

A SURVEY OF STATE SCHOOL SYSTEMS OF
THE UNITED STATES

By

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Contributions of the Graduate School
Indiana State Teachers College
Number 97

Submitted in Partial Fulfillment
of the Requirements for the
Master of Science Degree
in Education

1933

INDIANA STATE
NORMAL SCHOOL

ACKNOWLEDGMENTS

I hereby acknowledge the cooperation of members of the staff of the State Department of Education in each of the forty-eight states, who contributed the majority of the necessary data for the study, and to the authors of the many publications which were consulted.

Also I am very grateful for the suggestions and criticisms of Professor Earl E. Ramsey, Head of the Department of Education, Dr. J. W. Jones, Executive Officer of the Graduate School and Dean of the Faculty of Indiana State Teachers College, and Professor E. L. Abell.

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INTRODUCTION

The tenth Amendment to the Constitution of the United States delegates education to the states. Everyone should thus be aware of the fact that education is a state function. Although education has been recognized as the state's duty for a long period of years, the state has delegated much of its authority to smaller administrative units. The result of this has been that many educational inequalities have arisen within the smaller units. This brought forth the development of a centralized system of control, which is the state system. The trend has been the recalling by the state of the authority it has delegated, and reducing many of the inequalities that were formerly present.

The state in surrendering to the local districts certain powers of control has caused many inequalities within the states. What has been the result of the Federal Government's delegating education? The answer is the same as that of the states' giving local units authority, but it is not recommended that the Federal Government should be the unit of control in order to reduce these inequalities among the states. Due to proximity and interchange of ideas, state school systems have many points of similarity. Therefore, any state when attempting to improve its system should be guided by the experience

of other states. The criteria that this study is to present for state school systems have been tried out, and it is the opinion of the school authorities that, while far from perfect, the presented criteria are the best. Therefore, a study of state school systems should be worth while, for it will show the trends of state school administration.

I. THE PROBLEM, LIMITATIONS OF STUDY,
AND PROCEDURE

A. The Problem

The purpose of this study is (a) to present in brief form what is considered best in the administration of state school systems, (b) to determine what states are using and what ones are not using these principles, and (c) to reveal the trends in state school administration.

The following paragraph is an example of how the study is to be presented.

The chief state school official, variously known as the State Superintendent of Public Instruction, Director of Education, and Commissioner of Education, should be chosen by the State Board of Education. This method is more desirable than popular election, or appointment by the Governor. The recommendations of various state school surveys, Alabama, Arizona, and Utah, made by the United States Bureau of Education, and the writings of E. P. Cubberley, W. A. Cook, and

Fred Engelhardt have given this method preference.¹

States in which the chief state school officials are appointed by State Boards of Education generally pay higher salaries, and have indefinite terms, and in return for this such states receive the services of persons with better training and experience. Minnesota, New York, Vermont, Arkansas, Delaware, Rhode Island, Maryland, New Hampshire, and Connecticut are the nine states that have their chief state school official appointed by the State Board of Education, while in seven states they are appointed by the Governor.

In the remaining thirty-two, they are elected by the people. It is apparent that the majority of the states have not adopted the most desirable plan.

¹An Educational Study of Alabama, Bulletin No. 41, U. S. Bureau of Education, Washington, (1919), p. 56.

¹Educational Conditions in Arizona, Bulletin No. 44, U. S. Bureau of Education, Washington, (1917), p. 159.

¹Survey of Education in Utah, Bulletin No. 18, U. S. Bureau of Education, Washington, (1926), Pp. 19-20.

¹E. P. Cubberley, State School Administration, (Boston: Houghton Mifflin Co., 1927), p. 281.

¹W. A. Cook, Federal and State School Administration, (New York: Thos. Y. Crowell Co., 1927), p. 142.

¹Fred Engelhardt, Public School Organization and Administration, (New York: Ginn and Co., 1931), p. 571.

