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Research Bulletin

OF THE

National Education Association

Five Questions For American Education Week

November 18th to 24th, 1923

1. What Are the Weak Spots in Our Public School System?..... 259
2. What National Defects Result From the Weak Spots in Our
Public School System?..... 276
3. How May Our Public School System Be Strengthened?..... 287
4. Can the Nation Afford An Adequate School System?..... 293
5. Do Good Schools Pay?..... 299

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FOREWORD

THE AMERICAN LEGION in sponsoring American Education Week has performed a Nation-wide service. This week draws the attention of the Nation to education and offers us an opportunity to take stock of our schools; to know where they are strong, so that their strength may be continued and increased; to know where they are weak, so that their weaknesses may be corrected and the resulting defects in our National life remedied.

The American Public School is one of the foundation stones upon which has been erected the superstructure of our great Democracy. It has been called America's greatest contribution to civilization. It has long been recognized as the chief agency for maintaining present ideals and furthering future progress.

Yet at present a fight is on to reduce school costs and school privileges. This grows out of a general movement to reduce taxes, based on statements of lack of wealth. At the same time billions of dollars are expended annually for purposes of far less importance than education. There is no lack of wealth. If we really want good schools we can have them. It is a choice of values. Do we place the development of America's greatest natural resource, her boys and girls, first in our list of values? Do we consider only present costs or do we look to the future and consider the economic and spiritual values to the Nation of an educated citizenry?

Let us face the facts and also consider the following questions. Is every American child given an opportunity when over a million native-born white American citizens confess in the census that they have had no schooling whatever and when half of our children complete little more than the sixth grade? The results are a large percentage of illiterary, poorly trained workers, and an unenlightened citizenry—all of which weaken our Democracy. In the light of this can we reduce our public school expenditures? All that is needed to protect our schools is an aroused and enlightened public sentiment, for when we face the facts our duty is clear.

Five pertinent questions are asked in this issue of the Research Bulletin. The facts and figures presented make it possible for the reader to answer these questions for himself. A citizen can do no greater service to his country than by informing himself upon these questions during American Education Week.

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

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SUGGESTIONS FOR EDUCATION WEEK IN YOUR COMMUNITY

Cooperate with local members of educational, commercial, patriotic, civic, fraternal, and religious organizations in a "Know Your Schools Campaign."

Urge the Mayor to issue a proclamation setting aside November 18-24 as American Education Week and asking the people to take part.

Encourage clergymen of all denominations to preach upon the subject of the public schools, Sunday November 18, 1923.

Ask motion picture theaters to flash slides on the screen urging people to visit the schools and study educational questions. Arrange with theater managers for four-minute speakers on education.

Invite speakers from among legionnaires and students to conduct a program of speech making, discussing educational matters from their own viewpoints.

Request newspapers to give a large amount of space to public school matters. If possible have a special edition featuring the local schools—commend their strong points, and point out conditions that need to be corrected. Tell what other communities are doing to improve their schools.

Urge merchants to use window displays appropriate for the occasion. Art classes in the public school may cooperate in supplying posters. Encourage merchants to devote as much space as possible to matters of education in their newspaper advertisements.

Distribute the high-school paper among all the homes in the community. Prepare a special edition revealing local school conditions and emphasizing national needs.

Interest parents through special exhibits of the work their children do in school. Arrange for children to take some part in a large community gathering.

Advertise American Education Week on your letterheads and envelopes.

Request librarians to prepare lists of books and magazine articles dealing with public school problems to furnish material for programs and to display appropriate slogans as well as pictures of school buildings which conform to the best standards.

Plan your program in advance. Organize committees, composed of legionnaires, school officials, and representatives from various local organizations to take charge of publicity, programs, and follow-up work.

Send for special material at an early date. Get the material prepared by your local school officials and legion posts. Write to the Headquarters of the American Legion (Indianapolis, Indiana), to the National Education Association (1201 Sixteenth St., N. W., Washington, D. C.), and to the Bureau of Education (Washington, D. C.). Copies of the official program for American Education Week may be obtained from these organizations. Additional copies of this bulletin, **Five Questions For American Education Week**, may be secured from the National Education Association. The Bureau of Education will supply you with a bulletin—**Suggestions for the Observance of American Education Week**.

Do your part—do not leave it to someone else to make American Education Week in your community an outstanding event in educational progress.

What Are the Weak Spots in Our Public School System?

State Compulsory School Attendance Laws Are Not Enforced

Every State in the Union by passing a compulsory school attendance law has accepted the principle that all American children should have an opportunity to attend school. The school age fixed by these laws is given in Table I.

Some of the State laws are weak in that they contain provisions legally allowing some children to stay out of school for insufficient reasons. The majority of the existing laws if properly enforced, however, would guarantee all children the rudiments of an education, by

requiring attendance up to at least the age of fourteen. The laws are not being enforced. Thousands of children are being denied the opportunity to attend school even in those States that have wholly adequate laws.

Non-Attendance Revealed by Federal Census

The Federal Census gives us the most comprehensive information as to non-school attendance. According to the 1920 census 1,438,000 children over seven years of age and under fourteen years of age did not attend school a single day between September 1, 1919 and January 1, 1920. These figures are based upon the statements of the parents of the

TABLE I.—STATE COMPULSORY SCHOOL ATTENDANCE LAWS

States	Full-time attendance required up to age of	States	Full-time attendance required up to age of	States	Full-time attendance required up to age of
Alabama.....	16	Maine.....	17	Oklahoma ¹	16
Arizona.....	16	Maryland ¹	16	Oregon ¹	16
Arkansas.....	15	Massachusetts.....	16	Pennsylvania.....	16
California ¹	16	Michigan.....	16	Rhode Island.....	16
Colorado.....	16	Minnesota.....	16	South Carolina.....	14
Connecticut.....	16	Mississippi.....	14	South Dakota.....	17
Delaware ¹	16	Missouri.....	16	Tennessee.....	16
D. of C.....	14	Montana ¹	16	Texas.....	14
Florida.....	16	Nebraska ¹	16	Utah ¹	16
Georgia.....	14	Nevada.....	16	Vermont.....	16
Idaho ¹	16	New Hampshire.....	16	Virginia.....	14
Illinois ¹	16	New Jersey.....	16	Washington ¹	16
Indiana ¹	16	New Mexico.....	16	West Virginia.....	16
Iowa.....	16	New York ¹	16	Wisconsin ¹	16
Kentucky.....	16	North Dakota.....	17	Wyoming.....	14
Kansas.....	16	North Carolina.....	14		
Louisiana.....	14	Ohio ¹	16		

This table is based on *Child Labor*, Bureau Publications No. 93, Children's Bureau, U. S. Department of Labor, p. 34 ff.

¹ In these States certain groups of children are required to continue their schooling part time up to the age of 18.

IT IS, therefore, something of a shock to learn on the highest authority that child labor has been rapidly increasing in the last year. The statistics quoted in the article are startling, for it is not merely that children are in some cases working under conditions that menace their health and growth. They are robbed of that to which we have agreed they are entitled—an education. In not more than a third or a fourth of the cases of child labor is poverty the cause. Parents and employers, and the public generally, are blind to the real effects of child labor and to the value of education—"the right kind of work and play."

The country should be ready to give prompt support to such a constitutional amendment as Senator McCormick has proposed. Meanwhile, every State should be urged to do its utmost through the rigorous enforcement of school attendance regulations and of minimum standards of child protection.—*New York Times*.

children and are not verified by the census enumerators. That is, a parent may conceal the fact that his child is not attending school merely by making a false report. Also, if a child was reported as having attended school but a single day between the dates used by the census enumerators, September 1, 1919 and January 1, 1920, he was recorded as "attending school." Table 3 gives the figures as to non-attendance for each State.

Census Understates Amount of Non-Attendance

There are probably thousands of children not in school who were falsely reported as attendants and other thousands who had attended school but a few days during the period covered by the census inquiry. The census figures are therefore an understatement of non-school attendance by children under fourteen years of age. An adequate interpretation of the 1920 census figures indicates that 3,000,000 of the 15,000,000 children over seven years of age and under fourteen, one in every five, were not regularly attending a school of any kind.

In short, while every State has a law requiring school attendance up to the age of fourteen, there are thousands of children in practically every State who are not attending school. As a result thousands of children are learning to disrespect and disobey our laws at an early age, and at the same time are reaching maturity lacking even the elements of an education. Citizens of every State should study Table 3 and ask themselves these questions during Education week:

Has my State an adequate compulsory school attendance law? Is this law being enforced?

¹ The recent Rural School Survey of New York State showed that 42 per cent of New York's 8,600 one-room Rural Schools had ten pupils or less in average daily attendance.

The one room school, an ineffective but expensive instrument of education in modern times, still exists in great numbers.

Experience has demonstrated the ineffectiveness of the instruction given in one-room schools. It is too much to expect the kind of teaching that will prepare children for life in our present complex civilization, when the teacher has children of all ages and grades in one room. Standard tests of school accomplishments have shown that children in one-room schools generally stand lower than those in the modern graded school.

The One Room School Is Costly

The one-room school is not only ineffective but it is costly. Thirty-six pupils per teacher were enrolled in the graded schools of the Nation in 1920. The average enrollment per teacher in the one-room schools of the Nation is probably less than 20. Many of these schools enroll less than ten pupils.¹ Accepting twenty as the average, however, the following table shows the waste of the one-room school:

TABLE 2.—COST OF EDUCATION IN ONE-ROOM SCHOOL AND GRADED SCHOOL

Type of School	Annual enrollment	Annual expenditure per room	Annual cost per pupil enrolled
1	2	3	4
One-room school	20	\$1600	\$80
Consolidated or graded school	36	\$1600	\$44

Thirty-six pupils in a graded school can be more effectively taught than 20 in a one-room school. Yet the cost of a year's schooling assuming the figures given in the table above

WE MUST not be content just to "put our children in school" without considering whether the school we have put them in is worth anything after they get into it. And it might as well be said, plainly and bluntly, that as an agency for really educating a community, a one-teacher school which attempts to handle all grades and all ages is a delusion and a snare.

I am almost tempted to say that such a one-teacher school, handling all grades and ages, has the same relation to education that vaccination has to smallpox—it simply "prevents one from getting the real thing." In other words, if there were no one-teacher or two-teacher schools, parents would usually find some way really to educate the child. As it is, they send him to such a one-teacher school and there he gets stalled or mired up in the first three grades and consequently never gets far enough to make his education a real power for widening his vision and increasing his happiness and efficiency.—Clarence Poe, Editor of the Progressive Farmer.

TABLE 3.—ARE ALL CHILDREN IN YOUR STATE ATTENDING SCHOOL?

States	Total number of children 7 to 13 years of age inclusive 1920	Number of children 7 to 13 years of age not in school 1920	Per cent of children 7 to 13 years of age not in school 1920	Rank in percentage of children 7 to 13 years of age in school 1920	Aggregate number of days schooling provided in 1920	Aggregate number of days schooling that should have been provided in 1920	Per cent of efficiency in providing schooling 1920	Rank in efficiency in providing schooling 1920
1	2	3	4	5	6	7	8	9
United States....	15,306,793	1,437,783	9.4		2,615,161,151	4,436,606,080	59.	
Alabama.....	428,939	84,240	19.6	45	45,249,141	123,080,960	36.8	48
Arizona.....	48,479	10,300	21.2	48	7,546,999	13,910,560	54.3	35
Arkansas.....	312,478	56,215	18.0	44	41,170,570	90,185,440	45.7	43
California.....	376,303	23,740	6.3	24	83,669,533	108,659,040	77.0	1
Colorado.....	129,178	7,825	6.06	19	25,197,427	37,093,280	67.92	15
Connecticut.....	180,085	9,599	5.33	11	37,664,549	52,063,040	72.4	8
Delaware.....	28,707	1,371	4.8	6	4,971,854	8,405,600	59.2	29
District of Col....	41,665	2,703	6.48	25	9,387,492	12,400,800	75.8	2
Florida.....	151,641	25,452	16.8	43	22,056,531	43,626,720	50.6	40
Georgia.....	517,974	108,220	20.9	47	67,726,745	149,338,880	45.4	44
Idaho.....	68,198	3,096	4.5	5	14,618,460	19,449,600	75.1	5
Illinois.....	860,832	45,752	5.31	12	163,348,359	250,368,960	65.2	20
Indiana.....	389,445	19,732	5.07	8	71,216,105	114,043,520	62.4	25
Iowa.....	325,918	16,174	4.96	7	70,568,658	95,666,240	73.8	6
Kansas.....	255,474	13,943	5.46	15	50,758,820	74,085,920	68.6	13
Kentucky.....	387,388	44,414	11.46	35	42,148,287	112,382,560	37.5	47
Louisiana.....	308,507	74,258	24.1	49	38,141,714	89,208,480	42.8	45
Maine.....	99,350	5,735	5.77	18	19,611,540	28,869,440	67.93	14
Maryland.....	196,735	14,588	7.3	31	31,477,392	57,807,520	54.5	36
Massachusetts.....	483,762	19,010	3.93	1	93,265,791	140,017,440	66.6	19
Michigan.....	477,976	24,324	5.08	9	89,655,172	139,496,960	64.3	21
Minnesota.....	335,458	20,553	6.12	20	63,180,512	98,517,280	64.1	22
Mississippi.....	328,372	65,242	19.9	46	31,717,804	94,576,320	33.3	49
Missouri.....	471,725	31,331	6.64	28	86,456,266	137,484,320	62.9	23
Montana.....	77,026	5,513	7.16	29	15,271,703	21,975,040	69.5	11
Nebraska.....	190,593	11,683	6.13	21	38,132,533	55,109,760	69.2	12
Nevada.....	8,570	815	9.5	33	1,774,865	2,467,040	71.9	10
New Hampshire.....	55,158	3,614	6.55	27	9,264,630	15,964,000	58.0	33
New Jersey.....	426,665	21,737	5.09	10	90,013,329	122,876,640	73.3	7
New Mexico.....	60,430	7,601	12.6	36	9,807,930	17,278,400	56.8	34
New York.....	1,307,158	80,240	6.14	22	255,984,333	377,902,080	67.7	16
North Carolina.....	460,696	59,850	13.0	38	63,455,968	134,215,200	47.3	41
North Dakota.....	111,711	8,835	7.9	32	21,440,436	31,807,840	67.4	17
Ohio.....	732,550	28,990	3.95	2	133,442,602	213,069,600	62.6	24
Oklahoma.....	355,225	50,560	14.2	39	59,249,654	101,814,400	58.2	32
Oregon.....	99,562	5,250	5.27	13	20,759,589	28,736,160	72.2	9
Pennsylvania.....	1,242,638	68,498	5.51	16	223,890,680	360,206,240	62.2	26
Rhode Island.....	78,318	3,446	4.40	3	13,360,316	22,881,760	58.4	30
South Carolina.....	315,069	40,640	12.9	37	36,315,041	91,186,560	39.8	46
South Dakota.....	97,665	6,343	6.49	26	16,518,469	28,350,080	58.3	31
Tennessee.....	390,677	57,559	14.7	40	61,083,917	113,269,280	53.9	37
Texas.....	779,222	126,746	16.3	42	116,018,343	225,792,320	51.4	38
Utah.....	74,957	3,346	4.46	4	16,264,752	21,536,160	75.5	3
Vermont.....	46,175	2,839	6.15	23	8,132,335	13,470,080	60.4	27
Virginia.....	382,533	58,241	15.2	41	51,622,137	110,303,680	46.8	42
Washington.....	171,819	9,099	5.28	14	37,209,700	49,487,040	75.3	4
West Va.....	239,199	26,146	10.9	34	35,596,911	69,413,120	51.3	39
Wisconsin.....	372,123	20,494	5.50	17	64,623,937	109,203,840	59.2	28
Wyoming.....	26,465	1,911	7.2	30	5,061,320	7,530,880	67.2	18

All figures in Table 3 are based on official government reports, as explained below. Column two gives the total number of children in each State over seven and under 14 years of age. Column three, the number of children within these ages who did not attend any kind of an educational institution at any time between September 1, 1919 and January 1, 1920. Column four shows the percentage not attending school according to this definition. The States are ranked in Column five according to the percentage of children reported in school. The State with the highest percent of children in attendance being ranked one, etc.

The figures in the first section of Table 3 are unfair to some of the States since a child is credited to a State as "attending school" whether he attends but one day or for a full ten months in a year. The figures of columns six to nine are a better measure of school attendance. Column seven shows the number of days schooling that each State would have provided in 1920 if each child from 5 to 17 years of age, enumerated in the 1920 census, had attended school eight months, or 160 days. Column six shows the total number of days schooling that were actually provided. Column eight gives the percentage relationship between these two figures. The State rankings of Column nine are of greater significance than those of Column five and are reasonably indicative of the relative efficiency of the States in keeping all their children in school for a reasonable period each year.

For figures in Columns 2, 3 and 4 see Vol. III, 14th U. S. Census. For figures in Column 6 see *Statistics of State School Systems*, Bulletin 29, 1922, U. S. Bureau of Education, page 14.

would be \$80 in the one-room school and \$44 in a graded school. - Similarly, to give a year's schooling to 1000 children in one-room schools would cost \$80,000 and but \$44,000 in consolidated, graded schools.

Table 4 shows the actual cost per pupil in some of the one-room schools of New York as recently revealed by a survey.

TABLE 4.—IS THE ONE-ROOM SCHOOL COSTLY?

Name of district	Average daily attendance	Annual cost per pupil
1	2	3
Hancock No. 1.....	11	\$101.13
Colchester No. 4.....	7	103.64
Hancock No. 14.....	11	112.74
Hancock No. 11.....	5	114.72
Colchester No. 18.....	5	120.20
Colchester No. 6.....	5	121.40
Colchester No. 30.....	5	125.80
Hancock No. 7.....	4	128.50
Hancock No. 12.....	5	130.80
Colchester No. 13.....	4	137.25
Hancock No. 10.....	5	154.80
Hancock No. 6.....	7	165.28
Colchester No. 16.....	4	166.50
Colchester No. 22.....	3	173.33
Hancock No. 25.....	3	248.66
Hancock No. 2.....	1	641.00
Hancock No. 27.....	1	762.00

The names and figures given above are not hypothetical. They are taken from table 35, *Rural School Survey of New York State by George A. Works, 1922.*

The continuance in many States of thousands of one-room schools which might be replaced by the modern, consolidated, graded school is costing the Nation millions of dollars annually.

The one-room school is an effective means of making poor education very costly.

Modern Results Follow Modern Methods

In our early history the one-room school served a great purpose. It furnished the type

of education needed in a time when the oxcart, the hand loom, and the single plow were important parts of every day life.

That day has passed. Letters are no longer sent by the occasional passer-by or even by pony-express. The express train, the aeroplane and the telegraph have replaced these instruments of communication. Few spin their own wool or fashion their own suits. Suits today are made in great factories. "A generation ago, a single horse, with a single plow, guided by a single man, plowed a single acre in a single day. Today, the American tractor, with a single man, will plow 8 to 10 acres in a single day."¹ Where modern results are expected modern methods and instruments are used.

Nineteenth century schools will not produce twentieth century citizens. If modern educational results are to be expected the modern consolidated and graded school must replace the obsolete one-room school house. Children cannot be trained for citizenship in the twentieth century in a nineteenth century school.

Table 5 shows that 189,227 one-room schools still exist in the United States. This means that approximately 4,000,000 of the Nation's 23,000,000 children are still being instructed in this relic of a bygone age.

These schools inherently make education so costly that the teachers in them can be paid but meagre salaries. The salaries paid are hopelessly inadequate to procure competent teachers. It is not reasonable that a person capable of giving a year's worth-while instruc-

¹ Julius H. Barnes, *The Road We have Come, Nation's Business, August, 1933.*

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.*

tion to children of all ages and all grades in the same room at the same time can be obtained for a salary of \$765. Yet half of the teachers in the one-room schools are receiving annual salaries of less than this amount.

During American Education week every citizen should ask himself this question:

What progress has been made in my State in replacing the ineffective but expensive one-room school with the modern, consolidated, graded school?

TABLE 5.—WHAT PROGRESS HAS BEEN MADE IN YOUR STATE IN REPLACING THE COSTLY ONE-ROOM SCHOOL WITH CONSOLIDATED, GRADED SCHOOLS?

