Foundation.

STATE TEACHER RETIREMENT FUND BOARDS.

A number of States maintain teacher retirement boards which issue regular reports concerning State teacher retirement funds as well as occasional special pamphlets.

2. Selected References on Teacher Retirement Systems

CARR, JOHN W. Preliminary Report of Committee on Pensions. Addresses and Proceedings, National Education Association, 1921, pp. 155 to 157.

A statement of general principles and a report of progress.

CARNEGIE FOUNDATION FOR THE ADVANCEMENT OF TEACHING. 522 5th Avenue, New York City.

— **Furst, Clyde, and Kandel, I. L.** Pensions for Public School Teachers, Bulletin 12, 1918.

This report was prepared for the Committee on Salaries, Pensions and Tenure of the National Education Association, Joseph Swain, Chairman.

Discusses the social philosophy of pensions, and states the fundamental principles of pensions. A simple outline of a "model" pension law is included, drawn up with the special needs of Vermont in mind, accompanied by actuary tables, bibliography, and index.

— **Fifteenth Annual Report, 1920**, pp. 89 and 100.

Contains critical review of Studensky's Teachers' Pension System in the United States, referred to below. Reviews pension legislation in the following States and cities: California, Connecticut, Indiana, Iowa, Michigan, Nevada, New Jersey, Washington, Wisconsin, Chicago, Minneapolis, New York State and New York City.

— **Seventeenth Annual Report of the President 1922.**

This report will be available for free distribution about February 1923. It includes in addition to a discussion of recent retirement legislation five pages of questions and answers "For the guidance of teacher associations and committees that desire to play an intelligent part in the forming of pension systems."

HOUSMAN, IDA E. A Teacher's Version of the Pierson Law. 519 Garden Street, Hoboken, New Jersey. 25c.

A simplified version of the New Jersey Teacher Retirement Fund Law arranged so that its provisions may be easily understood by laymen.

STUDENSKY, PAUL. Teachers' Pension Systems in the United States. D. Appleton & Co., New York, N. Y., 1920. 460 pp. \$3.00.

A comprehensive study and discussion of the theories back of retirement funds; traces the history of the development of retirement funds in detail in States and cities. Contains suggestions and information as to method of procedure for the adoption of pension fund laws. Summary of State and city laws. Bibliography.

HOOD, WILLIAM R. Review of Education Legislation 1912-20. U. S. Bureau of Education, Bulletin 1922, No. 13.

On page 13 is a very brief review of the progress of teachers' pension legislation during the year 1919-20. Concludes that tendencies in pension laws are, in general, toward a larger participation of public funds in the support of the system, clearer definition of terms, and financial soundness through the application of scientific actuarial data and more businesslike administration, and states that: "At the close of the year 1920 a survey of the country as a whole discovers few States that have made no beginning with the retirement of superannuated or disabled teachers."

RYAN, W. CARSON, AND KING, ROBERTA. State Pension Systems for Public School Teachers. U. S. Bureau of Education, Bulletin 1916, No. 14, p. 46. Prepared for Committee on Teachers' Salaries, Pensions and Tenure of the National Education Association, Joseph Swain, Chairman.

Introductory statement followed by tabulation giving provisions of State pension funds as they existed in 1915. Selected bibliography and typical retirement laws.

Existing Inequalities of Educational Opportunity in Different States

WE CAN no longer close our eyes to the fact of vast inequalities in the educational opportunities offered to boys and girls in the different states of the Union. Omitting Nevada from consideration, where it rises to the exceptional figure of almost \$40,000, the amount of taxable wealth behind each pupil ranges from \$19,377 in California to \$2,561 in Mississippi. With the average for the entire country \$9,610, there are eight states where that amount is over \$14,000 and eight states where it is less than \$5,000. The roll of the latter states is significant: Alabama, Arkansas, Kentucky, Georgia, South Carolina, Tennessee, North Carolina, and Mississippi. In ten states of the Union the average number of days of school attended by each pupil enrolled was between one hundred and forty-one and one hundred and sixty-five days, while in fourteen others the average number was between sixty-one and one hundred. In three of these latter, the average annual attendance was 73.2, 73.6, and 78 days. Almost as many children were in attendance less than one hundred days a year as were in attendance more than one hundred and forty days a year. In six states of the Union fourteen per cent or more of the total public school enrollment was in high school; while in five others less than four and one-half per cent was in the high school. In North Carolina, Arkansas, and South Carolina the figures were 2.8, 2.5 and 2.2 per cent respectively. The average for the country at large was 9.3 per cent, but there were twenty-eight states out of the forty-eight that did not have more than 10 per cent of all pupils enrolled in the high schools. The average salary paid to elementary and the high school teachers was over \$900 a year in five states and the District of Columbia, while in ten states, all of which were old southern states, it was less than \$400. The average annual amount spent for the instruction of each pupil in school for the United States as a whole was in 1917-1918, \$30.91. Twelve states spent more than \$45 a year for each pupil, while ten spent less than \$16, all of which again were southern states. Alabama, North Carolina, and Mississippi spent less than \$10 a year on each pupil enrolled. And yet Virginia, Florida, Louisiana, Georgia, Texas, Arkansas, North Carolina, and Mississippi in 1912 paid more in support of the public schools for every \$100 of taxable wealth than did Iowa, and within less than three cents a year of as much as did Rhode Island, North Dakota, New York, Kansas and Nebraska.