B. Limitations of Study

This survey includes eight divisions of state school administration; they are: school attendance, teacher-training and certification, salary laws, retirement systems, sources of school revenues, apportionment of school funds, State Boards of Education, and State Departments of Education. This study does not attempt to rate or rank states according to their efficiency, and any attempts to do so with the data presented will be misleading.

C. Procedure

The general criteria presented in this study are the criteria that the Research Bulletin of the National Education Association endorsed.¹ The criteria are based upon various surveys and writings of men who are authorities in various divisions of school administration such as E. P. Cubberley, W. A. Cook, F. Engelhardt, and G. D. Strayer. The writer reviewed the various surveys and writings on state school administration, and has presented in brief form what is considered best in state school administration. A questionnaire in regard to these eight divisions of state school administration was sent to the State Departments of Education of the forty-eight states, and all the State Departments of Education returned the questionnaire properly filled. The

¹"A Self-Survey Plan for State School Systems," Research Bulletin of the National Education Association, Vol. 8, No. 3, (May, 1930), pp. 99-163.

questions for the questionnaire were also secured from the Research Bulletin of the National Education Association. The selection of these questions depended upon two things; they were: those considered the most important, and those in which the most accurate data could be secured. Some information was collected from the school codes of the forty-eight states, and the United States Bureau of Education publications.

II. THE CRITERIA FOR STATE SCHOOL ADMINISTRATION

A. Compulsory Attendance

The attempt to provide compulsory attendance in all states has been a hard fight, strange as it may seem. Interfering with the parent's authority has been one of the chief arguments against it. In 1852, Massachusetts passed a law requiring compulsory attendance. Mississippi was the last state to enact legislation for compulsory attendance in 1918.¹ The American idea of compulsory education is considered from a social and political point of view. Our government assumes education to be a prerequisite of democracy; therefore, it cannot afford to allow its citizens to grow up in ignorance.²

1. School Census. A School census is an inventory of the school's stock; it reveals valuable information to the school and the community. There should be a permanent and continuing school census, for it is the only way to secure efficient control and enforcement of attendance laws. The requirement

¹E. P. Cubberley, op. cit., pp. 685-686.

²W. A. Cook, "A Brief Survey of the Development of Compulsory Education in the United States," Elementary School Journal, Vol. 1, (March, 1912), pp. 331-35.

of an annual school census is generally recognized as the most efficient method.¹

2. Kindergartens. Modern psychology has sanctioned the kindergarten as constituting the proper beginning for school work, and this theory is accepted throughout the country.² Careful studies of subsequent progress of kindergarten children through the grades, report that those with kindergarten training have an advantage over those without such training.³ State laws should not interfere with local school districts in such a way as to prohibit or hinder them from establishing kindergartens.

3. Age Range for Compulsory Attendance. In order to give equal educational opportunity, free schools were established. The purpose of compulsory attendance is to guard the rights of children against such forces as influence them to remain away from school.⁴ It is an evident fact that normal pupils of six years of age are able to do first grade work. In some states it may not be feasible for children to attend when they are six, but due to the fact that they can master school work at the age of six makes it necessary for them to be in school at the age of seven.⁵ Sixteen should be the minimum age at which all

¹W. W. Keesecker, Laws Relating to Compulsory Education, Bulletin No. 20, U. S. Bureau of Education, Washington, (1928), pp. 14-16.

²N. C. Vanderwalker, Kindergarten Legislation, Bulletin No. 7, U. S. Bureau of Education, Washington, (1925), p. 4.

³Educational Conditions in Arizona, Bulletin No. 44, U. S. Bureau of Education, Washington, (1917), p. 124.

⁴Fred Engelhardt, op. cit., p. 348.