States	Total number of teaching positions 1920	Number of teachers in one-room schools 1920	Per cent of teachers in one-room schools	Rank in per cent of teachers not in one-room schools	Median salaries paid teachers in one-room schools 1922	Number of consolidated schools formed in 1920
1	2	3	4	5	6	7
United States	657,646	189,227	28.77		\$765	
Alabama	12,558	3,839	30.57	27	386	79
Arizona	1,955	265	13.55	8	1244	8
Arkansas	10,476	5,215	49.78	46	361	50
California	19,343	2,366	12.13	7	1261	25
Colorado	6,991	2,222	31.78	29	868	12
Connecticut	7,525	587	7.80	6	1008	
Delaware	1,134	296	26.10	17		5
District of Columbia	2,057	3	14	1		
Florida	6,651	1,770	26.61	19	374	
Georgia	15,921	5,152	32.36	30	332	
Idaho	3,982	1,102	27.67	21	910	14
Illinois	36,599	10,145	27.72	22	756	57
Indiana	17,209	4,880	28.36	23	862	38
Iowa	24,451	11,340	46.38	42	720	110
Kansas	16,989	7,624	44.87	41	684	10
Kentucky	13,348	6,500	48.69	44	498	79 ¹
Louisiana	8,966	1,837	20.49	12	656	
Maine	5,732	2,309	40.28	37	580	
Maryland	6,675	1,602	24.00	14	743	
Massachusetts	19,085	787	4.13	5	887	
Michigan	23,703	7,004	29.55	26	808	62
Minnesota	19,575	7,668	39.17	36	691	10
Mississippi	11,962	4,371	36.54	33	318	
Missouri	21,126	8,066	38.18	35	643	4
Montana	6,215	3,079	49.54	45	874	8
Nebraska	14,253	6,284	44.09	30	767	33
Nevada	675	250	37.04	34		1
New Hampshire	2,594	803	30.96	28	739	
New Jersey	16,758	654	3.90	4	1037	9
New Mexico	2,752	748	27.18	20	732	
New York	54,253	8,639	15.92	9	870	19
North Carolina	16,852	4,174	24.77	15	374	
North Dakota	8,057	4,372	54.26	47	780	28
Ohio	31,404	8,090	25.76	16	888	
Oklahoma	15,337	4,426	28.86	24	835	70
Oregon	7,778	2,280	29.31	25	881	2
Pennsylvania	44,111	10,254	23.25	13	776	8
Rhode Island	2,793	62	2.23	2	844	
South Carolina	9,699	3,152	32.49	31	371	31
South Dakota	7,830	4,584	58.54	40	874	25
Tennessee	13,277	4,766	35.89	32	405	48
Texas	29,001	5,490	18.93	11	605	145
Utah	3,781	137	3.62	3	771	
Vermont	2,676	1,190	44.48	40	685	
Virginia	14,271	3,786	26.53	18	395	
Washington	9,618	1,747	18.16	10	1013	40
West Virginia	11,221	5,415	48.26	43	687	62
Wisconsin	16,210	6,606	40.75	38	851	12
Wyoming	2,217	1,289	58.14	48	842	2

The data of this table were taken from the following sources:
Columns 2 and 3 from U. S. Bureau of Education Bulletin, 1922, No. 20, pp. 18 and 20. Column 6 from Teachers' Salaries and Salary Trends in 1923, Report of the Salary Committee of the National Education Association, p. 91. Column 7 Consolidation of Schools and Transportation of Pupils, issued by U. S. Bureau of Education, April 17, 1922. The data in column 7 are incomplete since some of the States did not report.

¹ Data for 1921.

Untrained, inexperienced, and incompetent teachers are found in many of the Nation's class-rooms.

The competency of the class-room teacher primarily determines the value of instruction. Improvement in the effectiveness of their public schools cannot be expected in many States until there has been a general lifting of the qualifications of their teachers.

We require that all who vote be twenty-one years of age. Yet thousands of untrained teachers, eighteen and nineteen years of age, each year are given a far greater responsibility than that of the ballot—the training of the children who are the citizens of tomorrow.

This crucial school problem has been neglected in many States. So little interest is shown in the qualifications of their teachers in most States that it is impossible to obtain an exact statement of the training and qualifications of their present teaching personnel.

Table 6 has been prepared as a rough indication of the situation in the United States, as it concerns the training of teachers. It is undoubtedly an understatement of the number of teachers who are unprepared.

The figures in this table show that at least 54 per cent of the Nation's teachers have less training than normal school graduation or the equivalent—the minimum standard accepted in advanced countries.

The situation in the rural schools is much less satisfactory. Nearly one teacher in every four of the rural schools in the country has less than two years' training beyond elementary school graduation. Thousands are graduates of an elementary school and nothing more.

In addition to being untrained, thousands of our teachers are lacking both in experience and maturity. Table 7 shows that 36 per cent of the rural teachers of the Nation have had less than two years' teaching experience, whereas 25 per cent are less than twenty-one years of age.

No business man would expect to obtain skilled services from untrained, inexperienced, and immature employees, yet this very thing is being attempted in thousands of the Nation's class-rooms. Teaching, if it is to be skilled, and no other kind should be acceptable, demands a trained, experienced, and competent teaching personnel. The product of the public school will in many cases continue to be disappointing until our children are instructed by teachers properly qualified for this important service. Making good citizens is a skilled service, and cannot be performed by unskilled workers.

Every citizen should ask himself these questions during American Education Week:

How many class-rooms in my State contain inadequately prepared teachers?

What progress is being made in my State in placing a trained and competent teacher in every class-room?

The Salaries Paid in Many Sections Are Too Low to Attract Competent Teachers

The payment of salaries to teachers can be justified on but one basis—they perform a valuable public service. Over a long period of time no other factor exerts so strong a determining effect upon the service rendered by the teaching profession as the salary schedules maintained by the Nation.

Salaries Determine the Supply of New Teachers

In every large profession the number of recruits that will be available is vitally affected by the economic return which that profession promises. Opportunities for trained and competent young men and women to render genuine service at a reasonable return are not difficult to obtain today. It is too much to expect that people with vision and power will offer themselves for service in any profession that promises perpetual financial anxiety, thwarted ambitions, and bitter old age. If

WE THINK that educational advantages are the chief reason for the drift of the rural population to the city. The farmer would not want a dress for his wife made out of material that the city man refused. Therefore we believe that he will not long continue to deny to his boy and girl the advantages of education which the city child enjoys. The same financial support, together with consolidated schools and good roads, will solve the difficulty.—John J. Tigert, United States Commissioner of Education.

such people do enter a field of service offering so little in return for their best efforts, they may be expected to prepare themselves for an escape at the first favorable opportunity.

TABLE 6.—ARE THE CHILDREN OF YOUR STATE TAUGHT BY TRAINED TEACHERS?

State	Total number of teaching positions in State in 1920	No. teachers not normal graduates	No. teachers who are normal graduates or the equivalent	Per cent of teachers not normal graduates	Per cent of teachers normal graduates	Rank in percentage of teachers normal graduates	Per cent of rural teachers with training of 2 years or more beyond elementary school	Per cent of rural teachers with training of less than 2 years beyond elementary school	Rank in percentage of rural teachers with training of 2 years or more beyond elementary school
1	2	3	4	5	6	7	8	9	10
United States...	655,589	354,018	301,571	54	46		23	77	
Alabama.....	12,558	11,302	1,256	90	10	44	37	63	40
Arizona.....	1,955	215	1,740	11	89	3	7	93	11.5
Arkansas.....	10,476	9,638	838	92	8	45	62	38	47
California.....	19,343	1,354	17,989	7	93	1	2	98	6
Colorado.....	6,991	3,076	3,915	44	56	14.5	27	73	31
Connecticut.....	7,525	753	6,772	10	90	2	17	83	21.5
Delaware.....	1,134	635	499	56	44	19.5			
Florida.....	6,651	6,584	67	99	1	47	52	48	44
Georgia.....	15,921	11,941	3,980	75	25	36.5	54	46	45
Idaho.....	3,982	2,310	1,672	58	42	23	15	85	19.5
Illinois.....	36,599	21,594	15,005	59	41	24	22	78	25.5
Indiana.....	17,209	10,325	6,884	60	40	26	30	70	35
Iowa.....	24,451	17,116	7,335	70	30	33	25	75	29
Kansas.....	16,989	9,854	7,135	58	42	22	9	91	15
Kentucky.....	13,348	11,079	2,269	83	17	43	41	59	42
Louisiana.....	8,966	2,959	6,007	33	67	10.5	29	71	33
Maine.....	5,732	3,439	2,293	60	40	26	7	93	11.5
Maryland.....	6,675	3,605	3,070	54	46	18	2	98	6
Massachusetts.....	19,085	2,290	16,795	12	88	4	5	95	9
Michigan.....	23,703	17,777	5,926	75	25	36.5	24	76	28
Minnesota.....	19,575	8,613	10,962	44	56	14.5	11	89	18
Mississippi.....	11,962	11,484	478	96	4	46	47	53	43
Missouri.....	21,126	13,943	7,183	66	34	30.5	29	71	33
Montana.....	6,215	4,102	2,113	66	34	30.5	4	96	8
Nebraska.....	14,253	9,264	4,989	65	35	28	17	83	21.5
Nevada.....	675	236	439	35 ¹	65	12		100	1.5
New Hampshire.....	1,349	2,594	1,245	52	48	17	1	99	3.5
New Jersey.....	16,758	3,352	13,406	20	80	7	2	98	6
New Mexico.....	2,752	2,257	495	82	18	41.5	8	92	14
New York.....	54,253	9,766	44,487	18	82	6	15	85	19.5
North Carolina.....	16,852	13,482	3,370	80	20	39.5	34	66	37
North Dakota.....	8,057	5,962	2,095	74	26	35	6	94	10
Ohio.....	31,404	18,214	13,190	58	42	22	34	66	37
Oklahoma.....	15,337	12,163	3,174	78	22	38	26	74	30
Oregon.....	7,778	1,633	6,145	21	79	8	10	90	17
Pennsylvania.....	44,111	14,557	29,554	33	67	10.5	22	78	25.5
Rhode Island.....	2,793	363	2,430	13	87	5		100	1.5
South Carolina.....	9,689	3,880	5,819	40	60	13	61	39	4.6
South Dakota.....	7,830	5,170	2,660	66	34	30.5	22	78	25.5
Tennessee.....	13,277	10,622	2,655	80	20	39.5	34	66	37
Texas.....	29,001	19,141	9,860	66	34	30.5	35	65	39
Utah.....	3,781	1,172	2,609	31	69	9	10	90	17
Vermont.....	2,676	1,900	776	71	29	34	1	99	3.5
Virginia.....	14,271	8,563	5,708	60	40	26	22	78	25.5
Washington.....	9,618	4,809	4,809	50	50	16	29	71	33
West Virginia.....	11,221	9,201	2,020	82	18	41.5	40	60	41
Wisconsin.....	16,210	9,078	7,132	56	44	19.5	10	90	17
Wyoming.....	2,232						18	82	23

¹This figure is estimated from the report of one division of the State and taken from Biennial Report for 1919-20, p. 31.
The data in the above table were taken from the following sources:
Figures in column 2 are from *U. S. Bureau of Education, Bulletin, 1922, No. 29, p. 18, Col. 11.*
Figures in column 3 are with some revisions from *National Education Association, Research Bulletin, January, 1923, p. 43, col. 4.*
Figures in columns 8 and 9 are from *Teachers' Salary and Salary Trends in 1923, Report of the Salary Committee of the National Education Association, pp. 100-101.*

ERRATA:—Headings of columns 8 and 9, Table 6, should be reversed.

Salaries Affect the Quality of Service Rendered

The quality of service rendered by those already in the profession is likewise largely determined by the salary schedule. The buoyance of mind so necessary to successful teaching cannot be an accompaniment of a disparity between income and necessary outgo. Nor must the income be only just sufficient to cover the necessities of life. The teacher who is unable to continue her study and to gain some contact outside of her community

through travel soon drops into a rut from which only the exception escapes. The day is past when our future citizens can be taught by people of limited training and narrow contacts. The foundation for successful citizenship in the greatest democracy of the world—a democracy, perplexed by class, race, and religious prejudices inherited from the old world—can be laid only by teachers of sound training, broad contacts, and growing vision.

TABLE 7.—WHAT EXPERIENCE AND MATURITY HAVE THE TEACHERS IN THE RURAL SCHOOLS OF YOUR STATE?

State	Per cent of rural teachers with less than 2 years teaching experience	Per cent of rural teachers with 2 or more years teaching experience	Rank in percentage of rural teachers with 2 years or more teaching experience	Per cent of rural teachers less than 21 years of age	Per cent of rural teachers 21 years of age and over	Rank in percentage of teachers 21 years of age and over
1	2	3	4	5	6	7
United States	36	64		25.00	75.00	
Alabama	35	65	29.5	20.59	79.41	19
Arizona	8	92	1			
Arkansas	41	59	40	25.13	74.87	30
California	23	77	6.5	5.38	94.62	1
Colorado	31	69	19.5	14.18	85.82	8
Connecticut	22	78	4.5	34.93	65.07	41
Florida	33	67	22	15.34	84.66	9
Georgia	33	67	22	18.30	81.70	14
Idaho	30	70	17.5	24.77	75.23	26.5
Illinois	34	66	25	23.61	76.39	23
Indiana	33	67	22	20.88	79.12	20
Iowa	45	55	42	36.19	63.81	42
Kansas	50	50	47	36.38	63.62	43
Kentucky	27	73	12.5	27.23	72.77	34
Louisiana	29	71	15	19.30	80.70	18
Maine	25	75	9	18.90	81.01	16
Maryland	17	83	3	13.22	86.78	5
Massachusetts	25	75	9	13.62	86.38	6
Michigan	45	55	42	36.39	63.61	44
Minnesota	39	61	36	34.19	65.81	39
Mississippi	34	66	25	17.56	82.44	13
Missouri	45	55	42	36.51	63.49	45
Montana	35	65	29.5	25.77	74.23	31
Nebraska	50	50	47	44.26	55.74	46
Nevada	39	61	36	11.43	88.57	3
New Hampshire	30	70	17.5	24.77	75.23	26.5
New Jersey	35	65	29.5	29.73	70.27	38
New Mexico	27	73	12.5	15.68	84.32	10
New York	29	71	15	19.05	80.95	17
North Carolina	25	75	9	11.73	88.27	4
North Dakota	48	52	45	27.20	72.80	33
Ohio	35	65	29.5	28.59	71.41	36
Oklahoma	37	63	33.5	27.83	72.17	35
Oregon	40	60	38.5	17.10	82.90	12
Pennsylvania	35	65	29.5	22.75	77.25	22
Rhode Island	16	84	2	25.00	75.00	29
South Carolina	34	66	25	9.02	90.98	2
South Dakota	37	63	33.5	26.68	73.32	32
Tennessee	40	60	38.5	34.43	65.57	40
Texas	29	71	15	18.96	81.04	15
Utah	22	78	4.5	13.65	86.35	7
Vermont	23	77	6.5	23.93	76.07	25
Virginia	39	61	36	23.86	76.14	24
Washington	31	69	19.5	16.25	83.75	11
West Virginia	25	75	11	22.48	77.52	21
Wisconsin	35	65	29.5	29.54	70.46	37
Wyoming	46	54	44	24.96	75.04	28

The data for this table were taken from the following sources: Columns 2, 3, and 5 from *Teachers' Salaries and Salary Trends, 1923, Report of the National Education Association Salary Committee*, pp. 100 and 101. Column 6 is obtained by subtracting column 5 from 100 per cent.

A Fundamental Salary Principle

The fundamental issue in the whole matter of determining teachers' salaries is the kind of service desired rather than what is to be the cost of that service. The answer to the first question largely determines the answer to the second. If cheap service is desired in the classroom of a community the salaries should

be low. If skilled service is desired they should be fixed at a level that will command skilled services.

Salaries Paid Teachers in 1923

Table 8 based upon tabulation of the salaries of over 400,000 teachers in the United States in 1923 offers an adequate basis for comparing salaries paid in different communities

TABLE 8.—ARE SALARIES IN YOUR STATE SUCH THAT YOU CAN EXPECT COMPETENT TEACHERS IN ALL CLASSROOMS?

State	Median salary paid elementary teachers in cities over 100,000	Rank	Median salary paid elementary teachers in cities 10,000 to 100,000	Rank	Median salary paid elementary teachers in villages under 10,000	Rank	Median salary paid in rural schools of three teachers and less	Rank
1	2	3	4	5	6	7	8	9
United States	\$1876		\$1372		\$1142		\$784	
Alabama	1227	28	940	39	766	45	430	44
Arizona			1649	3	1420	3	1304	2
Arkansas			1219	29	784	42	479	42
California	1923	7	1786	1	1494	1	1340	1
Colorado	1950	6	1525	6	1274	7	970	13
Connecticut	1568	22	1518	7	1188	13	1054	6
Delaware	1742	15			1060	24		
District of Columbia	1546	23						
Florida					771	44	483	41
Georgia	1280	27	876	40	783	43	396	45
Idaho					1239	9	995	12
Illinois	2505	2	1232	28	960	29	749	29
Indiana	2004	4.5	1452	10	1069	23	889	22
Iowa			1401	17.5	1121	20	734	32
Kansas	1670	16	1429	13.5	1047	25	866	25
Kentucky	1298	26	966	38	750	47	586	37
Louisiana	1621	18	972	37	925	31.5	722	33
Maine			1240	27	843	39	744	31
Maryland	1613	20	1005	36	1117	21	900	19
Massachusetts	1580	21	1406	16	1169	16	998	11
Michigan	1780	12	1345	21	1173	15	898	21
Minnesota	1619	19	1457	9	1166	17	873	24
Mississippi			700	41	761	46	351	46
Missouri	1820	9	1253	26	879	38	664	35.5
Montana			1482	8	1331	5	1047	7
Nebraska	1827	8	1349	19	1127	19	881	23
Nevada					1383	4		
New Hampshire			1274	24	984	28	835	26
New Jersey	1800	10	1627	4	1432	2	1144	3
New Mexico					1212	10	961	15.5
New York	2584	1	1447	11	1277	6	1069	4
North Carolina			1196	30	910	34	470	43
North Dakota			1438	12	1206	12	1027	8
Ohio	1783	11	1344	22	1044	26	948	18
Oklahoma			1401	17.5	986	27	899	20
Oregon	1767	13	1135	32	1177	14	956	17
Pennsylvania	2004	4.5	1272	25	1089	22	828	27
Rhode Island	1627	17	1429	13.5	920	33	968	14
South Carolina			1157	31	901	35	570	38
South Dakota			1414	15	787	41	1020	9
Tennessee	1052	30			659	48	502	40
Texas	1440	24	1086	33	891	37	664	35.5
Utah	1377	25			925	31.5	760	28
Vermont			1065	34	897	36	721	34
Virginia	1125	20	1022	35	793	40	511	39
Washington	1751	14	1611	5	1257	8	1068	5
West Virginia			1284	23	979	30	748	30
Wisconsin	2400	3	1347	20	1135	18	961	15.5
Wyoming			1654	2	1207	11	1017	10

The data in this table are based upon the results of the recent salary inquiry of the National Education Association as reported in National Education Association Research Bulletin, March, 1923, and National Education Association Salary Report, Teachers' Salaries and Salary Trends, 1923. This inquiry resulted in a tabulation of the salaries paid more than 400,000 teachers in both rural and urban communities in every State in the Union. The figures given may therefore be accepted as representative.

in the several States. This table taken in connection with Tables 6 and 7 clearly shows the relationship between salaries paid and the training and experience of the teachers receiving the salaries.

A few States are already paying salaries that make available an adequate supply of teachers in all communities, urban as well as rural. Some States are paying adequate salaries only in the larger cities, while those paid in the smaller and rural communities are hopelessly inadequate. Some States nowhere pay salaries that will command skilled services.

Keeping in mind the close relationship between salaries paid teachers and the type of teaching service that may be expected, every citizen during American Education Week should ask himself this question:

Are the salaries paid in my State such as will place teachers capable of a skilled service in its classrooms?

Children of the United States do not have an Equal Opportunity to Obtain an Education

"The American ideal," says Secretary Hughes, "is the ideal of equal educational opportunity, not merely for the purpose of enabling one to know how to earn a living, and to fit into an economic status more or less fixed, but of giving play to talent and aspiration and to development of mental and spiritual powers."

How near are we to realizing this ideal? The man in the street will tell you that it has been practically realized—that all American children are offered reasonably equal educational opportunities. That this popular conception of the adequacy of our educational system is far from the truth is shown by an examination of the facts.

Striking Inequalities in Opportunity

The striking variations in the financial support per pupil in different States make it impossible to give all American children even approximately equal educational opportunities. The tremendous variations in the cost per pupil in different States, shown in Table 9, cannot be explained on the basis that conditions differ in different States. Eight States in the Union provide over \$100.00 annually for each pupil in attendance, while seven provide less than \$25.00 per pupil in attendance. Nor is the whole story told by State averages. If half of the districts of a State provide \$10.00 per pupil and the rest \$150.00, the average is \$80.00. Just such inequalities do occur in many States.

A study recently completed in Minnesota shows that the average expenditure per child in school districts of that State in 1921 varied from \$828 to \$49.¹

A recent study in New York State showed that the annual cost per pupil in average daily attendance in different high schools varied from \$34 to \$1170.