Such educational statistics constitute a matter of immediate and pressing national concern. The nation may not rest until substantial equality of educational opportunity has displaced the present destructive inequality. . . . the national problem is more than one of stimulating states to greater activity. It is a matter of equalizing through the national treasury if necessary, the educational opportunity of American boys and girls who will become American voters. It would seem that we have come to the day of that necessity.—Edward H. Reisner, *Ph.D., Nationalism and Education Since 1789*, p. 494.

Suggested use of figures given in this Bulletin, Ohio selected at random

First: What is Ohio's ability to support its schools as evidenced by its wealth and income?

Consulting tables 3 to 8 inclusive Ohio is found to be one of the richest States in the Union. With an estimated wealth of over eleven billion dollars and an annual income of nearly four billion, it ranks fourth in both these items among the States. It ranks 23d and 15th respectively as to estimated wealth and annual income behind each child.

Second: What efforts are being made to provide adequate support for its schools?

Ohio ranks 4th among the States in its total expenditures for education. It ranks 21st however, in expenditures per child and 9th and 26th in the percentage of estimated wealth and income, respectively, expended for education. According to the latest figures available, Ohio spends 1.61 per cent of its annual income for educational purposes as compared with 1.56 for the country as a whole.

Third: What are the educational needs and conditions in Ohio?

Tables 9 and following reveal that it has a foreign-born population of 678,697, 11.8 per cent of the total. Of this number, 84,000 or 12 per cent are classed as illiterate according to the last census. Over 400,000 or 60 per cent comes from countries in which the standard of education is low, since from 25 to 80 per cent of their population is illiterate. In the foreign-born population 81,000 people can not speak the English language. Ohio has 43,000 native-born illiterates. Tables 20 and following show that Ohio ranks 26th as to the average number of days its schools are in session and 10th in the enrollment of its school children of school age. Of the rural population 2.2 per cent are illiterate as compared with 3.2 per cent in the cities. The country schools are less effective than the city schools when the native-white alone are considered. The per cent illiterate is nearly twice as high in the country as in the cities. It is immigration rather than inadequate schools which has created the illiteracy in the cities while the reverse is true of the country schools. According to the latest figures available, Ohio has 8,000 one-room schools; one fourth of its teachers teach in one-room schools. ~~Only 14~~ States have a higher percentage of its teachers in this antiquated type of school. Approximately three in every five of Ohio teachers are normal school graduates. The salaries being paid Ohio teachers compare reasonably well with other States. There is great inequality between the salaries paid the country and city teacher. Teachers in the city generally receive a salary double that paid the teacher in the one-room rural school.

Ohio has 131,000 illiterates, 46,000 of whom are native-born and 33,000 native-born whites. Having over 3,000 native-born minors who are illiterate indicates that practically no schooling is offered Ohio children in certain localities.

Ohio has joined the majority of the States of the Union in adopting a State teacher retirement law, but as yet it is not listed among the States having an adequate tenure law, both of which are necessary for the highest educational efficiency.

Is This The Equal Opportunity Guaranteed To All American Children?

SOME ATTEND SCHOOLS

1. Open 200 days a year—well organized and carefully supervised.

2. Taught by trained, experienced, mature, well-paid, and competent teachers.

3. Conducted in modern, fireproof, sanitary, and well-equipped buildings.

4. Adequately supplied with the best textbooks and teaching materials.

5. Which train for the great opportunities and responsibilities of twentieth century civilization.

OTHERS ATTEND SCHOOLS

1. Open only a few weeks a year—poorly organized and unsupervised.

2. Taught by untrained, inexperienced, immature, underpaid, and incompetent teachers.

3. Conducted in ill-adapted, unsanitary shacks—a menace to safety and health.

4. Lacking suitable textbooks and other necessary teaching materials.

5. Which train for life as it was in the days of the oxcart and spinning wheel.

THE DRIVING force that makes either peace or war is engendered where the young are taught. The teacher—whether mother, priest, or schoolmaster—is the real maker of history; rulers, statesmen, and soldiers do but work out the possibilities of coöperation or conflict that the teacher creates. This is no rhetorical flourish; it is sober fact. The politicians and masses of our time dance on the wires of their early education.—*H. G. Wells.*