⁵Ibid., p. 351.

children should be required to attend school for full time.¹ Research shows that the majority of those who leave school early find their way into unskilled labor, and that the years a child from fourteen to sixteen spends in industry are practically wasted.²

4. Compulsory Continuation Schools. Many children who leave school early realize their mistake and later desire to continue their education. Sometimes there are obstacles; it may be that the child will not return to the school from which he withdrew because of his age. Also he may be forced to work and therefore, not be able to attend school regularly. There should be compulsory continuation schools for all under eighteen who are deficient in their schooling. Compulsory continuation schools will enable the individual to enter and pursue a profitable occupation, and aid those who are handicapped academically or culturally.³

5. School Term. In order that the state may guarantee equal opportunities to everyone, it should see to it that a law is enacted providing for eight-month schools as the minimum in every school district. The law should be enforced by a penalty upon any school corporation that falls below the minimum. The

¹Survey of Education in Utah, Bulletin No. 18, U. S. Bureau of Education, Washington, (1926), p. 167.

²Fred Engelhardt, op. cit., p. 357.

³J. F. Friese, The Cosmopolitan Evening School, (New York: The Century Co., 1929), p. 8.

penalty may be the withholding the state's apportionment of school funds.¹

6. Attendance Officers. The state has the power to require school attendance; therefore, the state's duty is to see that it is properly administered. The state law should provide for attendance officers, for when the enforcement of the compulsory law is left to school directors it becomes too localized to be efficient. The enforcement ought to be in the hands of the attendance officer and the teachers should notify him of all questionable absences.²

B. Teacher Training And Certification

1. High School Teacher Training Class. The high school training class was inaugurated for training rural school teachers in 1899. There are many objections against this form of training; they are: The money spent for them would provide for better state normal schools; the instructors are poorly trained, and low standard high schools are often approved for the work.³ These classes have been of some help, but all teachers should have as nearly as possible an equal amount of training.⁴ Any legislation eliminating teacher-training

¹W. A. Cook, Federal and State School Administration, p. 236.

²Report of an Inquiry into the Administration and Support of the Colorado School System, Bulletin No. 5, U. S. Bureau of Education, Washington, (1917), p. 61.

³E. P. Cubberley, op. cit., p. 600.

⁴The State Higher Educational Institutions of North Dakota, Bulletin No. 27, U. S. Bureau of Education, Washington, (1916), p. 108.

in high schools is a step forward in school legislation.¹

2. Admission Requirements to Teacher-Training Schools.

The requirement of high school graduation as a prerequisite for admission to a teacher-training institution is not stringent when the present enrollment of high schools is considered. Many think the higher requirements for admission has made the teaching profession a more desirable one to enter, and that it has attracted a larger percentage of candidates capable of doing superior work.²

3. Elementary School Certification. Two years above the high school should be the amount of professional training required for the initial elementary school certificate.³ Longer service is given by teachers with more preparation.⁴ A study of the scholarship requirements set forth shows also the prevalence of a tendency to consider graduation from a training course two years in length above the high school as about the standard for teachers of elementary grades.⁵

¹Manual of Educational Legislation, Bulletin No. 22, U. S. Bureau of Education, Washington, (1926), p. 56.

²W. McKinley Robinson, Preparation of Teachers, Bulletin No. 36, U. S. Bureau of Education, Washington, (1927), p. 13.

³K. M. Cook, State Laws and Regulations Governing Teachers' Certificates, Bulletin No. 22, U. S. Bureau of Education, Washington, (1921), p. 21.

⁴Manual of Educational Legislation, Bulletin No. 22, U. S. Bureau of Education, Washington, (1926), p. 57.

⁵K. M. Cook, op. cit., p. 21.