Length of Term and Inequalities in Opportunity

The opportunity to obtain an education as measured by the number of days schools are open varies greatly in different States and communities. In Table 9 we see that in some States children have an opportunity to attend school nine months each year, that is 180 days or more, while children of other States on the average are able to attend school but six months, or 120 days. In 1920 the children of South Carolina on the average had but 58 per cent of the opportunity to attend school that the children of New Jersey had.

The figures given in Column 4 of Table 9 are "averages." Because a State maintains an

¹ Public School Finance in Minnesota, F. H. Swift and F. K. del Plaine, Minnesota Education Association, Minneapolis, Minn., Oct. 1922.

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 9.—ARE ALL AMERICAN CHILDREN GIVEN EQUAL SCHOOL OPPORTUNITIES?

States	Expenditure per pupil in attendance in 1920	Rank in expenditure per pupil attending	Average length of school term 1920	Rank in length of school term	Median salaries paid elementary teachers in largest cities in states 1922-23	Median salaries paid teachers in one-room schools 1922-23	Per cent that rural teacher's salary is of city teacher's salary	Rank in percent rural teacher's salary is of city teacher's salary
1	2	3	4	5	6	7	8	9
United States.....	64.16		161.9		\$1876	765	40.8	
Alabama.....	24.81	43	123.1	46	1227	386	31.5	43
Arizona.....	136.56	1	162.6	31	1649	1244	75.4	1
Arkansas.....	23.63	45	126.3	45	1132	361	31.9	42
California.....	101.86	6	174.0	13	1923	1261	65.6	2
Colorado.....	87.95	14	167.9	19	1950	868	44.5	25
Connecticut.....	70.52	20	183.5	3	1568	1008	64.3	4
Delaware.....	61.26	32	181.7	5				
D. of C.....	81.50	19	178.0	8				
Florida.....	42.42	40	133.1	44	850	374	44.0	26
Georgia.....	19.43	49	145.0	40	1280	332	25.9	46
Idaho.....	101.51	7	172.7	15	1394	910	65.3	3
Illinois.....	72.54	26	170.9	17	2505	756	30.2	45
Indiana.....	78.24	22	155.8	34	2004	862	43.0	37
Iowa.....	92.06	10	174.0	13	1525	720	47.2	21
Kansas.....	84.84	16	164.0	28.5	1670	684	41.0	31
Kentucky.....	23.68	44	123.0	47	1298	498	38.4	36
Louisiana.....	44.38	39	148.9	38	1621	656	40.5	33
Maine.....	55.26	34	169.2	18	1423	580	40.8	32
Maryland.....	47.01	36	179.8	6	1613	743	46.1	22
Massachusetts.....	78.68	21	179.4	7	1580	887	56.1	10
Michigan.....	91.48	11	172.0	16	1780	808	45.3	24
Minnesota.....	90.50	12	160.0	33	1619	691	42.7	28
Mississippi.....	21.06	47	122.0	48	700	318	45.4	23
Missouri.....	54.04	35	162.8	30	1820	643	35.3	38
Montana.....	133.06	2	166.4	24	1482	874	59.0	7
Nebraska.....	88.51	13	164.0	28.5	1827	767	41.9	30
Nevada.....	130.24	3	167.0	20.5	1383			
New Hampshire.....	71.57	27	174.0	13	1328	739	55.7	12
New Jersey.....	85.90	15	189.0	1	1800	1037	57.6	9
New Mexico.....	69.64	29	165.0	26.5	1350	732	54.2	14
New York.....	77.88	23	188.0	2	2584	870	33.7	40
North Carolina.....	25.65	42	134.0	42	1207	374	31.0	44
North Dakota.....	100.31	8	166.9	22	1438	780	54.3	13
Ohio.....	83.38	18	165.0	26.5	1783	888	49.8	20
Oklahoma.....	64.34	31	166.4	24	1651	835	50.6	18
Oregon.....	73.20	24	152.0	36.5	1767	881	49.9	19
Pennsylvania.....	58.04	33	176.8	9	2004	776	38.7	34
Rhode Island.....	64.94	30	182.1	4	1627	844	51.9	16
South Carolina.....	19.99	48	109.6	49	1153	371	32.2	41
South Dakota.....	117.21	4	167.0	20.5	1414	874	61.8	6
Tennessee.....	22.17	46	133.5	43	1052	405	38.5	35
Texas.....	45.07	37	155.6	35	1440	605	42.0	29
Utah.....	84.30	17	166.4	24	1377	771	56.0	11
Vermont.....	71.49	28	162.0	32	1065	665	62.4	5
Virginia.....	36.94	41	147.0	39	1125	395	35.1	39
Washington.....	97.50	9	176.4	10	1751	1013	57.9	8
West Virginia.....	44.46	38	138.9	41	1278	687	53.8	15
Wisconsin.....	73.92	25	175.3	11	2400	851	35.5	37
Wyoming.....	112.37	5	152.0	36.5	1654	842	50.9	17

The figures in the above table were derived from the following sources:

- Column 2 taken from U. S. Bureau of Education Bulletin, 1922, No. 29, p. 44;
- Column 4 taken from U. S. Bureau of Education Bulletin, 1922, No. 29, p. 16;
- Column 6 taken from Research Bulletin, March, 1923, p. 86;
- Column 7 Teachers' Salaries and Salary Trends, 1923, p. 91.

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.—Herbert Hoover. *Journal of the National Education Association*, March 1923, p. 79.

average school term of 160 days it does not mean that all children in the State are able to attend school for that period each year. If one district maintains a term of 120 days and another a standard 200-day school, the average is 160. Just such inequalities as this exist in many States. A bulletin recently issued by the Bureau of Education shows that in twenty-four of our States there are 227,570 children living in districts that maintain school less than 80 days, or four school months per year. In these same States there are at the same time over a million children who have an opportunity to attend school over nine months a year.¹

The situation in Arkansas where the United States Bureau of Education has recently completed a State survey is typical of many States. Arkansas has an "average school term" of 126 days according to Table 9, but the survey revealed this situation:

AVERAGE LENGTH OF SCHOOL TERM IN NINE ARKANSAS COUNTIES

County	Length of school term in days
Pulaski.....	168
Arkansas.....	147
Garland.....	132
White.....	122
Hempstead.....	117
Boone.....	109
Stone.....	89
Van Buren.....	77
Newton.....	77

See *The Public School System of Arkansas*, Bulletin 1923, No. 11, Part II, United States Bureau of Education, page 13.

The Teacher and Equality of Opportunity

The opportunity to obtain an education as measured by the type of teacher provided varies greatly. The majority of children in the

large cities of the Nation have the advantage of instruction from the trained and experienced teacher that a salary of \$1876 a year or more will obtain. The majority of the children in one-room schools receive instruction from the untrained and inexperienced teacher that a salary of \$765, or less, will obtain. Table 9 shows that in the Nation as a whole teachers in one-room schools receive but 40 per cent of the annual salary paid those in the schools of the larger cities. These figures reflect the fact that children in some communities throughout their school career have the advantage of instruction from trained, experienced, and competent teachers, while those in others throughout their school career never receive instruction from a teacher who possesses these characteristics.

Does America Mean Equality of Opportunity?

A child's opportunity for an education in America is largely determined by accident. If reared in some communities the opportunities offered him are the best, if reared in others he has little or no opportunity to obtain an education. This situation should not be true of a democracy in which equality of opportunity is the watchword. The striking and unjustifiable inequalities that at present exist in our schools constitute one of the weakest links in the Nation's educational systems.

Every citizen interested in the welfare of the children of the Nation should ask himself these questions during American Education Week:

Do unjustifiable inequalities exist in the educational opportunities that are offered children in my State? What progress has been made in my State in guaranteeing each child the minimum essentials of a fair educational opportunity?

¹ *Statistics of State School Systems, 1919-20*, U. S. Bureau of Education, Bulletin 1922, No. 29, p. 16.

IN ALL the more advanced states of this country, as well as throughout Europe, property has therefore been supplanted by earnings, profits, or income, as the test of taxable ability. This means practically the development on the one hand of the personal income tax, and, on the other hand, of the business tax, to include not only corporations but other businesses. In this way only can we tap the increasing wealth of the community and make wealth bear its proper share of the obligation to support the schools.

Hand in hand with this, however, must go a redistribution either of educational functions or educational revenues. New State-wide income or business taxes must be apportioned to the localities, not simply according to population or wealth, but according to educational needs.

With this reform at both ends of the process, the schools will be able to get their proper share of the increasing wealth of modern society.—*Excerpts from an address by E. R. A. Seligman, Columbia University.*

The Money for the Support of Our Public Schools is Obtained by Obsolete and Discredited Methods.

The obsolete methods now used in obtaining school money constitute one of the weakest links in our public school system. From it directly result many other weaknesses.

Property Tax Not a Good Measure of Individual's Wealth

In spite of the fact that practically every reputable student in the field of taxation condemns the property tax in unqualified terms as a sole source of support for any large public undertaking, the property tax continues as the instrument by which all but a small fraction of school revenues are obtained.

The property tax is condemned in modern times because property is no longer a fair measure of ability to pay taxes. The tax on physical property is a heritage of the day when the possession of property was a reasonable indication of a man's ability to pay taxes. About the only form of wealth that existed was a man's farm. If he owned large areas of land, he was a rich man; if he did not, he was most likely poor. Since it was the intention to tax every man according to his ability, a general tax on property was a fair means of raising revenue.

Today it is different. A railroad president may receive a salary of \$100,000 a year and not pay one cent toward the support of the public schools. By investing his income in tax-free securities, of which there are at least twelve billion dollars' worth available in the United States, one may enjoy a large income and escape his just share of the cost of the

schools. A great wholesale merchant may carry on, in a few ramshackle buildings on land assessable at but a nominal value, a business that brings in profits of thousands of dollars each year and pay but a pittance toward the support of the schools.

Thus, while the mere possession of physical property has ceased to be a fair measure of wealth and of ability to pay, we have continued to place more and more of the burden of school costs upon the owners of land and other physical property. We have made the property tax the chief and in many communities almost the only source of revenue for school support.

Value of Physical Property Not a Good Measure of Nation's Ability to Support Schools

Between 1912 and 1919 the value of physical property in the United States increased sixteen per cent. The Nation's annual income increased one hundred per cent. School expenditures increased eighty-five per cent.

The national income, which is a good measure of a country's ability to support its schools, between 1912 and 1919 increased more rapidly than school costs. The value of physical property, however, increased much less rapidly than school costs. Due to the continued use of the property tax as a principal source of school revenue, school support is obtained by a levy on physical property rather than income. It is not difficult to understand why in many districts tax rates that appear excessive to property owners fail to raise sufficient revenue to provide educational opportunities for the children of those districts.

TABLE 10.—GROWTH IN VALUE OF PHYSICAL PROPERTY, NATIONAL INCOME AND PUBLIC SCHOOL EXPENDITURES

Years	Value of physical property	Per cent increase value of physical property 1912 to 1919	Total annual income of Nation	Per cent increase in income of Nation 1912 to 1919	Public school expenditures	Per cent increase in school expenditures 1912 to 1919
1	2	3	4	5	6	7
1912	\$51,854,009,436		\$33,000,000,000		\$482,887,000	
1919	59,996,569,944	16	66,000,000,000	100	895,000,000	85

The figures in this table are from the sources indicated below. The years 1912 and 1919 were selected since comparable data were available for these and not for other years.

Col. 2.—The figure for 1912 from *Assessed Valuation of Property and Amounts and Rates of Levy 1860-1912* p. 38; that for 1919 from *Financial Statistics of States, 1919*, p. 118; U. S. Bureau of the Census.

Col. 4.—From *Income in the United States*, Mitchell, King, et al.

Col. 6.—Gives the figures of the Bureau of Education for the cost of all elementary and public schools.

All Forms of Wealth Should Contribute to School Support

The Nation has abundant wealth to give every child a fair educational opportunity. The Nation is committed to the principle of an equal educational opportunity for all. Yet due to the continued use of the general property tax as the principal basis of school support thousands of children are being denied a fair start in the race of life. The situation can be remedied by a revision of the methods of taxation so that school revenues will come more and more from those new and vast sources of wealth existing in the form of private and business income and so that the proportion of the revenue raised by the general property tax is decreased. This is no new proposal. A beginning has already been made on a limited scale by a few States such as New York and Wisconsin, and taxation authorities have for some time advocated this procedure.

The Small Taxation Unit Aggravates the Situation

This bad situation has been aggravated by another tendency. The percentage of school money provided by the local district has been steadily increasing according to figures of the United States Bureau of Education:

Year	Per cent of school revenue from local taxation
1890.....	68
1900.....	69
1910.....	72
1920.....	83

Small units such as the district or township, differ immensely in their ability to provide revenue. Typical inequalities revealed in recent studies are as follows:

Colorado—District No. 29 has a taxable wealth of \$617 per child, while District 15 has \$26,445 per child. District 29 has to levy 43 times as great a tax as District 15 to raise a given sum per child.

Minnesota—District 27 has an assessed valuation per child of \$33,000. District 1 has an assessed valuation of \$723. District 1 has to levy 46 times as great a tax as District 27 in order to raise a given amount of money per school child.

Arkansas—District No. 81 has an assessed valuation per child enrolled of \$2,538, an-

other, District No. 4, has an assessed valuation per child of \$101. District No. 4 must levy 25 times as high a tax as No. 81 to raise a given amount of money per child.

In practically every State in the Union some districts even with the most heroic efforts are unable to provide adequate support for their schools, while others can provide luxurious educational opportunities with a low tax rate. Such a situation in a democracy is indefensible. No child should be denied a reasonable educational opportunity simply because he resides in a school district poor in wealth. The abolition of the small local district as a principal unit for school support must precede a correction of many of our outstanding educational deficiencies.

Table 11 shows the percentage of school support that was raised by the State, by the County and by Local districts of each State in 1920. This table reveals the need of an increase in most States in the percentage of school money that comes from the larger units, the State, and the county, with a corresponding reduction in the burden placed upon the small local districts.

During American Education Week every citizen should ask himself:

Are the methods of raising school revenue in my State obsolete and discredited? What progress has my State made in recent years in improving its methods of raising school money?

The State school equalization funds are too small and are not properly distributed.

What is a State Equalization Fund?

Practically all states have as a part of their educational systems State equalization funds. These funds owned and controlled by the State as a whole, exist for the purpose of equalizing educational opportunities. Any district which is so poor that a reasonable tax will not raise sufficient money to provide a school that meets generally accepted minimum standards of efficiency may obtain from this fund sufficient aid so that its schools can be brought up to these standards. Thus every child in the State is guaranteed a fair chance to obtain an education.

Many State Equalization Funds are Too Small

The State equalization funds in some of our States amount to millions of dollars. In many of the States however, these funds are so small that they have little influence in guaranteeing all children a fair educational opportunity. Table 11 shows that in the Nation as a whole but fifteen per cent of school revenue comes from State sources. In several States less

than one per cent of the money spent for schools comes from the State equalization fund. One of the first steps in equalizing educational opportunities in many of our States should be a substantial increase in the percentage of school money which comes from the State as a whole. The equalization funds of most of our States are wholly inadequate to accomplish the purpose for which they exist.

TABLE 11.—IS THE PERCENTAGE OF SCHOOL MONEY RAISED IN THE LOCAL COMMUNITY TOO GREAT IN YOUR STATE?

States	Public school expenditures 1920	Percentage of school money coming from			Rank in percentage of school money raised by state and county
		State	County	Local Community	
1	2	3	4	5	6
United States.....	\$1,036,151,209	15	11.6	73.4	
Alabama.....	9,118,691	52.9	35.7	11.4	4
Arizona.....	6,339,288	16.1	32.3	51.6	17
Arkansas.....	7,706,621	23.5		76.5	30
California.....	48,980,298	19.6	38.9	41.5	13
Colorado.....	13,200,165		13.1	86.9	35
Connecticut.....	16,318,420	11.9		88.1	37.5
Delaware.....	1,676,503	33.1	24.5	42.4	14
District of Columbia.....	4,297,894	50.0		50.0	15
Florida.....	7,030,933	7.0	65.6	27.4	7
Georgia.....	9,076,453	47.6	20.4	32.0	9
Idaho.....	8,591,942	1.5	36.3	62.2	20
Illinois.....	69,358,022	8.7		91.3	43
Indiana.....	35,764,748	8.6	.5	90.9	41.5
Iowa.....	37,334,167	.8	4.5	94.7	44
Kansas.....	26,257,009	.2	1.8	98.0	48
Kentucky.....	8,117,074	39.7	22.1	38.2	12
Louisiana.....	11,366,934	25.6	40.6	33.8	10
Maine.....	6,403,673	36.3		63.7	22
Maryland.....	8,242,399	41.8	58.2	.0	3
Massachusetts.....	40,908,940	11.7		88.3	19
Michigan.....	47,683,763	18.7		81.3	31
Minnesota.....	35,734,096	17.8		82.2	32
Mississippi.....	5,474,796	61.8	28.6	9.6	2
Missouri.....	28,707,190	11.5	.4	88.1	37.5
Montana.....	12,207,631	.3	43.3	56.4	19
Nebraska.....	20,580,069	1.4	1.1	97.5	47
Nevada.....	1,383,850	15.0	64.4	20.6	6
New Hampshire.....	3,810,669	9.1		90.9	41.5
New Jersey.....	40,909,827	35.8	.1	64.1	23
New Mexico.....	4,139,597		90.1	9.9	3
New York.....	106,045,319	12.1		87.9	36
North Carolina.....	12,147,856	31.6	36.9	31.5	8
North Dakota.....	12,883,443	2.8	6.6	90.6	40
Ohio.....	67,426,541	5.4	57.7	36.9	11
Oklahoma.....	22,906,219	3.3	13.4	83.3	33
Oregon.....	9,997,892	.4	26.2	73.4	29
Pennsylvania.....	73,490,734	16.6		83.4	34
Rhode Island.....	4,766,333	4.6		95.4	46
South Carolina.....	6,627,017	15.2	21.8	63.0	21
South Dakota.....	11,592,896	.3		99.7	49
Tennessee.....	10,141,374	18.0	63.8	18.2	5
Texas.....	33,606,210	46.1		53.9	18
Utah.....	8,239,829	28.6		71.4	27
Vermont.....	3,588,098	31.2		68.8	25
Virginia.....	12,975,089	35.5	13.1	51.4	16
Washington.....	20,595,360	13.0	18.8	68.2	23
West Virginia.....	11,402,488	4.5	.4	95.1	45
Wisconsin.....	27,255,056	15.0	11.8	73.2	48
Wyoming.....	3,741,793		30.6	69.4	26

The figures in the above table were taken from *Statistics of State School Systems, Bulletin 1922, No. 29, U. S. Bureau of Education*, pp. 42 and 25.

Equalization Funds Should Be Wisely Distributed

The creation of a substantial equalization fund, however, does not guarantee of itself that all children in a State will have a fair educational opportunity. This may be accomplished only if the State equalization fund is wisely distributed among the school districts of the State. Some of our States, such as Maryland and California, have adopted methods of distributing their State school money, that guarantee all children in these States a reasonable educational opportunity.

Most of our States still cling to obsolete and discredited methods of distributing their State money. In some States it is distributed on the basis of a census of school population, others distribute it on the basis of the number of children enrolled in school per district. These and similar methods of distributing State school equalization funds fail completely in accomplishing the purpose for which they exist. Often the richest districts receive a large amount of State aid, while poor districts, unable even with a high tax to maintain a school system which meets minimum standards, receive relatively little aid.

In addition to creating a substantial State equalization fund, many States must wholly revise their methods of distributing these funds before all their children will be guaranteed reasonable educational opportunities.

Citizens interested in bringing the school systems of their States to the highest efficiency should ask themselves these questions, during American Education Week:

Has my State an adequate school equalization fund?

Are the methods whereby this fund is distributed among the schools of the State such that every child is guaranteed a reasonable opportunity to obtain an education?

A Shortage of School Seats in Many Cities Requires Thousands of Children to Attend School Part-Time.

Superintendents of 261 cities of 5000 population or over reported at the beginning of the fall term of 1923 a shortage of 345,153 school seats. Since a shortage of one seat means that two children must share a single seat, each attending part time, at least 690,306 children in cities over 5000 in population are attending school part time at the present time. The number is probably considerably larger than this since only about two-thirds of the cities of this size reported. The figures are given by States in Table 12. In practically every State in the union there are cities with more children than school seats.

What are the evil results of part-time attendance? We suggest the following. Some parents know others from experience.

1. The number of pupils forced to attend school part-time is double the number of missing seats.

2. Daily recitation periods are shortened, or their number reduced; and supervised study is eliminated.

3. There is a decided loss in the school's supervision of each pupil's time.

4. Teachers' personal contacts with pupils are lessened and effectiveness in teaching is reduced as a result of the stress of two "shifts" of pupils per day.