4. Secondary School Certification. Four years of college or normal training above high school is considered the minimum requirement for a high school certificate.¹ An ideal license system would admit persons thus trained to high school positions and bar all others.²

5. State Certification of Teachers. There are many disadvantages of local certification of teachers. Local certification is subject to political patronage, hindrance to teachers moving from one district to another, and to inter-state reciprocity. Further, it causes enormous differences in standards between school units. Centralization in certification of teachers will raise standards for teaching.³ The state through the State Board of Education should have the authority for setting the standards for certification. These standards ought not to be subject to a mass of laws passed by legislatures. Cubberley, however, takes the opposite view.⁴ When the requirements are left to the State Board of Education, they are able to exercise considerable freedom, and can change their policies when conditions warrant such action.⁵

¹The Public School System of Arkansas, Bulletin No. 10, U. S. Bureau of Education, Washington, (1923), p. 18.

²F. P. Bachman, Public Education in Indiana, (New York: General Education Board, 1923), p. 227-8.

³W. A. Cook, Federal and State School Administration, pp. 221-24.

⁴E. P. Cubberley, State and County Educational Reorganization, (New York: Macmillan Co., 1914), pp. 148-72.

⁵K. M. Cook, State Laws and Regulations Governing Teachers' Certificates, Bulletin No. 19, U. S. Bureau of Education, Washington, (1927), pp. 16-17.

6. Certificates for Administration and Supervision.

In order to raise the standards of administration and supervision, certificates for these fields should be issued.¹ The training should be from one to three years beyond the teachers under them, and consist of problems in organization, supervision, and administration.²

7. Certificates for Various Secondary Fields. The general standard held as desirable for certificates for various secondary fields is four years of college training, with certain courses in education and some special training in the subject to be taught.³ Everything else being equal, the more training one has the more efficient he will be. The school of today is a complex institution; thirty years ago general training was the only prerequisite for teaching. The general principle of specific training for specific types of teaching service has been accepted both in theory and practice.⁴

8. Health Certificate for Initial Certification. A very important matter is the health of the teacher and ought to be prerequisite to certification. No one will question the statement that a teacher in poor health will be inefficient.

¹E. E. Lewis, Personnel Problems of the Teaching Staff. (New York: The Century Co., 1925), p. 110.

²K. M. Cook, State Laws and Regulations Governing Teachers' Certificates, Bulletin No. 19, U. S. Bureau of Education, Washington, (1927), p. 24.

³E. P. Cubberley, State School Administration, p. 633.

⁴E. E. Lewis, op. cit., pp. 65-66.

Children should be protected against exposure to contagion in the classroom, and against any other physical handicaps of the teacher.¹

9. The Methods of Issuing Certificates. The old method of certification was based upon the examination which is no longer considered sound. There are many factors unrelated to actual knowledge that may cause one to do poorly on an examination.² The adoption of a sound license system involves the abolition of the examination system.³ Initial certificates granted to teachers should be based upon recommendations of teacher-training institutions.⁴

C. State Salary Laws

1. State Minimum Salary Law. One way to lessen inequalities among the various school districts is by a state minimum salary law. Teaching must offer an attractive wage if competent persons are to enter the profession.⁵ The

¹E. E. Lewis, op. cit., p. 109.

²W. A. Cook, Federal and State School Administration, p. 228.

³F. P. Bachman, op. cit., p. 229.

⁴E. E. Lewis, op. cit., p. 98.

⁵F. P. Bachman, op. cit., p. 46.

teacher's wages constitutes the largest single item of school expenditures in every community. The state should make rules and regulations providing for the minimum amount that teachers should receive.

2. State Subsidy for State Minimum Salary Law. There is no need for the state to make laws for the minimum amount that teachers are to receive unless the state provides some means of aiding the local district. A state minimum salary without state aid will tend to be the local district's maximum salary.¹ The duty of the state is to protect the teacher and guarantee a living wage; a minimum salary law keeps the beginning teacher from being underpaid.² Therefore, it is the duty of the state to apportion enough money from state funds to enable the local units to comply with the state's demands.³ The burden will be easier on the less wealthy communities.

3. Sabbatical Leave. A sabbatical leave is a valuable asset to any school system since it offers diversion to the teaching profession. A leave of absence provides the teacher with a chance to study, travel, write, or do some research.