5. Juvenile delinquency is increased when the amount of time spent in school is decreased and the amount spent on the streets is increased.

During American Education Week every citizen should ask himself: Has every child of school age in my community a seat in school for a full-day session?

WITHIN THE past few years there have been advances in knowledge concerning proper lighting, ventilation, sanitation, fire prevention and artistic design which have caused many communities to abandon school buildings structurally sound and usable and erect in their places others which conform to modern standards. The life of school buildings erected from now on should be much longer than those of an earlier period if the proper attention is paid to essentials at the time of erection: (1) Location of the school building in the proper relation to the general city plan and trends of population, (2) sufficient school grounds for adequate play space, light and ventilation covering possible future additions as well as present needs, (3) provision for future additions which will not interfere with good design, light and ventilation. (4) adequate lighting, fire resistive material, etc., and (5) architectural design of simple, effective type.—*Survey of School Buildings and Equipment, Chamber of Commerce of the United States.*

TABLE 12.—ARE TOO MANY SCHOOL CHILDREN IN YOUR STATE ON PART-TIME ATTENDANCE?

States	Number cities reporting shortage of seats	Total enrollment in cities reporting shortage	Seats available in cities reporting shortage	Shortage of seats in cities reporting	Number of pupils on part time
1	2	3	4	5	6
United States.....	261	3,754,789	3,421,503	345,153	690,306
Alabama.....	1	44,000	34,500	9,500	19,000
Arizona.....	1	5,798	5,075	723	1,446
Arkansas.....	2	20,277	19,602	675	1,350
California.....	2	173,696	145,139	28,527	57,054
Colorado.....					
Connecticut.....	3	67,980	62,438	3,327	6,654
Delaware.....	1	16,000	13,856	2,144	4,288
District of Columbia.....					
Florida.....					
Georgia.....	2	47,748	47,748	10,462	20,924
Idaho.....					
Illinois.....	12	439,050	389,958	49,092	98,184
Indiana.....	6	31,737	28,050	3,687	7,374
Iowa.....	3	30,590	29,390	1,200	2,400
Kansas.....	4	9,900	9,259	641	1,282
Kentucky.....	4	14,900	13,002	1,898	3,796
Louisiana.....	3	11,535	10,450	1,085	2,170
Maine.....					
Maryland.....					
Massachusetts.....	19	108,557	101,160	7,457	14,914
Michigan.....	12	219,265	210,405	8,860	17,720
Minnesota.....	3	73,810	71,440	2,370	4,740
Mississippi.....	2	5,900	5,600	300	600
Missouri.....	5	83,450	75,330	8,120	16,240
Montana.....					
Nebraska.....	2	5,849	5,190	659	1,318
Nevada.....					
New Hampshire.....	3	6,450	5,715	735	1,470
New Jersey.....	27	178,528	162,527	15,991	31,982
New Mexico.....					
New York.....	23	1,049,942	957,714	92,228	184,456
North Carolina.....	9	46,445	42,135	4,310	8,620
North Dakota.....					
Ohio.....	23	249,655	239,019	10,636	21,272
Oklahoma.....	5	38,650	36,150	2,500	5,000
Oregon.....	2	44,885	43,250	1,635	3,270
Pennsylvania.....	20	351,963	318,812	36,751	73,502
Rhode Island.....	4	13,600	12,913	687	1,374
South Carolina.....	6	23,950	21,308	2,642	5,284
South Dakota.....	1	6,000	5,850	150	300
Tennessee.....	3	42,500	35,000	7,500	15,000
Texas.....	12	92,450	80,850	11,600	23,200
Utah.....	2	12,950	12,500	450	900
Vermont.....	1	3,000	2,000	1,000	2,000
Virginia.....	12	100,140	90,580	9,560	19,120
Washington.....	4	32,453	30,295	2,158	4,316
West Virginia.....	5	30,616	28,535	2,081	4,162
Wisconsin.....	5	15,570	14,158	1,412	2,824
Wyoming.....	1	5,000	4,600	400	800

Table 12 was prepared from data given in a table in *Colliers Weekly Magazine* of September 8, 1923, p. 9. This table listed the shortage of seats reported by superintendents of 261 cities in the United States. A Questionnaire was sent to the Superintendent of schools in all cities of over 5,000 population (1467 cities). Approximately 1000 replied; 261 reporting shortage in seats.

IN EVERY possible way the public's attention should be centered on educational problems: the need of better buildings, libraries and equipment, playgrounds; better attendance; better-paid teachers; longer school term; better vocational education; better understanding of the form and fundamental principles of our government and better and universal use of the English language.—*The American Legion, American Education Week, Bulletin No. 16, 1921.*

What National Defects Result From the Weak Spots in Our Public School System?

The School's Influence on the Coming Generation

Children today, citizens tomorrow is one of the subjects listed in the program of the American Legion for American Education Week. The truth of the phrase is everywhere apparent in our national life. There exists one great constructive, publicly controlled, institution through which one generation may work to improve the next generation—the public school. The school's influence on the coming generation cannot be over emphasized. In the schools is laid the foundation for successful citizenship. When the school does its work well and completely a strong, well rounded citizenry results. When the school partially fails in its work, weak spots in the national life are the direct result. What are some of the defects in our Nation which are the result of weak spots in our public school system?

Child Labor Denies Thousands of Children an Educational Opportunity

One of the direct results of the lack of proper compulsory school attendance laws and the non-enforcement of those that do exist is a great army of child workers. According to Table 13 the 1920 Census lists over one million child laborers from ten to fifteen years of age. This number does not include any child workers under ten years of age. Some studies have revealed that there are as many child laborers in some communities under ten years of age as there are over ten years of age. Nor does this number include those employed during the summer vacation. A large percentage of these million children are engaged in full

time work and are often denied all school opportunities. Table 13 also reveals one of the direct results of child labor. Illiteracy, which can result only from the denial of practically all school opportunity, is high among the children of those States having high percentages of children engaged in child labor. Compare the ranks of the States in the percentage of children who are not engaged in child labor, column 5, with the ranks in the percentage of children who are literate, column 8. Child labor and illiteracy among children go hand in hand and are both the direct result of the non-existence or the improper enforcement of compulsory attendance regulations.

Should not child labor and illiteracy among children be eradicated in your State by an adequate compulsory school attendance law?

Millions of Native and Foreign Born Americans can Neither Read Nor Write

Illiteracy a Blot on the Nation

Time makes illiterate children into illiterate adults. There are three million native-born illiterate citizens in the United States today. They are the direct result of weak spots in our public school system of a generation ago.

Illiteracy has been outlawed in most of the advanced nations of the world. Witness these quotations:

"In some of the more advanced European countries illiteracy is so uncommon that questions regarding it are not included in the general census enumerations."—Thirteenth Census of the United States, Vol. 1, page 1194.

ONE OF the most serious aspects of child labor is the illiteracy that usually accompanies it. There is nothing accidental in the connection between the two. Communities with the largest proportion of child workers have the smallest of school attendance among children 10 to 15 years and the highest rate of illiteracy among the general population. When the child worker does attend school he is far behind the grade he should have reached. Lax school attendance laws in some parts of the country no less than inadequate enforcement of good laws in others must be a part of the responsibility for the limits to which child labor has grown.

In thirty-seven States in the Union a child may be legally employed before he has completed a common school education. In some States the law makes no educational requirements whatever, beyond demanding that before going to work a child must be able to read and write.—*The New York Times*, September 2, 1923.

TABLE 13.—HOW MANY CHILD LABORERS IN YOUR STATE ARE BEING DENIED SCHOOL OPPORTUNITIES?

States	Population 10 to 15 years of age	Child Laborers 10 to 15 years of age	Per cent of children 10 to 15 years in child labor	Rank in per cent of children not en- gaged in labor	Number of Native-born illiterates 10 to 20 years of age	Per cent of Native born population 10 to 20 years of age illiterate	Rank in per cent of native born population, 10 to 20 years of age illiterate
1	2	3	4	5	6	7	8
United States.....	12,502,582	1,060,858	8.48		531,077	22.6	
Alabama.....	349,537	84,397	24.14	47	49,418	8.4	45
Arizona.....	38,278	2,711	7.08	31	899	2.0	35
Arkansas.....	259,593	48,140	18.54	45	22,360	5.1	39
California.....	304,320	9,057	2.97	4	1,379	0.280	18
Colorado.....	104,790	4,558	4.34	21	1,204	0.7	29
Connecticut.....	143,267	11,559	8.06	35	615	0.276	17
Delaware.....	23,809	1,406	5.91	30	374	0.9	31
Dist. of Col.....	35,230	1,871	5.31	27	285	0.40	27
Florida.....	123,852	10,864	8.77	39	13,080	6.2	44
Georgia.....	427,235	88,934	20.81	46	67,512	9.3	46
Idaho.....	54,641	1,608	2.94	3	152	0.17	1
Illinois.....	699,310	36,933	5.28	26	3,328	0.286	18
Indiana.....	323,979	16,911	5.21	25	1,721	0.303	23
Iowa.....	270,217	9,121	3.37	15	977	0.20	3
Kansas.....	211,706	7,270	3.43	18	914	0.250	13
Kentucky.....	318,408	26,754	8.40	37	18,736	3.4	37
Louisiana.....	258,052	32,274	12.50	41	68,525	15.6	49
Maine.....	82,829	2,585	3.12	9	1,358	1.0	32
Maryland.....	164,546	12,300	7.47	32	5,377	1.8	34
Massachusetts.....	394,026	33,723	8.55	38	1,455	0.234	11
Michigan.....	384,213	13,154	3.42	17	1,591	0.255	14
Minnesota.....	277,528	8,271	2.98	5	1,251	0.26	15
Mississippi.....	275,782	70,354	25.51	49	47,310	10.2	48
Missouri.....	395,682	22,587	5.70	29	5,647	0.8	30
Montana.....	60,045	1,402	2.33	1	217	0.233	10
Nebraska.....	155,920	5,286	3.39	16	581	0.220	6
Nevada.....	6,715	169	2.51	2	33	0.334	25
New Hampshire.....	45,691	1,526	3.33	13	221	0.30	22
New Jersey.....	341,185	26,024	7.62	33	1,580	0.29	20
New Mexico.....	48,032	2,195	4.56	22	3,927	5.4	41
New York.....	1,059,635	49,846	4.70	23	3,856	0.232	9
North Carolina.....	373,484	62,162	16.64	44	36,612	5.9	42
North Dakota.....	87,883	2,816	3.20	10	332	0.24	12
Ohio.....	596,741	18,119	3.03	8	3,381	0.332	24
Oklahoma.....	289,533	22,981	7.93	34	7,202	1.5	33
Oregon.....	81,500	2,462	3.02	7	287	0.21	5
Pennsylvania.....	996,916	55,671	5.58	28	5,485	0.336	26
Rhode Island.....	63,739	8,569	13.44	43	302	0.299	21
South Carolina.....	260,204	63,520	24.41	48	41,149	9.4	47
South Dakota.....	78,427	2,555	3.25	11	299	0.229	8
Tennessee.....	323,548	39,837	12.31	40	29,442	5.3	40
Texas.....	642,586	80,872	12.58	42	38,199	3.6	38
Utah.....	60,675	2,361	3.89	20	210	0.21	4
Vermont.....	38,579	1,277	3.31	12	271	0.43	28
Virginia.....	311,915	25,493	8.17	36	32,678	6.1	43
Washington.....	138,645	4,650	3.35	14	414	0.18	2
West Virginia.....	191,299	7,431	3.88	19	7,457	2.3	36
Wisconsin.....	308,468	15,684	5.08	24	1,398	0.270	16
Wyoming.....	20,387	608	2.98	6	76	0.222	7

The figures of this table were taken from the 1920 census.

THE CITY children who do contract labor at home for factories are mostly children of foreign-born parents, whose standards of living are lower than the American standard. Yet in a study made by the Children's Bureau of 1,350 children working in oyster and shrimp canneries on the Gulf Coast, all except nine of the children come of native stock. Illiteracy among these little folk is as high as 25 per cent, while for children of the United States as a whole it is only 4 per cent.—*The New York Times*, September 2, 1923.

"The Statistical Yearbook issued by the Norwegian Government does not contain any information as to percentage of illiteracy in Norway, there not being any people in Norway who can not read and write, but those suffering from certain mental or physical defects."—H. Bryn, Norwegian Minister, 1922.

"The only German illiterates are mentally deficient people or idiots."—Dr. George Kartzke, Amerika-Institute, Berlin, 1922.

"As far as England and Scotland are concerned, illiteracy is practically unknown, except among a few quite old people who did not enjoy the benefits of compulsory education which has been in existence for some years."—British Library of Information, New York, 1922.

The table below prepared from the latest figures available by Mrs. Cora Wilson Stewart, chairman of the Illiteracy Commission, shows that the United States ranks tenth among the advanced Nations of the world in its percentage of illiteracy.

TABLE 14.—ILLITERACY IN THE UNITED STATES AND FOREIGN COUNTRIES

Country	Percentage
Germany.....	.2
Denmark.....	.2
Switzerland.....	.5
Netherlands.....	.6
Norway.....	1.0
Sweden.....	1.0
Scotland.....	1.6
England and Wales.....	1.8
France.....	4.9
UNITED STATES.....	6.0

Between 1910 and 1920 there was an average annual decrease in the United States of 58,426 in the number of illiterates. If this rate of decrease continues illiteracy will not disappear for eighty-four years. But it will not disappear according to any such assumed

regular decrease. If present conditions continue illiteracy bids fair to be a problem of our national life for at least a century.

In twelve States of the Union the number of illiterates increased between 1910 and 1920 in spite of the fact that immigration was at a low ebb during this period.

TABLE 15.—INCREASE IN THE NUMBER OF ILLITERATES IN TWELVE STATES 1910 TO 1920 (AGES, 10 YEARS AND OVER)—1920 CENSUS

States	Illiterates 1920	Illiterates 1910	Increase
1	2	3	4
Massachusetts.....	146,607	141,541	5,066
Connecticut.....	67,265	53,665	13,600
New York.....	425,022	406,020	19,002
New Jersey.....	127,661	113,502	14,159
Ohio.....	131,006	124,774	6,232
Illinois.....	173,987	168,294	5,693
Michigan.....	88,046	74,800	13,246
Texas.....	295,844	282,904	12,940
Colorado.....	24,208	23,780	428
Arizona.....	39,131	32,953	6,178
Washington.....	18,526	18,416	110
California.....	95,592	74,902	20,690
Totals.....	1,632,895	1,515,551	117,344

Illiteracy Not a Problem of Any One Section

Illiteracy is not confined to any State or group of States. There are more illiterates in New York than in any other State in the Union. Table 16 reveals the problem of illiteracy by States.

Most Illiterates Are Native-Born

Of the five million illiterates in the United States over three million are native-born. Had it not been for the weak spots of our educational system of the past there would have been less than two million rather than five million illiterates in the United States in 1920.

IN ITS study of illiteracy conditions the Illiteracy Commission of the National Education Association has carefully analyzed the statistics gathered by the Federal Census Bureau and has followed the matter into the States and localities whence these reports were made up. The Commission is convinced that the census taken by the Federal Government in 1920 showing 4,931,905 illiterates, and based on the confession of the individual, is not a complete and accurate report. If a careful census were taken in which every individual should be put to the test of reading simple paragraphs in the newspapers and writing simple sentences, the number of illiterates in this country, according to the Commission, would approximate 10,000,000 and the number of near-illiterates would be equally as large. Twenty million illiterates and near-illiterates in the United States! This is more than half the population of France. It is more than the entire population of Mexico. It is more than all the people in Denmark, Norway, Sweden, Switzerland and Scotland combined. It does not take a vivid imagination to see the potentialities in this vast illiterate population, or a mathematician to calculate what they might add to the nation if redeemed.—Cora Wilson Stewart, *The New York Times*, Sept. 9, 1923.

These three million native-born illiterate Americans are the direct result of the inadequacy of the public school system in certain communities in the past. The 1920 census states that illiteracy figures "should be understood as representing only those persons who have had *no schooling whatever*."¹ In the Federal Census "if a person has had even the slightest amount of schooling he is not classed as an illiterate."²

Census Understates Number of Illiterates

The definition of illiteracy used in the Federal Census is keyed nearer to the needs of an

absolute monarchy than to those of a great democracy. The mere ability to write one's name may be considered sufficient for the great mass of those living in an absolute monarchy. In a democracy where all may vote such a low standard cannot be accepted. In addition to the five million illiterates enumerated by the last Federal Census, there are other millions, lacking the degree of educational attainment necessary to discharge intelligently their duties as citizens in a democracy. This fact was emphasized in the World War.

¹ 1920 Census, Vol. 3, page 10.

² 1910 Census, Vol. 1, page 1185.

TABLE 16.—ARE THERE TOO MANY ILLITERATE IN YOUR STATE?
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	255,461
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	15.3	7	2,150,230
Idaho.....	4,924	47	1.5	46	326,051
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.....	127,661	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	33	284,472
Virginia.....	195,159	10	11.2	9	1,748,868
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	151,993

Illiteracy In The Draft

During the draft, in connection with the psychological test, men were segregated into two groups, literates and illiterates. A total of 1,522,256 men were given this test during the draft. These men were distributed among twenty-eight camps, located in every section of

the country. The figures below summarize the results:

Number of men examined..... 1,522,256
Per cent illiterate..... 24.9

The meaning of illiteracy, according to the census, has been explained above. The meaning according to the draft was a lack of the

TABLE 18.—ARE THERE TOO MANY NATIVE-BORN ILLITERATES IN YOUR STATE?

States	Native-born Illiterates, 10 years of age and over			Native-born White Illiterates, 10 years of age and over		
	Number illiterate	Percentage illiterate	Rank in percentage literate	Number illiterate	Percentage illiterate	Rank in percentage literate
1	2	3	4	5	6	7
United States.....	3,084,733	4.5		1,242,572	2.0	
Alabama.....	276,084	16.1	46	65,394	6.3	43
Arizona.....	3,571	2.2	30	3,233	2.1	34
Arkansas.....	120,656	9.3	39	41,411	4.5	39
California.....	10,326	0.49	12	8,747	0.4	15
Colorado.....	9,243	1.46	26	8,624	1.4	28
Connecticut.....	4,005	0.559	14	2,927	0.4	13
Delaware.....	7,127	4.5	34	2,427	1.8	31
District of Columbia.....	8,693	2.5	31	640	0.3	1
Florida.....	68,808	9.7	40	13,169	2.9	36
Georgia.....	327,911	15.3	45	66,796	5.4	41
Idaho.....	958	0.34	2	914	0.3	5
Illinois.....	41,383	1.04	24	30,907	0.8	24
Indiana.....	34,405	1.55	28	27,929	1.3	27
Iowa.....	9,558	0.560	15	8,275	0.5	16
Kansas.....	11,407	0.886	21	7,179	0.6	18
Kentucky.....	152,754	8.4	38	112,206	7.0	45
Louisiana.....	288,687	21.8	49	81,957	10.5	48
Maine.....	8,460	1.6	29	8,396	1.6	30
Maryland.....	50,772	4.8	35	15,368	1.8	33
Massachusetts.....	10,345	0.507	13	7,780	0.4	8
Michigan.....	16,375	0.75	19	14,172	0.7	20
Minnesota.....	6,196	0.44	10	5,955	0.4	14
Mississippi.....	228,055	17.0	47	22,242	3.6	38
Missouri.....	65,594	2.6	32	47,066	2.0	32
Montana.....	1,154	0.360	3	1,067	0.3	3
Nebraska.....	3,916	0.45	11	3,360	0.4	12
Nevada.....	173	0.391	5	157	0.4	9
New Hampshire.....	2,006	0.73	18	1,973	0.7	22
New Jersey.....	15,606	0.885	20	9,696	0.6	19
New Mexico.....	25,747	11.4	43	25,519	11.6	49
New York.....	33,438	0.58	16	28,406	0.5	17
North Carolina.....	238,518	13.0	44	104,844	8.2	47
North Dakota.....	1,323	0.394	9	1,307	0.4	7
Ohio.....	46,441	1.2	25	33,726	0.9	26
Oklahoma.....	44,623	3.1	33	30,418	2.3	35
Oregon.....	2,079	0.3930	7	1,990	0.4	10
Pennsylvania.....	53,515	0.990	23	38,870	0.8	25
Rhode Island.....	3,064	0.991	22	2,255	0.7	23
South Carolina.....	220,164	18.1	48	38,742	6.5	44
South Dakota.....	1,525	0.392	6	1,490	0.4	11
Tennessee.....	181,341	10.3	41	101,809	7.3	46
Texas.....	182,696	5.7	37	80,643	3.0	37
Utah.....	984	0.363	4	925	0.3	6
Vermont.....	3,641	1.50	27	3,613	1.5	29
Virginia.....	192,797	11.2	42	70,475	5.9	42
Washington.....	2,624	0.31	1	2,379	0.3	2
West Virginia.....	54,837	5.4	36	44,324	4.6	40
Wisconsin.....	10,631	0.66	17	10,449	0.7	21
Wyoming.....	487	0.3934	8	421	0.3	4

The Figures in the above table were taken from the U. S. Census, 1920.

LET THERE be a purpose in all your legislation to recognize the right of man to be well born, well nurtured, well educated, well employed, and well paid. This is no gospel of ease and selfishness, or class distinction, but a gospel of effort and service, of universal application.—
Calvin Coolidge.

"ability to read and understand newspapers and to write letters," using the English language.

Table 17 below makes it possible to compare illiteracy figures resulting from the Federal Census and Army draft.

TABLE 17.—FEDERAL CENSUS AND ARMY DRAFT ILLITERACY

Percentage of Illiteracy Federal Census—Army Draft	All adults	Native born- White	Foreign born- White	Negro
1	2	3	4	5
Federal census (21 years and over).....	7.1	3.0	13.7	27.4
Army Draft.....	24.9	14.3	55.9	50.5

No Illiteracy in 1927

It is important that the Nation be protected from the influx of foreign born illiterates. It is equally important that the Nation protect itself from native born illiteracy. If the American Legion's objective, no illiteracy in 1927, is to be reached we must strengthen at once the weak spots in our educational system that have resulted in three million native born illiterates in the United States.

A Citizen's Duty Toward the Uneducated

Table 18 shows the illiteracy problem by States as it exists among native born Ameri-

TABLE 19.—HOW MANY FOREIGN-BORN RESIDENTS HAS YOUR STATE?

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	1,752,204
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	968,470
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	9	646,872
Ohio.....	678,697	8	11.8	25	5,779,394
Oklahoma.....	39,968	34	2.0	40	1,028,833
Oregon.....	102,151	24	13.0	19	783,389
Pennsylvania.....	1,387,850	2	15.9	17	8,120,017
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.....	44,526	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

cans. During American Education Week every citizen interested in stamping out illiteracy in his State should study this table and ask himself this question:

Should not the weak spots in my State school system that have made possible its native born illiterates be irradiated?

Millions of Foreign-born and Native-born Citizens Lack the Education Necessary for Intelligent Citizenship in a Democracy.

The war showed us that in two many instances the "melting pot" had failed to melt. There is no magical process whereby the mere residence in the United States of a non-English speaking, illiterate immigrant makes that immigrant an intelligent citizen. An immigrant is unlikely to become an intelligent citizen if he lacks the ability to read and write.

The Problem of the Foreign-born in Numbers

There are now within the borders of the United States nearly fourteen million foreign-born residents. Table 19 shows the distribution by States. This great number of immigrants is being added to each year. During the year ending July, 1923, 522,919 immigrants entered the United States. The additional number over the quota of 358,000 fixed by the Immigration Act gained admission through certain exceptions that are provided for in the Act.

Some of our 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.

Facts About our Foreign-born

Great numbers of our foreign-born residents are from countries in which education is at a low ebb. One-half came from Eastern and Southern European countries, where

TABLE 20.—PERCENTAGE OF ILLITERACY IN COUNTRIES FROM WHICH NEARLY HALF OF OUR 14,000,000 FOREIGN-BORN CAME

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

from 37 to 87 per cent of the population is illiterate.

Nearly one and one-half million of our foreign-born residents are unable to speak English and 1,763,000 are unable to read or write in any language.

The number of illiterate or non-English speaking immigrants, however, is only a partial measure of the need for Americanization. To understand and read English is but the first step towards intelligent participation in our National affairs. The failure of most of our States to make adequate provision for the education of foreign-born adults makes it impossible for millions of our residents to become intelligent citizens.

The Native-born and Americanization

It is not only among the foreign-born that there is need for Americanization. There were over two and one-half million native-born adults who confessed that they were illiterate in the 1920 census, or 5.3 per cent of our total native-born adult population. Table 21 gives the number by States. Being native-born these citizens have the right of the ballot without going through the formalities of naturalization. The problem of giving millions of native-born citizens sufficient education so that they may become intelligent citizens ranks in importance with that of Americanizing the foreign born.

Has your State adopted a program of adult education that will make it possible for all of its residents both native and foreign-born to take the first step towards becoming intelligent citizens?

Preventable Physical Deficiencies are Costing the Nation Millions Each Year

Physical inefficiency strikes at the Nation's effectiveness whether it be engaged in the pursuits of peace or of war. The results may be less apparent in peace than in war, but they are no less real.

The War's Unrecorded Casualties

The damage done to our armed forces in the World War by the enemy's shells and poison gas was a mere incident to the havoc wrought by a foe of our own creation. For every man put out of action by the enemy, five never got into action. They were rejected for general military service on account of physical disabilities. Some of those rejected for "general military service"

could be used in the army in a "limited" capacity, but the majority were rejected outright, since they "possessed physical defects of such degree as to prevent their rendering military service of any kind."

In the Prime of Life

What a commentary on our National intelligence! One in every four of our young men between the ages of twenty-one and thirty-one unfit for general military service—

TABLE 21.—HOW MANY NATIVE-BORN ADULT ILLITERATES ARE THERE IN YOUR STATE?
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	46	1,127,056
Arizona	2,672	39	2.3	30	115,215
Arkansas	98,296	11	11.5	40	853,971
California	8,947	27	0.55	12	1,619,716
Colorado	8,039	31	1.8	26	456,887
Connecticut	3,390	35	0.69	15	492,444
Delaware	6,753	33	5.7	34	118,227
District of Columbia	8,408	30	3.0	31	278,252
Florida	55,728	13	11.2	39	497,754
Georgia	260,399	1	18.5	45	1,406,503
Idaho	806	46	0.414	5	194,517
Illinois	38,055	18	1.34	24	2,823,127
Indiana	32,684	20	2.0	29	1,639,011
Iowa	8,581	29	0.70	16	1,213,648
Kansas	10,493	25	1.14	21	921,989
Kentucky	134,018	10	10.6	38	1,259,918
Louisiana	220,162	3	25.0	49	882,040
Maine	7,102	32	1.86	27	380,232
Maryland	45,395	16	5.9	35	768,379
Massachusetts	8,890	28	0.62	14	1,419,853
Michigan	14,784	23	0.95	20	1,548,314
Minnesota	4,945	34	0.54	11	913,476
Mississippi	180,745	5	20.8	47	867,992
Missouri	59,947	12	3.2	32	1,864,641
Montana	937	45	0.411	4	227,617
Nebraska	3,335	37	0.56	13	595,190
Nevada	140	49	0.40	13	34,302
New Hampshire	1,785	42	0.90	19	198,869
New Jersey	14,026	24	1.15	22	1,221,177
New Mexico	21,820	22	14.2	43	154,033
New York	29,582	21	0.74	17	3,975,396
North Carolina	201,906	4	16.8	44	1,199,323
North Dakota	991	44	0.49	10	198,681
Ohio	43,060	17	1.5	25	2,934,814
Oklahoma	37,421	19	3.9	33	961,076
Oregon	1,792	41	0.46	8	392,343
Pennsylvania	48,030	14	1.2	1	3,762,834
Rhode Island	2,792	38	1.31	23	211,470
South Carolina	179,015	6	23.1	48	773,785
South Dakota	1,226	43	0.47	9	258,115
Tennessee	151,899	8	12.7	41	1,200,520
Texas	144,497	9	6.7	36	2,161,980
Utah	774	47	0.44	6	172,479
Vermont	3,370	36	1.88	28	178,784
Virginia	160,119	7	13.6	42	1,178,503
Washington	2,210	40	0.36	2	607,296
West Virginia	47,380	15	6.8	37	696,786
Wisconsin	9,233	26	0.85	18	1,087,991
Wyoming	411	48	0.45	7	90,690

SCHOOLING SUPPLEMENTS but can never replace worldly wisdom and experience; nevertheless, the ability to read and write is fundamental, and lack of this equipment is such a handicap that illiteracy implies ignorance. Some ignorant persons may be illiterate, but most illiterates are ignorant.—*Adult Illiteracy*, by Winthrop Talbot; Bureau of Education Bulletin No. 35, 1916. p 5.

unfit at the period in life when a man is supposed to be at his best. One in every six of our young men unfit for any type of military service—so far below par physically as to be a liability rather than an asset to our military effectiveness, even if used in a “limited” capacity.

**TABLE 22.—REJECTIONS FOR PHYSICAL DISABILITIES AND CASUALTIES
UNITED STATES ARMY—WORLD WAR**

Army recruits	Number	Per cent
1	2	3
Total number of men accepted for service.....	4,650,500	77.60
Number of men rejected for physical disabilities.....	1,340,623	22.40
Total men accepted and rejected.....	5,991,123	100.00
Rejected for physical disabilities.....	1,340,623	84.40
Casualties—killed, died of wounds, and wounded.....	248,170	15.60
Total—casualties and rejected....	1,588,793	100.00

These figures furnished by the Adjutant General, September, 1922, are described as “the most reliable yet compiled.”

Physical Standards Lowered

Was this high percentage of unfitness due to the use of unreasonably high standards in the physical examinations by the draft boards? The opposite was the case. During the war the standards used by examining boards were lowered by official action. At the beginning of the draft high standards were used, those that military men had agreed upon in time of peace as necessary in recruiting an effective Army. Our young men could not meet these standards. Their physical defects were such that a high standard could not “be exacted” and men with minor defects had to be accepted. There was a necessity for great numbers!

Why Were the Men Rejected?

Tabulation of the principal causes of rejection reveals the nature of the disabilities. Heart disease, responsible for more deaths in our general population than any other one cause, is listed as the first cause for rejection. Tuberculosis also stands high. These are not minor defects! They are the same diseases that are striking deepest at the peace-time efficiency of the Nation.

¹ Some Lessons From the Draft Examination, Eugene Lyman Fisk, M. D., in *Journal of the American Medical Association*, February 2, 1918.

² *Waste in Industry*, Committee on Elimination of Waste in Industry of the Federated American Engineering Societies, appointed by Herbert Hoover. McGraw-Hill, 1921, p. 20.

Is the Nation Physically Decadent?

Do the tabulated causes of rejection indicate that the Nation is physically decadent? Are there forces in civilized life that are tearing down man’s physical resources—forces over which we have no control? The weight of authoritative opinion is to the contrary. One authority states:¹

An analysis in detail of the causes of rejection clearly indicates the preventable nature of these impairments, and also clearly points the way to remedial and preventive work.

Physical Inefficiency Widespread

From every State came large numbers of men unable to pass the army test. Table 23 indicates the number and percentage of men rejected by States. This is not a complete report but includes enough men to be indicative.

The Cost of Physical Incompetency

The physical disabilities of our young men seriously threatened our military effectiveness in the World War. Had the war continued we would have felt the full effect of these disabilities. They would either have cut down our man power or we would have enlisted men below par physically. Either would have meant a great loss in our military efficiency.

But the real lesson of the war’s physical examinations has yet to be learned. Men unfit for “general military service” are also unfit for general peace-time service and in the long run *ineffectiveness in peace is more likely to retard National progress than ineffectiveness in war.*

Wasting a Billion Dollars

The tremendous cost in peace time of preventable sickness and premature death has recently been pointed out by a committee appointed by Herbert Hoover to investigate “*Waste in Industry.*”²

This report estimates that:

The economic loss from preventable disease and death is \$1,800,000,000 among these classed as gainfully employed . . . there is experimental basis for the statement that this loss could be materially reduced and leave an economic balance in the working population alone over and above the cost of prevention of at least \$1,000,000,000 a year.

TABLE 23.—DOES THE PHYSICAL CONDITIONS OF THE MEN OF YOUR STATE QUALIFY THEM FOR THE DUTIES OF PEACE?

Divisions	Men examined	Disqualified for general military service ¹	Per cent dis- qualified for general mili- tary service	Rank in per cent of men qualified for military service
1	2	3	4	5
United States.....	3,208,446	949,419 ²	29.59	
Alabama.....	69,284	15,567	22.47	10
Arizona.....	8,979	4,038	44.97	48
Arkansas.....	58,928	12,368	20.98	2
California.....	67,772	26,637	39.30	42
Colorado.....	30,087	12,318	40.94	43
Connecticut.....	38,631	15,910	41.18	44
Delaware.....	7,003	2,404	34.33	37
District of Columbia.....	12,538	3,469	27.68	25
Florida.....	32,780	8,121	24.77	17
Georgia.....	84,191	22,664	26.92	20
Idaho.....	15,871	4,621	29.11	29
Illinois.....	225,127	61,620	27.37	23
Indiana.....	74,356	20,545	27.63	24
Iowa.....	78,272	17,908	22.87	13
Kansas.....	48,669	10,521	21.62	4
Kentucky.....	75,024	16,668	22.22	8
Louisiana.....	66,142	15,571	23.54	14
Maine.....	22,646	7,881	34.81	38
Maryland.....	38,392	12,155	31.65	35
Massachusetts.....	108,356	46,140	42.58	45
Michigan.....	115,412	44,686	38.72	40
Minnesota.....	81,862	19,663	24.02	16
Mississippi.....	55,615	12,239	22.01	6
Missouri.....	115,030	31,681	27.01	21
Montana.....	31,547	8,388	26.60	18
Nebraska.....	41,646	9,091	21.82	5
Nevada.....	3,482	1,075	30.87	33
New Hampshire.....	12,258	4,465	36.43	39
New Jersey.....	93,964	31,475	33.50	36
New Mexico.....	11,983	2,687	22.41	9
New York.....	315,536	123,225	39.05	41
North Carolina.....	75,498	20,283	26.86	19
North Dakota.....	25,151	5,653	22.48	11
Ohio.....	166,177	46,035	27.71	26
Oklahoma.....	65,374	11,229	17.18	1
Oregon.....	23,996	7,414	30.90	34
Pennsylvania.....	246,884	75,783	30.70	32
Rhode Island.....	15,395	7,131	46.32	49
South Carolina.....	40,197	12,106	30.12	31
South Dakota.....	25,806	6,088	23.59	15
Tennessee.....	70,367	19,048	27.07	22
Texas.....	131,586	29,724	22.59	12
Utah.....	13,844	4,092	29.55	30
Vermont.....	10,761	4,705	43.72	46
Virginia.....	68,177	19,031	27.92	27
Washington.....	37,581	16,781	44.65	47
West Virginia.....	51,473	11,426	22.19	7
Wisconsin.....	90,517	25,938	28.65	28
Wyoming.....	8,279	1,751	21.15	3

¹ The figures for this table cover examinations from December 15, 1917 to September 11, 1918, and were taken from the Second Report of the Provost Marshall General to the Secretary of War, p. 417.

² The majority of these, 16.25 per cent of those examined, "possessed physical defects of such degree as to prevent them from rendering military service of any kind."

IT IS actually a fact that we give less attention to the health of our school children than we do to crops and livestock. Hardly one American school in a hundred has an ordinary scale which can be used by the teachers to weigh their pupils, with the idea of discovering which of the children show evidences of malnutrition. It is a sad commentary on our present health efforts that we have so carefully weighed the baby and later permitted the school child to go with no attention in this respect.—Floyd W. Parsons, *The World's Work*, March, 1923.

At least a billion dollars a year wasted! Here alone is enough to pay the Nation's yearly bill for public education. Yet nearly five years after the war, but a fraction of our States have taken the first serious step toward improving our National physique—the enactment of an adequate State-wide physical education law.

The money loss is the least of the losses resulting from ill-health and premature death. *We also lose vast dividends of happiness and improved National morale, that would come from eliminating this waste.*

Physical Education Not Provided For

Are the States taking the steps calculated to improve the Nation's physical condition? Bulletin 1922, Number One of the United States Bureau of Education shows that twenty States have not as yet enacted physical-education laws. Many of the twenty-eight State laws that have been passed are inadequate. Only twelve of the twenty-eight State laws emphasize hygiene instruction. Only nine provide for supervised play and emphasize athletics. Only eleven provide for a State director of physical education and appropriate State money for the support of physical education. In short, but few of the laws contain provisions that guarantee any substantial improvement in the physical condition of the next generation,

Has your State adopted a program of physical education that will guard the future generation from preventable physical deficiencies?

Retardation Among School Children Makes Us a Nation of Sixth Graders

We are a Nation of sixth graders. During the war fifty-nine per cent of the white draft and twenty-four per cent of the colored draft reported that they had progressed in school as far as the seventh grade. That is, about half of our soldiers had had schooling up to the seventh grade or beyond, the other half reported sixth grade schooling or less.

The census tells us, however, that ninety per cent of our population are in school up to twelve years of age and eighty-one per cent until fourteen. This means that approximately ninety per cent of our people should finish the sixth grade before they leave school. That is, a child entering school at

six and progressing one grade per year should finish the sixth grade when he is twelve. Similarly, approximately eighty-one per cent of our population should finish the eighth grade since they are in school until they are fourteen years of age. Actually, little more than half of our population finishes the sixth grade and about one third completes the eighth grade.

Retardation is the Cause

Large numbers of children are retarded in their school progress, that is, they progress less than one grade for each year in school. Retardation among school children and the consequent low level of educational attainment of our population as a whole is a direct result of weak spots in our school system.

Irregular attendance due to improper enforcement of attendance laws is one of the principal causes of retardation. Untrained teachers in many districts prevent children from making the progress that would be possible under skillful teachers. The one-room school is clearly a cause of much retardation. The recent Rural School Survey of New York shows that over thirty-six per cent of the pupils in one-teacher schools are retarded from one to four years in their school progress. Less than twenty-five per cent of the pupils in the graded schools are similarly retarded. This survey states: "it is clear that retardation of pupils is much more pronounced in the country school than it is in the grades of union free schools."¹

The Cost of Retardation

Retardation is costing the Nation vast sums each year. Millions of children are "repeating" work that they would have covered the first time if it had not been for irregular attendance, poor teaching, and poorly organized schools. More important, great masses of our population are missing the training in citizenship offered in the seventh, eighth, and ninth grades that would be theirs had they made regular progress through school.

Every citizen should ask himself these questions during American Education Week:

Can we afford to remain a Nation of sixth graders? Should the level of school attainment in my State be lifted by correcting the educational weak spots that result in retardation in school progress?

¹ Rural School Survey of New York, George A. Works, Ithaca, New York, 1922.

How May Our Public School System Be Strengthened?

The outstanding defects that threaten the Nation's welfare can exist only so long as we are willing to allow them to continue. Many of them have arisen and continue to exist as a direct result of the failure to correct the weak spots in our public school system.

Child labor, high percentages of physical defects, illiteracy, great numbers of uneducated and unintelligent citizens, do not exist in those communities that maintain effective school systems. They might be eradicated in the Nation as a whole if all communities maintained adequate school systems.

The strengthening of the public schools means the strengthening of the Nation as a whole. How may our public schools be strengthened? What specific things must be done to make equality of educational opportunity a reality?

Division of Responsibility Between the State and the Community

Many of the weak spots in our schools exist because of unwise division of the functions of school control between the large and small political units. No greater step in educational progress can be made in a State than by properly dividing the functions of school control between the different political units.

It is through their State governments that the people will ultimately make "equality of educational opportunity for every American boy and girl" something more than a hope. Some of the States have already recognized this by enacting laws establishing certain educational *minima* that are guaranteed every child.

This does not mean that the local community should not continue to control the schools in all essential details. It does mean, how-

ever, that the people of a State are unwilling to have any child denied a fair opportunity regardless of where he happens to be living.

WHAT EDUCATIONAL WEAKNESSES SHOULD THE PEOPLE CORRECT ACTING THROUGH THE STATE?

The People Through a State Law Should Require All Schools to be Open at Least Eight Months Each Year

In the States where this has not been done already tremendous differences exist in the length of school terms. Some communities keep their schools open but a few days or weeks each year. In others the schools are open practically the year round. A State law should require all schools to keep open for at least eight months or one hundred and sixty days per year.

Do all children in your State have an opportunity to attend school at least eight months each year?

The People Through a State Law Should Require Full-Time Attendance of All Children of School Age

A State compulsory attendance law should require all children to be in school every day. Exceptions should be allowed only for such reasons as illness or mental and physical incapacity. Some State compulsory attendance laws are useless because of the numerous exceptions that they allow. Employment, for example, should not be sufficient grounds for exempting a child from school attendance. There is a better way of relieving the poverty of a family than by denying its children a chance to go to school. A Nation that permits child labor lives on its future. Adequate

NOR ARE America's child toilers confined to any one geographical section of the country. They are to be found bending to their tasks in the tenements of New York and other Eastern cities, in the textile establishments of New England, in the cotton mills of the Carolinas and the fields of Texas, in coal mining regions, in the oyster and shrimp canneries of the Gulf Coast States and in the sugar-beet growing areas from Ohio to California.