¹E. P. Cubberley, State School Administration, p. 654.

²J. C. Almack, and A. R. Lang, Problems of the Teaching Profession, (Boston: Houghton Mifflin Co., 1925), p. 244.

³P. R. Mort, State Support for Public Schools, (New York: Bureau of Publications, Teachers College, Columbia University, 1926), p. 41.

A report of the systems providing for sabbatical leave state that it is one of the best investments that can be made and that there is improvement in the work of the teacher receiving the leave.¹ In order to receive the benefits of sabbatical leave, the state laws should permit local districts to grant them with full or part pay.

D. Teacher Retirement Systems

1. State-Wide Teacher Retirement System. The pay of the majority of teachers is not adequate to the service rendered; therefore, the pension represents a form of deferred pay. The advantages are as follows: it protects the children from being taught by teachers who are inefficient because of age, attracts capable young people into the profession, retains the more capable teachers who would otherwise leave, costs the state less through decreased teacher turnover, and increases public respect for the teacher.² A pension system on a state-wide basis is the soundest system economically because its risks are less and its funds larger. Public education is a state function, and teachers are state employees; therefore, the pension should be on a state-wide basis.³

¹"The Sabbatical Year for Classroom Teachers," School and Society, Vol. 22, (1925), p. 213.

²E. P. Cubberley, State School Administration, p. 660.

²J. C. Almack, and A. R. Lang, op. cit., p. 257.

³Fred Engelhardt, op. cit., p. 220.

2. Compulsory Membership. There are many reasons why all new teachers should be members; early entrance tends to stabilize the profession, and gives the teacher a professional attitude. Requiring the teachers to begin their deposits at an early age builds up an adequate reserve in the retirement fund, and it encourages the habit of thrift.¹

3. Compulsory Retirement. Boards of Education should retire teachers incapable of effective service due to advanced age or disability. The stating of an age at which no teacher can remain in service is considered a good way to increase the efficiency of the school.² The present tendency seems to set sixty as the minimum age of retirement and seventy as the maximum age.³

4. Maintenance of Retirement System. Since the teacher and the public both benefit from a sound retirement system, it seems only fair that both should aid in maintaining the fund. This method is one of the fundamental principles underlying a teacher retirement system.⁴ The state's source

¹"The Advance of the Teacher Retirement Movement," Research Bulletin of the National Education Association, Vol. 6, No. 3, (May, 1928), p. 153.

²E. P. Cubberley, State School Administration, p. 483.

³O. F. Weber, Problems in Public School Administration, (New York: The Century Co., 1930), p. 282.

⁴Ibid., p. 275.

of income for the fund should be a dependable one, and the yearly amount should not vary greatly from year to year.¹

5. Reciprocal Relations for Retirement Systems. A modern retirement system should maintain reciprocal relations with states, for this is also a fundamental principle.² It is to the interest of the public schools that the retirement system does not interfere with the mobility of the teaching personnel.³ A teacher should be able to move from one state to another without losing the advantages of a teacher-retirement system. In order to apply this principle there must be sound legislation in all states.⁴

E. Sources of School Revenue

1. Control of the Permanent School Fund. The permanent school fund should be in control of those most interested in its preservation. The Governor, the Secretary of State, or Attorney General should never be put in charge of the permanent fund, because they have other duties to perform. Experience has proven that there is less risk with state control

¹"The Advance of the Teacher Retirement Movement," Research Bulletin of National Educational Association, Vol. 6, No. 3, (May, 1928), pp. 154-5.

²O. F. Weber, op. cit., p. 276.

³Fred Engelhardt, op. cit., p. 221.