There is no doubt that the number of child workers in this country now far exceeds the million named by the census of 1920. This census was taken not only while the second Federal Child Labor Law was in effect but also at the beginning of a period of general industrial depression when thousands of children were temporarily released from work. These census figures include also only child laborers of from 10 to 15 years of age. Those under 10 working at such occupations as agriculture, domestic service, street trading and factory work done at home are unrecorded. They would probably augment by thousands the million children of the 1920 census.—
The New York Times, September 2, 1923.

compulsory school-attendance laws will prevent one of the worst effects of child labor—the denial of educational opportunities to many of the Nation's children.

School Attendance in Pennsylvania

The recent experience of Pennsylvania after adopting the policy of rigid enforcement of attendance laws is revealed in the table below; during 1920 the attendance laws were laxly enforced, during 1922 they were effectively enforced.

ENROLLMENT AND ATTENDANCE INCREASE—1920 TO 1922		
	Numerical increase	Per cent increase
School Census.....	66,638	3.75
Enrollment.....	146,271	9.18
Average daily attendance.....	196,795	15.75

During this two year period while the number of children in existence as recorded by the Census increased 66,638, the number of children enrolled in school increased 146,271. The increase in the average daily attendance representing both an increase in the number of children enrolled and in their regularity of attendance was 196,795.

This result was obtained in a State which in 1920, according to Table 2, was above the average in school attendance. *Would the proper enforcement of a school attendance law in your State give similar results?*

The People Through a State-wide Census of all Minors Should Provide for the Proper Accounting of the Greatest of Their Natural Resources—their Children

No great business is run without the help of accountants. Every dollar, every bit of material of value is carefully accounted for: Elaborate cost accounting systems make available to executives the facts that they need for their guidance. Waste is prevented.

When we deal with our most valuable asset—our children—we too often make no accounting. *In some States a child may never see the inside of a school and he will never be missed.*

The foundation of an adequate system of child accounting is a carefully worked out continuing State Census of all children. By making this Census State-wide, a uniform method of recording the existence of children is provided. Local communities are provided with exact knowledge of how many children they have both of school age and of pre-school age, and make this a basis for building programs and the intelligent determination of school plans. But most important of all, a permanent, continuing census of all school children is essential if every child is to be guaranteed an opportunity to attend school.

Is your State among those that have established a State-wide, permanent, continuing census of all children?

The People Through a State Law Should Guarantee All Children Instruction from Trained and Capable Teachers

This may be done by passing a State law placing the certification of teachers in the hands of the State Department of Education. This law should specifically set up the qualifications which every person must have before being granted a teacher's certificate—the privilege of instructing the next generation's citizens. The law should require from prospective teachers evidence of the following:

1. Good character—vouched for by responsible persons.
2. Physical health—vouched for by a licensed physician.
3. Satisfactory training—completion of a four-year high school plus normal school, or college graduation, or the equivalent.

All advanced Nations except the United States require that their teachers possess these qualifications. Some of the outstanding weak spots in our school systems and the Nation would be automatically corrected if more care were shown in the selection of those into whose hands is placed the training of the Nation's future citizens.

Does an adequate and properly administered law for the certification of teachers protect the children of your State from instruction by unprepared and incompetent teachers?

The People Through a State Law Should Require All Schools to Meet Certain Standards—Such as Conducting All Classes in the English Language

The welfare of the State and the Nation justifies the enactment of State laws requiring that all schools shall meet certain standards. The State should require that English be the basic language of instruction. All schools should give instruction in citizenship. An adequate health and physical educational program should be a part of the work of all schools.

Has your State set up standards vital to the Nation's welfare, that must be met by all schools?

The People Through an Adequate State Equalization Fund Should Make It Possible for all Local Districts, Without Levying an Unreasonably High Tax, to Maintain a School That Meets All State Requirements

Some States have failed in their efforts to guarantee all children an educational opportunity because of their failure to provide an adequate State Equalization Fund. The poorer districts in some States are unable to meet the minimum State requirements unless they levy an unreasonably high school tax. The tax limitation law often prevents the poorer districts from levying a tax sufficient to provide a school that meets State requirements. It is useless to say that a district must employ only trained and competent teachers when it is too poor to pay a salary that will attract such teachers. It is useless to say that a local district shall maintain a school term of eight months when it is too poor to do so wholly on its own resources. Yet unless these things and others are guaranteed in all school districts children will be denied reasonable educational opportunities. Illiteracy and similar defects will be the result. No State can afford to allow such defects to continue.

The existence of an adequate State Equalization Fund based on a tax of the wealth of

the whole State is fundamental to the equalization of educational opportunities. Some States have realized this. California, by a State-wide tax paid on public service corporations, that are exempted from local taxation, each year raises thirty dollars per child in attendance. The State Equalization Fund in this State in 1922 amounted to over \$17,000,000. Substantial State Equalization Funds are provided in New York and Wisconsin by a State-wide tax on incomes. *The creation of adequate school equalization funds is the first step in guaranteeing all children a fair educational opportunity and in removing our present outstanding National defects.*

Money for the State Equalization Fund Should be Collected by a Statewide Tax.

This tax should be levied on those new sources of wealth which modern civilization has produced. Income, inheritance, and business taxes should be the sources of future additions made to State Equalization Funds, rather than an extension of the property tax. Property should be left free from taxation by the State in so far as is possible to do so. It is sufficient to tax property in the local district.

Such a procedure will be a wholly new one in many States. It will involve a complete reorganization of the methods of obtaining money for the support of public enterprises. Such a complete reorganization is badly needed in most of our States. The sooner the people of the Nation grapple with this problem and effect an intelligent solution the sooner will many of our present governmental weaknesses disappear, among them the inadequate schools maintained in so many of our communities.

The problem of how to obtain through economical and just methods an adequate share of the Nation's great wealth for the support of public schools at present transcends all other educational issues. On its successful solution rests the continued progress of the Nation's schools. *No citizen can do the public school*

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, Columbia University.

system of his State a greater service during American Education Week than by informing himself on the issues that underlie the adequate support of our public schools. The progress that has been made in such States as New York, California, Maryland, and Wisconsin deserves the study of all citizens.

The State School Equalization Fund Should be Distributed Among the Local Districts in a Manner that Guarantees Every American Boy and Girl an Educational Opportunity

The creation of an adequate State Equalization Fund is not sufficient to guarantee equality of educational opportunity. Unless this fund is wisely distributed it will fail to accomplish its purpose.

No local district should be able to draw money from the State school fund until it has levied a reasonable local school tax, that is, has made an effort on its own resources to maintain schools that meet minimum standards.

In the State of Maryland, which has one of the best methods of distributing State school money that exists in the Nation, no county may receive State aid for its schools until it has levied a county school tax of sixty-seven cents on each one hundred dollars of its assessed valuation which the State legislature sets up as a reasonable school tax. When a county in Maryland has levied such a tax and is still unable to meet the State's minimum educational requirements, the State pays to it from the State Equalization Fund the difference necessary to maintain a standard school. The State of Maryland has not only specified certain minimum educational opportunities that shall be guaranteed all its children, but has made it possible for all districts to meet these requirements. Most of the States, however, do not possess an effective method of distributing such money as is available for the equalization of educational opportunities. The inequalities that mark the educational systems of most of our States are the result.

Has your State by the creation of an adequate State Equalization Fund, and by the adoption of a proper method of distributing this fund to the local districts, recognized this fundamental principle—the wealth of the State shall educate the children of the State regardless of where the wealth is located and where the children reside?

The People Through the State Should Maintain an Efficient State Department of Education

Every State should maintain an efficient staff of educational experts in its State Department of Education headed by the State Commissioner or Superintendent of public schools. The control of education under our governmental system legally rests in the hands of the State. The State delegates to the local community most of the work of maintaining schools. In thus delegating this duty, however, it should not neglect to see that all children in the State are guaranteed an educational opportunity through the enactment of laws such as have been enumerated. A State Department of Education is the instrument through which the will of the State should be carried out. The laws effecting education will be intelligently enforced if its State Department of Education is headed by a competent State Superintendent of Schools supported by an adequate staff of educational experts.

These leaders should have the training and experience that will qualify them to aid the local districts in making their schools more effective. The research and supervision so necessary to the efficiency and progress of our local school systems often will be absent unless provided under State auspices. This does not mean that the State should not continue to delegate to the local districts the duty of running their own schools. It does mean, however, that every State should exercise sufficient control in all districts so that no children in the United States will be denied the right to an education. It does mean that all States should provide a source of voluntary leadership in educational matters to which the local districts may look with confidence in their efforts to maintain effective school systems.

Has your State an efficient State Department of Education headed by a capable State Superintendent of public instruction, supported by a staff of trained and experienced educators?

HOW MAY THE PEOPLE STRENGTHEN THEIR SCHOOLS ACTING THROUGH THE LOCAL COMMUNITY?

Constant vigilance is the price we must pay if our public schools are to be efficient. No school law or administrative machinery can replace a real interest on the part of the citizens of the community in the welfare of their public schools. Many of our outstanding educational weaknesses will be corrected by the people acting through their local school boards.

All citizens should keep themselves informed as to conditions in their schools

The proper training of the children of the Nation requires a close cooperation between the home and school. This cooperation can exist only when parents are thoroughly familiar with school conditions.

Visit Your Schools

One of the best means of knowing what is being done is to visit the schools. At least once a year, every parent should visit the classroom in which his child is being instructed. Parents, principals and teachers will come to have a much better understanding of their common purposes as a result of these visits.

Have you Read the Last Report of Your Superintendent of Schools?

How many citizens read the annual report of their superintendent of schools? Here may be found authoritative information as to school conditions. The information concerning the schools which appears in the newspapers may have been selected because of its sensational value. The school news available even in the most reliable papers should be supplemented by the information provided in the report of the superintendent of schools.

Careful discrimination should be used in voting for members of the school board

Lack of interest in school elections too often allows individuals unworthy of the responsibilities involved to gain a place on the school board. The local school board determines the efficiency of a community's schools. This board exercises the ultimate authority in the determination of school policies and in the selection of the superintendent, teachers and other school officers. An efficient school board means that wise policies will govern the work of the schools. It means that care will be exercised in the selection of the superintendent

of schools and in his staff. It means that capable teachers will be placed in the classrooms and that modern school buildings will be provided at the lowest possible cost.

If the members of the school board are individuals who have "an ax to grind," if they are more interested in their own welfare than the welfare of the children, none of these things may be expected. Beware of the School Board candidate whose only platform is an intemperate criticism of the cost and conduct of the schools. Scrutinize the qualifications of the "grudge candidate," perhaps disgruntled because he has lost a school contract or because his child has had trouble with a teacher. Look for the candidate whose only interest is to make the school more efficient through constructive effort.

A citizen can render no more effective services to the schools of his community, than by seeing that capable, honest, unselfish men and women are placed on the school board.

See that a careful plan is in effect for the selection and retention of capable teachers

Few things exercise as strong an influence upon the efficiency of the schools of a community as the plan whereby teachers are selected.

The responsibility for selecting teachers should be delegated to the superintendent of schools and his staff by the board of education. Their training fits them to perform effectively this difficult educational function. If individual board members attempt to select teachers, favoritism rather than teaching ability too often determines the selection. The board should limit itself to see that the plan for selecting teachers is a good one, and that it is effectively applied by the superintendent of schools. The board member who insists that he must personally select the teachers of a school system is more often interested in the advancement of his own political welfare than in seeing that only capable teachers are employed.

School Boards should adopt a salary schedule that will attract and hold capable teachers

The payment of salaries to teachers can be justified on but one basis—they perform a valuable public service. The only sound justifi-

cation for the existence of a salary schedule is that it promises to improve the quality of service rendered by the teachers of the Nation to the children of the Nation.

The majority of all American cities and towns have recognized the wisdom of adopting salary schedules. Through a properly worked out salary schedule a School Board is enabled to:

1. Secure and retain an adequate supply of competent and desirable teachers.
2. Encourage growth and more efficient work on the part of all teachers.
3. Place the raising and expenditure of school money on a business basis.

Capable Teachers and School Officials Should be Guaranteed Tenure in Office

A number of States and many cities by adopting teacher tenure measures have recognized the desirability of guaranteeing continued employment to capable teachers. Few things can do more to keep competent people in the teaching profession than the adoption by Boards of Education of rules that will guarantee a community the continued services of the teachers who have demonstrated efficiency.

The lack of continuity of tenure in the office of Superintendent of Schools is one of the weakest links in the present conduct of our schools. A Nation-wide survey has just revealed that the tenure of the majority of the school superintendents of the Nation, is three years or less in any one community.¹ The continuance of this condition will greatly decrease the effectiveness of the public schools. Three years is too short a time for a superintendent to work out and put into effect in a community a carefully planned educational program. Lack of continuity, waste, and a confused teaching staff are the most likely results of a frequent change in the superintendent of schools.

Many School Boards are at present failing in their most important duty—the selection and retention in office over long periods of time of capable superintendents of schools. Those who would strengthen our schools can do so by insisting that Boards of Education exercise extreme care in the selection of the superintendent of schools and that they do all in their power to retain his services for a reasonable period of time.

¹ *The Status of the Superintendent*, Department of Superintendence, First Yearbook, National Education Association.

The People Should Consolidate Those School Districts that are too Small to Maintain a Modern School

The small local district with its one or two-teacher school comes down from an earlier time. Communication was slow and difficult, educational needs were simple and the little red school house served a great purpose. That day has passed. The small district capable of supporting but a one or two-teacher school is no longer effective. Where it exists in large numbers, poor teaching, school terms of but a few weeks, and illiteracy abound.

Educational progress in many States waits upon the time when modern, consolidated graded schools replace the obsolete, ineffective but expensive one and two-teacher schools.

In our cities such ineffective school plants are no longer tolerated. Their existence in thousands of rural communities need not be continued. Good roads have removed the greatest obstacle to school consolidation. There is no reason why the percentage of native-born illiteracy in rural communities should continue to be four times as high as in the cities.

What progress has been made in your State in replacing the expensive and ineffective one and two-teacher schools with modern consolidated schools?

Every Community Should Have a Carefully Planned School Building Program

Hit and miss methods are no longer adequate in providing school buildings, nor necessary. School building needs in some cities are predicted with great accuracy. Buildings are properly distributed to take care of present needs and to allow for probable growth in population. They are planned with the educational objectives of the city in mind. Nothing is guessed at that can be known.

There is no reason why the knowledge that is readily available of how to plan school building programs so that there will be the least possible waste of money and loss in school efficiency should not be applied in all cities. A Board of Education that fails to have such a plan worked out for its present and future guidance in housing the school children of the community is failing in an important duty.

Has your School Board a building program that promises to provide every child a seat in a modern school building at the least possible cost?

Can the Nation Afford an Adequate School System?

Weak spots in our present educational systems keep the public schools in many communities at a low level of efficiency. Millions of American children are being denied the opportunities that should be their birthright. The confession by over three million illiterate, native-born Americans in 1920 that they had had "no schooling whatever" proves the statement.

The weak links in our school system may easily be strengthened. The knowledge that we already have if put into action would in a decade obliterate every one of the weak spots that lower the efficiency of the public schools of many communities. "*Equality of opportunity in education for every American boy and girl*," can be made something more than a slogan.

The Nation's Wealth Is Adequate

Those who would hold back because of the

cost of good schools refuse to face the facts. No Nation in the world compares with the United States in wealth and income. School costs represent but an insignificant part of the Nation's annual income.

The cost of public schools represents a levy of less than one half of one per cent on the Nation's total wealth and requires less than two per-cent of the Nation's annual income. The cost of all public elementary and secondary schools in 1920 was less than seven per cent of the amount of money lying in the "savings accounts" of the Nation's people in 1921, a year when the recent business depression was most acute. These facts give little support to the contention that the wealth of the United States is inadequate to meet its school costs. A moderate degree of faith in the efficacy of the public school as an instrument of social progress would fully justify present-day school expenditures.

TABLE 24.—THE NATION'S WEALTH AND EDUCATIONAL EXPENDITURES

National wealth in 1920.....	\$250,578,155,336
National income in 1919.....	66,252,601,000
National income in 1920.....	70,000,000,000
Savings Deposits in 1921.....	16,618,595,000
Educational Expenditures in 1920.....	1,036,151,209

The estimate of National wealth in 1920 is based upon the last Census estimate of wealth, that of 1912, *Wealth, Debt and Taxation* Vol. 1, assuming that the increase between the eight years following 1912 was as great as between the years 1904 and 1912; see J. A. H. Keith, *Educational Opportunity as Related to School Revenue*, *Pennsylvania School Journal*, January, 1923, p. 194. The estimate given is probably conservative since other estimates of the wealth of the United States in 1920 place it at over \$350,000,000,000; see W. R. Ingalls, *Wealth and Income of the American People*, p. 310. National income in 1919 is the figure issued by the National Bureau of Economic Research in *Income in the United States*, National income in 1920 is independently estimated on the advice of one of the best informed economists at present working in the field. It is \$2,000,000,000 lower than an estimate recently made by the National Industrial Conference Board. The estimates of savings deposits for 1921 is that given in the *Journal of the American Bankers Association*, July, 1922, by Leo Day Woodworth. Educational expenditures include the cost of all public elementary and secondary schools according to the U. S. Bureau of Education, Bulletin, 1922, No. 29, p. 42.

THE SUM spent on education sounds "enormous." But when reduced to its lowest terms—the cost to each individual—it seems very small. Taking the country over, it is about 3 cents per person per day. It seems hardly fair to charge education with the excessive burden of which it is such a small part. We are able to give without "sorely taxing" our ability what is needed to provide adequate school advantages for all, if only we regard the education of our children as a primary duty of the State. It is a matter of priority of interest and not a question of ability.—*From Editorial in New York Times for September 10, 1923.*

The Burden of School Costs Did Not Increase During the War Decade

The percentage of the Nation's income devoted to education in 1918 and 1920 was practically the same as that expended in the years preceding our entrance into the World War. The figures in Table 25 give little support to the belief that there was a tendency for the relative burden of school costs to increase between 1910 and 1920.

It is true that school costs measured in dollars have increased in recent years. A dollar, however, no longer has its pre-war value. The inexorable effect of the depreciation of the dollar has not been felt by the school alone. The operating costs of commercial concerns have greatly increased as a result of the same factor. In order to command a day's labor in 1920, \$6.66 was necessary when \$3.00 would have obtained the same amount of labor in 1914 according to a study by the Russell Sage Foundation. The cost of building material similarly increased and requires double the expenditure per unit of construction.

¹ See Research Bulletin of National Education Association, March, 1923, p. 69 ff. for the complete tabulations upon which these figures are based.

The Purchasing Power of the Money Expended for Schools Was Less in 1920 Than in 1913

Public schools cost \$521,546,375 in 1913. In 1920 the public schools cost \$514,604,834, stated in 1913 dollars. Public school officials when they went out into the open market to buy human services and the material equipment necessary to maintain schools were \$6,941,541 poorer in 1920 than in 1913.¹

The decrease in the purchasing power of the money appropriated for the schools would have had a far less harmful effect if the purchasing power of the money available to other National groups had not increased. If the school superintendent, the manufacturer and the merchant had all lost equally in their ability to buy, the schools relatively would have been as well off as ever. But when the money at the command of the schools loses in purchasing power while that at the command of other institutions increases, the results are that the best human material goes into other fields of work than teaching and other buildings than schools get first call on labor and building materials.

TABLE 25.—NATIONAL INCOME AND SCHOOL COSTS

Year	National Income	Expenditures for education	Per cent of income spent for education
1	2	3	4
1910	\$31,400,000,000	\$426,250,434	1.36
1912	33,000,000,000	482,886,793	1.46
1914	33,200,000,000	555,077,146	1.67
1916	45,400,000,000	640,717,053	1.41
1918	61,000,000,000	763,678,089	1.25
1920	70,000,000,000	1,036,151,209	1.48

The National income estimates are those issued by the National Bureau of Economic Research in *Income in the United States*, except for 1920. This figure is independently estimated as explained in Table 24. It is two billions below the estimate of the National Income for 1920 given on page 30 of *Taxation and National Income*, recently issued by the National Industrial Conference Board. The educational expenditures are those officially issued by the U. S. Bureau of Education and include the cost of all public elementary and secondary schools.

WHILE IT is true that the educational budget has increased more rapidly than the population, it is not true that it has increased more rapidly than the wealth of the community. On the contrary, it may be affirmed, with little fear of contradiction, that from the economist's point of view the growth of prosperity in the United States as a whole has been so enormous as to make the proportion of educational expenditures to the real wealth of the community actually smaller than it was in past decades.—Eduin R. A. Seligman, *Trained Men*, December, 1921, page 205.

These very things have happened. Normal school presidents complain that they are getting a decreasing percentage of the most promising high school graduates to train for teaching, while millions of children are housed in temporary shacks or else attend school but part time each day. The school is being outbid all along the line.

At the Same Time Attendance Rapidly Increased

While the purchasing power of the total sum of money at the disposal of school executives decreased between 1913 and 1920, attendance increased 22 per cent. This is the same as ordering a manager of a manufacturing concern to increase output 22 per cent and then reducing the amount of labor and raw material at his disposal. The schools had more to do, but less to do with.

Changing School Conditions Make Greater Demands on the Schools

The whole tendency of modern life is to place greater burdens upon the school. Time was when the life of the farm furnished many educating influences to the Nation's children. Now much of the child's out-of-school time comes under the evil influence of the city streets unless the school steps into the breach with a play ground. The home is turning over many of its former responsibilities to the school. As a result, the school has an

ever increasing share of the job of raising the Nation's children. The complexity of modern life requires a longer and more careful training of the youths of the Nation than did the relatively simple life of the pre-industrial era. The part of this increased training and education that is gained in the school is growing each decade.

New Responsibilities Require Additional Expenditures

The amount of money placed at the disposal of school officials so long as present tendencies continue should show a gradual increase. This should not be merely a dollar increase. The total amount spent must represent an increase in purchasing power. More dollars that purchase less are no different than more rubles or more marks that purchase less. It is buying power that counts.

Decreasing the purchasing power of the school's money and increasing the school's work can have but one result—the school will become less and less efficient.

If the schools are to become more and more efficient in preparing the children of the Nation for successful citizenship, the ability of school officials to obtain capable teachers, and suitable school buildings and playgrounds must increase, not decrease with each decade.

WE SHOULD do publicly all those things which we can best do publicly. If greater returns can be obtained by using a dollar's worth of economic effort in collective public action than can be obtained by leaving it in the pockets of people to be privately spent, it is merely commonsense to spend that dollar collectively.

But the point is that we have run close, perhaps dangerously close, to the limit under our old forms of organization and with our obsolete machinery. The old forms creak and groan under the strain. The community is unable to distinguish clearly between the things it wants more and the things it wants less. As a consequence there is waste in the sense that we spend much public money for things that are not worth the cost, and refrain from spending public money for certain things we want very much indeed because of fear lest such expenditures may open the floodgates of indiscriminate public expenditures. There is a vast unfinished task of political and economic reorganization which must be attended to if we are to continue to increase public expenditures at the rate set during the last decade. The problem of educational finance is a part of this wide general problem. It cannot be solved satisfactorily until the general problem is solved. Some progress is being made toward a solution, and school men are among those who are in the front line of the battle. But the character and magnitude of the task is still only faintly perceived. The issue in the battle is perhaps the very life of democracy itself. We must then reconcile ourselves to a study of our political and governmental forms with the object of evolving new types of organization, which will make it possible to secure intelligent clear-cut decisions as to what the people really want in the way of education and other public activities.—*Department of Superintendence Year-Book, National Education Association.*

Can Society Meet the Cost?

Modern civilization has rapidly increased the percentage of the supply of human services and material available to the Nation after the elemental necessities—food, shelter, and clothing have been provided for. A larger and larger per cent of the Nation's income is available for those things that make life more liveable. The common man has things that the king of yesterday could not afford. If this were not true the United States would not be able to keep its 13,000,000 automobiles going.

It is, therefore, perfectly feasible to gradually increase the percentage of the Nation's income that goes for the higher things of life, few of which are more important than our schools. This is not only feasible, it is necessary, if the schools are to do more and more work for society and *do it well*.

Why Single Out the Schools for Short Rations?

If the Nation's productivity were actually decreasing there would be some justification for decreasing school costs. Then the whole Nation would have to go on short rations, the schools along with the rest. But the Nation's productivity increased more rapidly between 1914 and 1920 than did school costs. Measuring them *both* in dollars, National income increased 111 per cent from 1914 to 1920, while expenditures for all public elementary and high schools increased 87 per cent.

Let's Not Be Fooled

The demagogue who takes advantage of the fictitious increase in school costs that has resulted from the depreciation of the dollar, to berate the extravagance of schools—making no reference to the fact that school costs have increased no more rapidly than other costs—is no friend of the Nation. The politician who warns that school expenditures will “bankrupt the Nation,” while he neglects to mention that the Nation's income has increased more rapidly than school costs when both are measured in dollars—is more

interested in his own wellbeing than in that of the Nation's children. The rich man who sends his children to a private school—paying from \$1000 to \$2000 for one year's education, while he supports agencies that issue misleading statements about the cost of public education, which gives a year's schooling for less than \$100—is no champion of the public welfare.

Let's not be fooled by the fact that the school tax seems large because we pay for it all at once. We are paying larger amounts for less important things without complaining because the payments are made in small sums as we go about our daily lives.

When the increase in school costs seems large remember that the 15 cent magazine now sells for 35 cents. Remember that the loaf of bread that now costs 8 and 10 cents is none other than the old familiar 4 and 5 cent loaf. Consider what you get for your school taxes. Five hours of schooling for your child costs 40 cents. What does five hours at a motion picture show cost? Which is worth more?

All public elementary and high schools cost approximately 3 cents per day per person. Does the same expenditure in any other field bring as large a return? How often each day does everyone of us toss away many times 3 cents for benefits much less valuable than the maintenance of public schools, without even the hint of a wry face?

Consider Returns As Well As Costs

For \$450 a child is given six years of instruction in our best public schools in the fundamentals—resulting in the ability “to read and write and speak correctly the English language and to know and use the elementary processes of arithmetic.”¹

Six years of instruction in health and personal hygiene—the type of instruction that actually carries over into life and results in better care of the teeth and appreciation of the laws that govern the well being of the whole body—costs but \$12 a year, or \$72 in all.

¹ See *What the schools do in relation to what they cost*, Herbert S. Weet, Report of the Department of Superintendence, National Education Association, for the figures in this and subsequent paragraphs.

For \$12 a child receives a year's instruction in geography, history, and civics! These are taught in such a way that they lay the foundation for good citizenship. They give the child the ability to assume his share in the social, civic and industrial order of such a democracy as ours. What equal benefit can you purchase for your child for \$12? Yet some accuse the schools of extravagance.

A decrease in school costs must either be based upon a belief that the relative importance of the school as a constructive agency of modern life is decreasing or that in the past the school has enjoyed too much support. Both of these conclusions are out of accord with the facts.

Schools Do Not Receive an Unfair Share of Public Expenditures

The cost of public education represents but a small fraction of all public expendi-

TABLE 26.—EDUCATIONAL EXPENDITURES AND OTHER EXPENDITURES IN 1920

Expenditures for all Governmental Activities, except Education.....	\$8,884,614,781
Expenditures for Education 1920.....	1,036,151,209

Expenditures for all governmental purposes, including education in 1920, was \$9,920,766,000 according to *Taxation and National Income*, issued by the National Industrial Conference Board, New York City, page 14. The subtraction of school costs in the same year results in the figures given here. Expenditures for Education for 1920 taken from U. S. Bureau of Education Bulletin, 1922, No. 29, p. 42. Expenditures for both of the items given in this table are not available for years later than 1920. The National Industrial Conference Board estimates all governmental expenditures in 1921, including education, at \$9,373,595,000. No reliable figures as to the total cost of public education subsequent to 1920 are available. Just what changes have taken place in the relative amounts expended for the items listed in this table cannot, therefore, be stated at the present time. It can be stated with certainty, however, that educational expenditures in 1923 constituted a minor fraction of the total expenditures for public purposes.

tures. In 1920, the last year for which figures are available, but twelve cents out of every dollar expended for public purposes went for the maintenance of elementary and high schools. Is this too large a percentage to devote to a public service of such paramount importance to the Nation as the education of its children?

School Costs are Small When Compared With Other National Expenditures of Less Importance

The Nation each year spends vastly greater sums for purposes much less likely to advance the public welfare than education.

TABLE 27.—ESTIMATED ANNUAL EXPENDITURES FOR LUXURIES, 1920.

Candy.....	\$1,000,000,000
Tobacco.....	2,111,000,000
Soft Drinks.....	350,000,000
Perfumery and Cosmetics.....	750,000,000
Admissions to theatres, dues, etc.....	800,000,000
Ice Cream.....	250,000,000
Cakes, Confections, etc.....	350,000,000
Luxurious Services.....	3,000,000,000
Luxuries in hotels and restaurants.....	750,000,000
Luxurious food, etc.....	5,000,000,000
Joy riding, races, pleasure resorts, etc.....	3,000,000,000
Cost of Luxuries.....	\$17,361,000,000
School Expenditures.....	1,036,000,000

The figures as to the expenditures for luxuries are taken from a statement issued by the Treasury Department, June 11, 1920. The figures as to the cost of education are the same as those given in Table 26.

The food value of candy is high. Its consumption in large quantities probably makes life more liveable. Who would argue, how-

THE SAVAGE squanders his all and wastes the patrimony of the next generation in a single feast. The inheritor of his culture squanders billions annually on superfluous automobiles, loads his women with the spoils of a province, and gets his only form of approximate intellectual satisfaction from the weekly devastation of many square miles of woodland. It is useless merely to deplore the evils of the day and worse than useless to attempt to regulate them by taxation or other forms of legal control. In the end, our billions of luxurious waste will be saved only by generating in the masses a culture which seeks more rational enjoyment and which eventuates in a better sense of values. That seems to me exactly as vital an economic and social problem for the liberal arts as was identification and control of the germ of yellow fever an economic and social problem for the student of biological science. The problem can be solved, first, by equipping teachers for the secondary school with the actual culture which they are intended to impart and, second, by developing and training students of distinction for the production of genuinely cultural material for popular reading.—Henry Clinton Morrison, *The Readjustment of Our Fundamental Schools*, *The School Review*, Sept. 1923.

ever, that the billion spent annually for candy brings as much benefit to the Nation as does the billion spent for education?

Twice as much money was spent for tobacco in 1920 as for the support of all public elementary and secondary schools. One may not wish to deny tobacco to adults who feel able to pay for it and who gain satisfaction from its use; but who would care to argue that the general good is advanced as far by the expenditure of \$2,000,000,000 for tobacco each year as it is by the expenditure of \$1,000,000,000, for education?

A Nation's Resources May Be Expended Wisely or Unwisely

A certain percentage of a Nation's resources must always go to the provision of the primary necessities of life—food, shelter, and clothing. Modern civilization has lifted man above the place when all of his energy must be expended in providing these necessities. A large supply of human energy and the products of human energy exist above and beyond that necessary to provide the mere necessities of life. The destiny of a Nation is determined by the wisdom which it shows in the use of this surplus. It may be used for the provision of great armaments, for the construction of good roads, for the provision of gladiatorial contests, for the maintenance of schools, or for any of a thousand institutions capable of satisfying human wants.

The Support of the Public School Is a Wise Expenditure

Among those purposes for which a Nation may expend its resources, none promises a greater return in worthy human satisfaction

than does the public school. No Nation is better able to support adequate public schools than the United States.

The public school, supported and controlled by all the people, free and open to all children, subservient to no race, sect, or political group, is America's greatest contribution to modern civilization. It is the keystone to the Nation's remarkable progress. It holds the best promise for future development.

Let's Face the Facts

The issue is one of priority, not of ability. Our resources are sufficient to give us everything we want in public education, if we decide intelligently what we want and want it badly enough. The problem is one of social values and choices.

Does the Nation want race-tracks more than it wants adequate playground facilities? Are we more anxious to provide an unlimited supply of pleasure-cars than we are to provide buses to carry children to schools made effective through consolidation? Do billions spent for "luxurious food" bring greater dividends than thousands spent to provide the children in slum sections with enough food so their starved bodies will respond to the efforts of the teacher? These are the choices that must be made.

When we face the facts, there is but one choice that we can make and be true to the welfare of the Nation. That choice is adequate support for our public schools.

We have the knowledge which put into use will make all schools good schools. We can afford to give every American boy and girl the educational opportunity that will best develop their capacities. Are we going to do it?

IF WE believe that the American ideal which suggests that every individual should have an opportunity for making the most of himself is more important than amassing wealth, more important than any other governmental enterprise, then we shall certainly support our schools. . . . We must seek to develop that standard of values which places opportunity for individual growth and development above any other good which can be secured. We must help our public to stand fast and to work, yes, even to sacrifice, in order that the day may come in America when there shall be guaranteed to all "a fair start and an equal chance in the race of life."—George D. Strayer, *Journal of Education*, November, 1923.

Do Good Schools Pay?

What evidence is there that it pays to maintain good schools? There is much. The resourcefulness and initiative which the American soldier showed in the last war was to no small degree dependent upon his superior education. The helplessness of Russia's illiterate horde was an object lesson to all the world.

It has long been assumed that superior education similarly increased effectiveness in times of peace. Superior accomplishment in practically every line of human endeavor is an accompaniment of superior education. Those of superior education have a far greater chance of achieving marked success in life. A recent study gives the following typical results:

EDUCATION AND CHANCE OF ACHIEVING DISTINCTION

Amount of education	Chance of achieving distinction
Without education	1 in 161,290
8th grade education	1 in 40,841
High school education	1 in 1,606
College education	1 in 173

The figures in this table were taken from a study by George P. Hambrecht and J. G. Childs, Sheboygan Vocational School, Madison, Wisconsin.

The man with a college education has more than 900 times the chance of achieving success than has the man without education.

What Returns are the States Receiving that Had Good School Systems a Generation Ago?

The facts indicate that the States that have maintained good school systems are reaping large returns on their investment. The evidence comes from a study of the relationship between school efficiency and the degree to which the people of a State possess the desirable qualities often credited

to the influence of good schools. Let us first consider the relative standing of the school systems of the several States a generation ago.

What Was the Rank of the States in Public School Efficiency a Generation Ago?

Table 30 shows in column two the efficiency of the school systems of the States in 1900 as measured by Ayres' Index. Ayres' Index is a simple method whereby the effectiveness of the school systems of the States may be compared. This index rates a school system on the following ten points:

1. Per cent of school population attending school daily.
2. Average days attended by each child of school age.
3. Average number of days schools were kept open.
4. Per cent that high school attendance was of total attendance.
5. Per cent that boys were of girls in high schools.
6. Average annual expenditure per child attending.
7. Average annual expenditure per child of school age.
8. Average annual expenditure per teacher employed.
9. Expenditure per pupil for purposes other than teachers' salaries.
10. Expenditure per teacher for salaries.

The standing of a State in these ten items is combined in a single figure. The ratings thus obtained for the several States in 1900 are given in column two, of Table 30. The rank of the States in public school efficiency is given in column five. This ranking roughly indicates the relative efficiency of the school systems of the States a generation ago, when our present adult population was in school.

THIS GREAT conception of America that every man should be given an equality of opportunity to take that position in the community to which he is entitled by virtue of his character and ability, is the keystone of our structure. We must preserve it as the most precious thing we possess, for when all is said and done the finer flowers of civilization do not grow from the cellars of poverty any more than they grow from the palaces of extravagance. They grow from bettering the comfort and well-being of the whole of great peoples.—Herbert Hoover, Secretary of Commerce in the "Nation's Business," June 5, 1923.

Good Schools Produce a Citizenry in Which the Level of Educational Attainment is High

The percentage of the native-born, white population that is literate is a rough indication of the general level of educational attainment of a State. Column three of Table 30 gives the percentage of literacy among the native-born, white population of each State in 1920. The rank in literacy of each State is given in column six.

There is a close agreement between the efficiency of a State's public school system a generation ago and the level of educational attainment of its citizens today.

The States whose school systems ranked high a generation ago, rank high today in the percentage of literacy and the States whose schools were poor a generation ago rank low in the percentage of literacy. The five States that ranked highest in school efficiency in 1900 have an average percentage of literacy in the native-born, white population of 99.6. The five States lowest in public school efficiency have a percentage of literacy of 94.6. Or stated in terms of illiteracy, the five States that have maintained poorest school systems have 13 times as high a percentage of illiteracy among their native-born, white population as do the five States that have maintained the best school systems.

TABLE 28.—SCHOOL EFFICIENCY AND LITERACY

States	Rank in school efficiency according to Ayres' Index 1900	Per cent of native-born population Literate in 1920
<i>I</i>	<i>2</i>	<i>3</i>
Massachusetts.....	1	99.6
New York.....	2	99.5
District of Columbia.....	3	99.7
California.....	4	99.6
Connecticut.....	5	99.6
Arkansas.....	45	97.9
Mississippi.....	46	96.4
South Carolina.....	47	93.5
Alabama.....	48	93.7
North Carolina.....	49	91.8
Average of five States with best school systems.....		99.6
Average of five States with poorest school systems.....		94.6

Is the level of educational attainment in your State as measured by the percentage of literacy among the native-born, white population as high as it should be?

Good Schools Produce a Citizenry Which Keeps Itself Informed on Public Affairs.

To be well informed, a citizen must not only be able to read, he must use that ability. The circulation in a State of the Literary Digest, because of the character of this magazine, may be accepted as a rough indication of the efforts of the people of that State to keep themselves informed on questions of the day.

Table 30 in column four gives the percentage that the circulation of the Literary Digest is to the population of the several States. A comparison of the rank of the States in educational efficiency in 1900 and the circulation of the Literary Digest today may be made using the figures in columns five and seven.

Those States that ranked high in public school efficiency a generation ago, rank high in the percentage of Literary Digest circulation, and vice versa.

The average percentage of Literary Digest circulation to population in the five States with the best school systems in 1900 is 2.11 in the five States with the poorest school systems it is .66, or less than one-third of the former.

TABLE 29.—SCHOOL EFFICIENCY 1900 AND LITERARY DIGEST CIRCULATION 1922

States	Rank in school efficiency	General information in public affairs—per cent of Literary Digest circulation to population
<i>I</i>	<i>2</i>	<i>3</i>
Massachusetts.....	1	1.49
New York.....	2	1.20
District of Columbia.....	3	3.51
California.....	4	2.83
Connecticut.....	5	1.54
Arkansas.....	45	.66
Mississippi.....	46	.57
South Carolina.....	47	.60
Alabama.....	48	.63
North Carolina.....	49	.78
Average of five States with best school systems.....		2.11
Average of five States with poorest school systems.....		.66

Are the citizens of your State as well informed on public affairs as those of other States?

TABLE 30.—PUBLIC SCHOOL EFFICIENCY, GENERAL LEVEL OF EDUCATIONAL ATTAINMENT AND INFORMATION ON PUBLIC QUESTIONS

States	PUBLIC SCHOOL EFFICIENCY according to Ayres' Index 1920	EDUCATIONAL ATTAINMENT measured by percentage of white native-born population literate 1920	INFORMATION ON PUBLIC QUESTIONS measured by per cent that circulation of Literary Digest is of population	Rank in public school efficiency (Column 2)	Rank in educational attainment (Column 3)	Rank in information on public questions (Column 4)
1	2	3	4	5	6	7
United States	33.68	98.0	1.287			
Alabama	19.50	93.7	.627	48	43	47
Arizona	30.17	97.9	1.876	32	33	11
Arkansas	20.99	95.5	.661	45	39	45
California	43.80	99.58	2.831	4	14	2
Colorado	41.59	98.6	1.992	8	28	10
Connecticut	43.13	99.59	1.540	5	13	15
Delaware	30.10	98.2	1.430	33	32	21
District of Columbia	44.90	99.675	3.506	3	2	1
Florida	22.45	97.1	1.472	40	35	19
Georgia	21.54	94.5	.631	44	41	46
Idaho	29.25	99.678	2.144	34	3	7
Illinois	37.18	99.2	1.240	13	25	30
Indiana	36.33	98.7	1.409	16	27	23
Iowa	34.49	99.505	1.419	23	16	22
Kansas	31.54	99.4	1.340	31	19	25
Kentucky	25.23	93.0	.706	36	45	44
Louisiana	21.55	89.5	.880	43	48	41
Maine	33.70	98.4	1.731	27	30	13
Maryland	35.49	98.22	1.147	19	31	34
Massachusetts	49.52	99.612	1.490	1	9	17
Michigan	35.60	99.33	1.282	18	21	27
Minnesota	35.41	99.57	1.438	21	15	20
Mississippi	20.89	96.4	.573	46	38	49
Missouri	31.65	97.09	1.078	30	36	37
Montana	39.51	99.67	2.137	10	4	8
Nebraska	36.11	99.60	1.486	17	12	18
Nevada	42.37	99.64	2.679	7	8	3
New Hampshire	33.82	99.3	1.782	26	22	12
New Jersey	40.26	99.42	1.277	9	18	28
New Mexico	24.86	88.4	1.110	37	49	35
New York	46.57	99.5	1.195	2	17	32
North Carolina	17.51	91.8	.778	49	47	43
North Dakota	34.83	99.61	1.252	22	7	29
Ohio	37.34	99.1	1.615	12	26	14
Oklahoma	23.27	97.7	1.074	39	34	39
Oregon	32.04	99.622	2.295	28	10	5
Pennsylvania	36.97	99.25	1.347	15	24	24
Rhode Island	43.05	99.3	1.225	6	23	31
South Carolina	20.75	93.5	.600	47	44	48
South Dakota	33.99	99.620	1.330	25	11	26
Tennessee	22.23	92.7	.779	41	46	42
Texas	24.43	96.96	1.088	38	37	36
Utah	37.51	99.658	2.000	11	5	9
Vermont	35.44	98.5	1.534	20	29	16
Virginia	21.69	94.1	.997	42	42	40
Washington	37.14	99.71	2.371	14	1	4
West Virginia	27.07	95.4	1.076	35	40	38
Wisconsin	34.31	99.35	1.158	24	20	33
Wyoming	31.91	99.657	2.276	29	6	6

The standing of the States in public school efficiency as given in column 2 was determined by using the method given in "An Index Method for States School Systems," Leonard P. Ayres, Russell Sage Foundation. See page 299 for a brief description of this method.