⁴R. C. Pyrtle, "Efficient Teaching and a Retirement System," School and Society, Vol. 28, (1928), pp. 591-2.

than with local control.¹ In order to save that portion of the permanent school funds not lost through bad investments or through graft, the State Board of Education should be placed in charge of them.²

2. State Bonds and the Permanent School Fund. Records show that many millions of dollars of the various state schools funds have been lost due to mismanagement. Some of the channels through which the funds have been lost are loans made to the state, use of funds by states, exchange of the fund for state securities and fraudulent bonds.³ The investment of the permanent school funds in bonds of state or any bonds depending upon the state for credit should be prohibited.⁴ There is no way of collecting a loan of this kind, for the state cannot be sued by itself.

3. The Losses of the Permanent School Fund. In case of any losses of the permanent fund, the deficit should be made up from the income or by the legislature's setting aside annually for a period of years a fixed amount.⁵ This will prevent speculation, and enable officials to make careful investments of the school fund.

¹W. A. Cook, Federal and State School Administration, p. 295.

²E. P. Cubberley, State School Administration, p. 411.

³F. H. Swift, Federal and State Policies in Public School Finance in the United States, (New York: Ginn and Co., 1931), p. 66.

⁴Survey of Education in Utah, Bulletin No. 18, U. S. Bureau of Education, Washington, (1926), p. 426.

⁵An Educational Study of Alabama, Bulletin No. 41, U. S. Bureau of Education, Washington, (1919), p. 496.

4. Constitutional Maximal Limitations on School Taxes.

Any constitutional maximal limitations which limits yearly the amount of revenue will also hinder the progress of a school system. If there is a limit on the increase of the tax-rate there also should be a limit on the minimum rate. When embodied in a state constitution the rate is too rigid for fiscal needs, and, being a constitutional provision, it is very difficult to change.¹ There is need for laws that are flexible, and will allow for expansion whenever needed.² The fixation of a maximum rate on state or local taxes cannot be justified, unless it is to protect an uninterested minority from the cost of a greater progress. A community should be free to raise as much money as it desires for the support of its school system.³

5. State Income Tax. The general property tax which is the school's chief source of support has long been condemned by authorities on taxation as the most inequitable and most disastrous tax.⁴ The general property tax as administered is one of the most inequitable taxes known; it sins against the cardinal rule of uniformity, of equality, and universality of taxation.⁵

¹J. P. Jensen, Problems of Public Finance, (New York: T. Y. Crowell Co., 1924), pp. 258-259.

²W. A. Cook, Federal and State School Administration, p. 312.

³B. F. Pittenger, An Introduction to Public School Finance, (Boston: Houghton Mifflin Co., 1925), p. 359.

⁴F. H. Swift, op. cit., p. 142.

⁵E. R. A. Seligman, Essays in Taxation, (New York: Macmillan Co., 1924), p. 62.

There is need for finding new sources of taxation in order to lighten the burden of tax on general property. New forms of taxation must be devised that will be more equitable, and able to care for the increasing governmental expenditures.¹ Possession of real or personal property is no longer a true index of ability to pay taxes. Income is now regarded as a truer index of ability, and the newer and more equitable forms of taxation are the personal and business income taxes.

6. Bonding for Current Expenses. Bonding is simply a plan for cooperation of the present taxpayers with future taxpayers to effect a saving.² If schools cannot be operated with the present income, the demands on them should be decreased. Current operating expenses belong to the present generation; therefore, it is without doubt that the pay-as-you-go plan is the proper one for current expenses.³

7. Compulsory School Tax for Local Units. The local school districts should levy a school tax, and there should be a minimum requirement for the levy.⁴ Schools as a whole derive the largest per cent of their support through local taxation, and unless there is some pressure brought to bear, children will not be cared for educationally. A state

¹E. P. Cubberley, State School Administration, pp. 425-7.

²W. A. Cook, Federal and State School Administration, p. 311.

³B. F. Pittenger, op. cit., p. 153.

⁴F. H. Swift, R. A. Grave, and E. W. Tiegs, Studies in Public School Finance, The East. (Minneapolis: Research Publications of the University of Minnesota, 1923), p. 38.

system should never become so centralized that it causes local districts to lose interest in the schools.