The percentages given in column 3 are taken from Vol. III, 1920 census.

The figures given in column 4 were obtained by dividing the circulation figures of the Literary Digest as given in *The Work They Do and Where They Live*, 1922 Circulation analysis, the Literary Digest, p. 27, by the total population.

The ranking of the States in columns 5, 6, and 7 is based upon the figures given in columns 2, 3 and 4.

THE GREATEST obligation that any generation owes is the obligation that it owes to the next generation. That obligation we discharge through the function of education.—*Payson Smith, Idaho Teacher, January, 1923, page 220.*

Good Schools and a High Level of General Intelligence Go Together

The results of the army intelligence test give data whereby the States may be compared as to the general intelligence of their white male adult population. In column three of Table 33 is given the average score made by the white troops of each State on the Army Alpha intelligence test.

The rank of a State in public school efficiency in 1900 as given in Table 33 column five may be compared with the rank of its white troops in the army intelligence tests given in column six.

Those States that had good school systems in 1900 made high scores in the army intelligence test. How much one is the cause of the other may be disputed, but that there is some relationship few would deny. The five States with the best school systems in 1900 made an average score of 73.3 on the army intelligence test; the five States with the poorest school systems made an average score of 43.9. Men making scores of 73 in the army test were classified as having "average intelligence." Men making scores of 44 were classified in a lower group designated as "low average intelligence." In short the difference between a score of 73 and 44 in the intelligence test was recognized in the army as a significant difference.

TABLE 31.—PUBLIC SCHOOL EFFICIENCY AND GENERAL INTELLIGENCE

States	Rank in public school efficiency	Average score of white troops in general intelligence 1918
1	2	3
Massachusetts.....	1	71.6
New York.....	2	64.5
District of Columbia...	3	78.8
California.....	4	78.1
Connecticut.....	5	73.6
Arkansas.....	45	41.6
Mississippi.....	46	41.2
South Carolina.....	47	47.4
Alabama.....	48	46.3
North Carolina.....	49	43.2
Average five States with best school systems.....		73.3
Average five States with poorest school systems.....		43.9

Was the general intelligence of the white troops of your State as high as it might have been?

The States With Good Schools Have Produced the Largest Percentage of the Nation's Leaders

The book known as *Who's Who* lists the names of most of the Nation's leaders—men and women who have gained prominence in various fields of National endeavor.

Column four of Table 33 gives the percentage of the population of the States in 1870 that is now listed in *Who's Who*. Most of the men and women in *Who's Who* were born in the decade following 1870, and we may assume that for most part they were educated in the schools of their native State, the efficiency of which between 1890 and 1900, when these men and women were in school, is indicated in column two.

A comparison of the rankings of the States in public school efficiency and in the percentage of their population listed in *Who's Who* may be made, using the figures in columns five and seven.

Those States that maintained the best school systems when the men and women of today were in school have produced the largest percentage of the Nation's leaders, while those that maintained the poorest schools have produced few leaders.

The five States with the best school systems in 1900 have .11 per cent of their population in 1870 in *Who's Who*, while the five States with the poorest schools have but .03 per cent of their 1870 population in *Who's Who*, or approximately one-fourth of the former.

TABLE 32.—PUBLIC SCHOOL EFFICIENCY AND THE PRODUCTION OF MEN AND WOMEN OF LEADERSHIP

States	Rank in public school efficiency	Percentage of population in 1870 now in Who's Who
1	2	3
Massachusetts.....	1	.14
New York.....	2	.08
District of Columbia...	3	.15
California.....	4	.05
Connecticut.....	5	.11
Arkansas.....	45	.02
Mississippi.....	46	.02
South Carolina.....	47	.03
Alabama.....	48	.03
North Carolina.....	49	.03
Average of five States with best school systems.....		.11
Average of five States with poorest school systems.....		.03

Is your State producing its proper share of the Nation's leaders?

TABLE 33.—PUBLIC SCHOOL EFFICIENCY, GENERAL INTELLIGENCE AND LEADERSHIP IN NATIONAL AFFAIRS

States	PUBLIC SCHOOL EFFICIENCY measured by Ayres' Index 1900	GENERAL INTELLIGENCE measured by score of native whites in army intelligence test	LEADERSHIP IN NATIONAL AFFAIRS measured by percentage of population in Who's Who	Rank in public school efficiency (Column 2)	Rank in general intelligence (Column 3)	Rank in leadership in National affairs (Column 4)
1	2	3	4	5	6	7
United States	33.68	60.6	.0558			
Alabama	19.50	46.3	.0264	48	42	40
Arizona	30.17		.0828	32		11
Arkansas	20.99	41.6	.0183	45	46	46
California	43.80	78.1	.0535	4	4	27
Colorado	41.59	69.7	.1179	8	10	4
Connecticut	43.13	73.6	.1131	5	6	5
Delaware	30.10	50.0	.0655	33	38	16
District of Columbia	44.90	78.8	.1495	3	3	1
Florida	22.45	59.4	.0239	40	28	43
Georgia	21.54	42.2	.0240	44	45	42
Idaho	29.25	73.5	.0466	34	7	32.5
Illinois	37.18	63.8	.0518	13	22	29
Indiana	36.33	56.1	.0466	16	34	32.5
Iowa	34.49	64.4	.0544	23	18.5	24
Kansas	31.54	63.9	.0485	31	21	30
Kentucky	25.23	41.5	.0354	36	47	34
Louisiana	21.55	45.2	.0211	43	43	45
Maine	33.70	67.0	.0867	27	14	10
Maryland	35.49	56.2	.0610	19	33	20
Massachusetts	49.52	71.6	.1392	1	9	2
Michigan	35.60	63.3	.0543	18	23	25
Minnesota	35.41	64.0	.0614	21	20	19
Mississippi	20.89	41.2	.0224	46	48	44
Missouri	31.65	59.5	.0353	30	27	35
Montana	39.51	68.5	.0631	10	11	17
Nebraska	36.11	66.2	.0878	17	15	9
Nevada	42.37	64.4	.0470	7	18.5	31
New Hampshire	33.82	61.9	.1055	26	25	6
New Jersey	40.26	48.7	.0605	9	39	21
New Mexico	24.86	60.0	.0087	37	26	47
New York	46.57	64.5	.0763	2	17	13
North Carolina	17.51	43.2	.0328	49	44	37.5
North Dakota	34.83	57.1		22	30	
Ohio	37.34	67.3	.0665	12	13	14
Oklahoma	23.27	52.5		39	36	
Oregon	32.04	79.9	.0604	28	1	22
Pennsylvania	36.97	65.1	.0536	15	16	26
Rhode Island	43.05	62.9	.0666	6	24	8
South Carolina	20.75	47.4	.0328	47	40	37.5
South Dakota	33.99	58.3	.1339	25	29	3
Tennessee	22.23	47.2	.0283	41	41	39
Texas	24.43	50.9	.0246	38	37	41
Utah	37.51	72.2	.0806	11	8	12
Vermont	35.44	67.5	.0971	20	12	7
Virginia	21.69	56.3	.0534	42	32	28
Washington	37.14	79.2	.0626	14	2	18
West Virginia	27.07	55.6	.0334	35	35	36
Wisconsin	34.31	56.5	.0578	24	31	23
Wyoming	31.91	77.8	.0658	29	5	15

The standing of the States in public school efficiency as given in column 2 was determined by using the method given in "An Index Method for States School Systems," Leonard P. Ayres, Russell Sage Foundation. See page 299 for a brief description of this method.

The scores given for the States in column 3 are calculated from the distributions of the scores made by native white troops in the Army Intelligence examinations as given in table 200 in *Memoirs National Academy of Sciences*, Vol. XIV, 1921, p. 682.

The figures in column 4 were obtained by dividing the total population of the State in 1870 into the total number of persons native to that State listed in *Who's Who in America*, 1923.

The ranking of the States in columns 5, 6, and 7 is based upon the figures in columns 2, 3, and 4.

WITHIN THE last quarter of a century we have come to see, with a clearness of vision not approached before, that education is our nation's greatest constructive tool, and that the many problems of national welfare which education alone can solve are far greater than the school masters of two or three decades ago dreamed.—E. P. Cubberley, *Public Education in the United States*, p. 10.

The Workers of the States That Have Maintained Good School Systems Earn More Per Capita

Table 36 gives in column three the income per person gainfully employed according to the latest figures available. A comparison of the rank of the States in income per capita with the rank of their school systems in 1900 may be made, using the figures of columns five and six.

The figures show that the men and women of the States with good school systems are generally receiving much higher returns for their work. The average earnings per worker in the five States with the best school systems is \$994.20, while that of the five States with the poorest school systems is \$516.46, or little more than half as much.

TABLE 34—SCHOOL EFFICIENCY AND EARNING POWER

States	Rank in school efficiency 1900	Amount earned by each person working 1920
1	2	3
Massachusetts.....	1	\$976.58
New York.....	2	1,079.98
District of Columbia.....	3	1,025.53
California.....	4	978.45
Connecticut.....	5	910.45
Arkansas.....	45	\$509.43
Mississippi.....	46	469.94
South Carolina.....	47	603.12
Alabama.....	48	468.22
North Carolina.....	49	531.58
Average of five States with best school systems.....		\$994.20
Average of five States with poorest school systems.....		\$516.46

Is the earning power of the workers of your State lower than it should be?

THERE IS another change more fundamental than any of those mentioned heretofore, the development of education, which is one of the most remarkable revolutions that has taken place in American life.

This wide spread development in education has distinct significance: In the first place, our earning power is being augmented; more people are earning money with which to buy merchandise. In the second place, there is an increasing appreciation of good merchandise; a greater number have increased ability to understand such a message as you have to give them, to understand the value of paint, to understand differences in quality. In the third place, it means that the number of people who can be reached with a printed message is vastly increased.

Up to the present time only a relatively small part of the population has been able to get enough impact from a printed message to be vitally influenced by it. A great many people do not read at all. Some people who do read have not sufficient intelligence to get an impulse from it which is strong enough to lead to action. These people buy through imitation, or they buy what merchants urge upon them, or their more intelligent neighbors recommend. But every year our schools are turning out a larger number of people who can think for themselves and to whom you can appeal with your message in a way which will enable you to build markets.—

Charles C. Parlin, *Merchandising in 1922*, Curtis Publishing Company.

The Savings Per Worker Are Highest in Those States That Have Maintained Good School Systems

The total savings bank account per worker by States is given in column four of Table 36. The rank of the States in thrift is given in column seven. By comparing these ranks with the State's rank in school efficiency the correspondence between the two may be estimated.

The figures show that workers in those States that have maintained the best school systems generally have substantially larger savings accounts. The average amount of the savings account of the workers in the five States with the best school systems in 1900 was \$378.39, while that of the five States with the poorest school systems was only \$46.44, or less than one-eighth of the former.

TABLE 35—SCHOOL EFFICIENCY AND THRIFT AS MEASURED BY SAVINGS DEPOSITS

States	Rank in public school efficiency 1900	Account in a savings bank per person gainfully employed (1921)
1	2	3
Massachusetts.....	1	\$480.89
New York.....	2	418.05
District of Columbia.....	3	131.55
California.....	4	394.91
Connecticut.....	5	466.58
Arkansas.....	45	\$27.09
Mississippi.....	46	39.63
South Carolina.....	47	71.32
Alabama.....	48	37.65
North Carolina.....	49	56.53
Average of five States with best school systems.....		\$378.39
Average of five States with poorest school systems.....		\$46.44

TABLE 36.—PUBLIC SCHOOL EFFICIENCY, EARNING POWER AND THRIFT

States	PUBLIC SCHOOL EFFICIENCY according to Ayres' Index 1900	EARNING POWER measured by yearly income per person gainfully employed 1919	THRIFT measured by account in Savings Bank per person gainfully employed 1921	Rank in school efficiency (Column 2)	Rank in earning power (Column 3)	Rank in thrift (Column 4)
1	2	3	4	5	6	7
United States	33.68	800.73	\$200.00			
Alabama	19.50	468.22	37.65	48	49	47
Arizona	30.17	868.18	99.07	32	19	24
Arkansas	20.99	509.43	27.09	45	46	49
California	43.80	978.45	394.90	4	6	7
Colorado	41.59	803.33	137.75	8	22	25
Connecticut	43.13	910.45	466.58	5	11	3
Delaware	30.10	986.92	211.89	33	5	17
District of Columbia	44.90	1025.53	131.54	3	3	26
Florida	22.45	540.68	88.28	40	42	35
Georgia	21.54	531.08	55.05	44	44	43
Idaho	29.25	799.46	75.07	34	23	38
Illinois	37.18	957.07	181.44	13	10	20
Indiana	36.33	722.67	121.19	16	27	29
Iowa	34.49	887.22	250.06	23	16	11
Kansas	31.54	762.74	78.89	31	24	37
Kentucky	25.23	515.18	60.17	36	45	41
Louisiana	21.55	564.69	84.82	43	40	36
Maine	33.70	721.32	374.16	27	28	8
Maryland	35.49	862.44	241.10	19	20	12
Massachusetts	49.52	976.58	480.88	1	7	2
Michigan	35.60	891.66	217.96	18	15	15
Minnesota	35.41	738.63	253.36	21	25	10
Mississippi	20.89	469.94	39.62	46	48	46
Missouri	31.65	665.66	102.07	30	35	32
Montana	39.51	667.06	176.17	10	34	22
Nebraska	36.11	898.28	119.41	17	14	30
Nevada	42.37	1029.51	208.37	7	2	18
New Hampshire	33.82	730.88	419.12	26	26	5
New Jersey	40.26	959.04	269.44	9	9	9
New Mexico	24.86	549.73	52.33	37	41	44
New York	46.57	1079.98	418.04	2	1	6
North Carolina	17.51	531.58	56.52	49	43	42
North Dakota	34.83	708.01	216.49	22	31	16
Ohio	37.34	857.98	184.39	12	21	19
Oklahoma	23.27	715.90	51.93	39	29	45
Oregon	32.04	871.10	123.30	28	18	27
Pennsylvania	36.97	880.14	222.00	15	17	14
Rhode Island	43.05	899.12	452.87	6	13	4
South Carolina	20.75	603.12	71.32	47	38	39
South Dakota	33.99	904.72	240.74	25	12	13
Tennessee	22.23	482.20	62.41	41	47	40
Texas	24.43	706.02	35.57	38	32	48
Utah	37.51	700.76	141.61	11	33	23
Vermont	35.44	655.52	483.50	20	36	1
Virginia	21.09	566.14	101.90	42	39	33
Washington	37.14	967.46	119.20	14	8	31
West Virginia	27.07	605.24	121.90	35	37	28
Wisconsin	34.31	708.60	180.42	24	30	21
Wyoming	31.91	1015.25	138.31	29	4	24

The standing of the States in public school efficiency as given in column 2 was determined by using the method given in "An Index Method for State School Systems," Leonard P. Ayres, Russell Sage Foundation. See page 299 for a brief description of this method.

The earning power of the States, column 3 was determined by taking the total income of each State as reported in *Distribution of Income by States in 1919*, National Bureau of Economic Research, and dividing this figure by the total number of persons gainfully employed according to the 1920 Federal census.

The thrift of the States, column 4, was determined by dividing the total amount on deposit in savings accounts by States as reported for 1921 in the *Journal of the American Bankers Association*, July 1922, Leo Day Woodworth, by the number of persons gainfully engaged according to the 1920 Federal Census.

The ranking of the States in columns 5, 6, and 7 is based upon the figures given in columns 2, 3, and 4.

Not only do the workers earn more in the States that have offered superior educational advantages, but they save a larger proportion of their earnings. The total savings bank account of the worker in the five States with the best school systems is 38 per cent of what they earn in one year; in the five States with the poorest school systems it is only 9 per cent.

Are the citizens of your State saving a proper share of their earnings?

Good Schools Are An Important Factor in Social Progress

The factors that combine to produce in a State a citizenry that is intelligent, well informed, effective economically, and thrifty are too complicated to be measured with exactness. Few would account for the wide differences that exist in the States in such qualities as these wholly on the basis of differences in the efficiency of the school systems that they have maintained. The States differ as to natural resources, makeup of population, climate, and tradition to mention but a few of the other factors that intermingle in a complexity that defies analysis. That education is an important factor in the total situation, however, few would deny. Perhaps its influence is too often underestimated. What has enabled Massachusetts to maintain its leadership in so many directions in spite of the hordes of uneducated immigrants that she has had to assimilate? Why does each worker in this State with comparatively meagre natural resources earn nearly \$1000 a year while the workers of a State such as Alabama, rich in natural resources, earn less than half as much? May not the faith in education that has been a tradition of Massachusetts from the first be as good an explanation as any?

The School's Part Need Not Be Exaggerated

But there is no necessity of being extravagant about the claims that are made for the public school. Even a small degree of faith in its efficiency as an instrument of

social progress will fully justify the share of the Nation's income which is allotted to education. Is not the work the school does in teaching the great mass of the population how to read and write, alone worth not one, but several billion dollars a year? If the number of great leaders that a State produces in a century could be increased by but one Roosevelt by maintaining good rather than poor schools, would the better schools not have justified their increased cost? If the number of intelligent, right-minded citizens could be increased by but ten per cent by the maintenance of efficient schools in all American communities, rather than in part of them, would not their maintenance be wise? If the economic productivity of the Nation's workers could be increased by *one-twentieth* by giving *all* American Children a fair educational opportunity—thereby adding three billion dollars to the Nation's yearly income—would not the schools more than pay for themselves?

A conservative interpretation of the facts that have been presented fully justifies a belief in the ability of the schools to accomplish just such things.

Can any other institution, private or public which the people support promise greater real dividends—a larger return on capital invested—than the public schools?

Good Schools Do Pay!

Good schools do pay! They pay enormous dividends in things that are lasting and that mean most in the Nation's real advancement. Not only do they pay a people in such measureable qualities as literacy, intelligence, and greater earning power, but they pay even greater dividends in unmeasured values. A good school system, offers to everyone who will take it the intellectual heritage of the ages; it frees him from the grip of superstition and fear; it enlarges his interests; it deepens his appreciation for beauty, for truth, and for mankind; and it inspires him with a desire for service; and gives him power to carry out this desire.

Can any institution promise more?

THE TEACHER AND PROGRESS

IT IS not too much to say that the need of civilization is the need of teachers. The contribution which they make to human welfare is beyond estimation. In our own country this service was never better performed than at the present day. The earnest conscientious men and women, running from the head of the great university down to the kindergarten, represent a force for good which is immeasurable. The influence which they create for better things, the inspiration which they give for higher ideals, are the chief contributing force to the stability of society and the march of progress.—
Calvin C. Coolidge.

THE AMERICAN LEGION AND EDUCATION

“UPON THE advancement of American education depends the destiny of the American Nation. Let none mistake this fact, for it is not to be denied. * * * Legionnaires know that the advancement of American education is the greatest of patriotic services they can render and upon that knowledge they take action. The American Legion comprises more than eleven thousand posts established in practically all the communities of America, and with its auxiliary it embraces a membership of over a million men and women. It has done much for American education. It will do more.”—*Alvin M. Owsley, National Commander, The American Legion.*



Y FLAG--born in the days of revolution--baptized in the days of civil strife, rededicated to the cause of human freedom in the great world conflict; in peace and war it has ever floated as the symbol of liberty and justice. May its stars never grow dim, and its stripes never fade. And may the children in the schools over which it shall float be so taught to love justice, to hate evil, and to do good, that they may forever protect the flag and the ideals for which it stands.—*Randall J. Condon, Superintendent of Schools, Cincinnati.*