8. Serial Bonds. Serial bonds are the preferred ones to be used by school districts, because a certain amount of money is paid off each year and the interest rate is decreasing, while with term bonds the total amount is paid off in a lump sum, and the interest rate is constant. This is the judgment of financial experts.¹ Because of lax control and indiscreet management of sinking funds, the serial plan has proved superior on a financial as well as on an administrative basis.²

F. Apportionment of State School Funds

1. Minimum School Tax for State Relief. The distribution of the state school fund on the basis of local need provided the school unit has levied a tax equal to that of the wealthiest districts tends to equalize effort.³ This means that everyone will be making the same effort, and will prevent poor districts who need aid from losing interest in their schools. The minimum school tax rate which local units must levy in order to qualify for state relief should be fixed by

¹Fred Engelhardt, op. cit., p. 506.

²B. F. Pittenger, op. cit., p. 165.

³F. P. Bachman, op. cit., p. 181.

law or determined by the State Board of Education.¹

2. The State Equalization Fund. A plan for apportioning state school moneys ought to recognize variations among the local school units such as: the assessed valuation per child in average daily attendance, local tax rate, aggregate days of attendance, and the number of teachers employed.² The amount apportioned to the various districts should be scaled according to population and the taxable valuations. This reduces the amount of state aid to the wealthy districts, and increases the amount to the poor districts.³ Every state apportionment plan should be one of equalization, which sets the minimum standards.⁴

3. Basis for Apportioning the State School Funds. School census as a basis for apportioning school funds is one of the most unjust bases now used; it fails to encourage the local district to keep children in school, and it does not represent the real need of the community.⁵ Enrollment, while an improve-

¹F. H. Swift and J. H. Goldthorpe, Studies in Public School Finance, The South, (Minneapolis: Research Publications of the University of Minnesota, 1925), p. 38.

²F. H. Swift, F. K. Del Plaine, and O. L. Troxel, Studies in Public School Finance, The Middlewest, (Minneapolis: Research Publications of the University of Minnesota, 1925), p. 207.

³Fred Engelhardt, op. cit., p. 501.

⁴E. P. Cubberley, State School Administration, p. 483.

⁵E. P. Cubberley, School Funds and their Apportionments, Contribution to Education, No. 2, (New York: Teachers College, Columbia University, 1905), p. 257.

ment over school census has practically the same defects. Aggregate days attendance is a great improvement over the last two bases mentioned, for it places a premium on long school terms. However, it does not favor the small school, the attendance of which will always be small. Another basis is weighted attendance; this allows for the differences in the cost of various types of schools. Weighted attendance as used in the state of Washington fails to allow for the small school. Average daily attendance represents the actual number of pupils in school, but does not allow, for the actual amount of education needed. The number of teachers employed is about the best single basis, for the teacher's wages constitutes the largest single item of school expenditures.¹ Apportionment according to the number of teachers employed is not acceptable because some systems of the same class employ more teachers than others.² None of the bases named here should ever be used alone; they should be used only when they are combined in such a way as to receive the benefits of each basis used and to eliminate the defects of each. The teacher unit which is a combination of average daily attendance and the number of teachers is an example of such.³

¹F. H. Swift, Federal and State Policies in Public School Finance in the United States, p. 227.

²J. W. Jones, and R. W. Holmstedt, The Distribution of State Funds for the Purpose of Equalizing Educational Opportunity in Indiana, (Terre Haute: Division of Research, Indiana State Teachers College, 1930), p. 14.

³Ibid., pp. 13 and 15.

G. State Board of Education

1. Lay State Board of Education. Bachman says that laymen constitute the proper state board of education. Professional board members are not necessary and are likely to be a hindrance rather than a help. The board should represent the people in an advisory, legislative and judicial capacity, and depend for professional guidance from the chief state school official.¹ Lay members are less likely to interfere with the chief executive, on the assumption that they understand the problem or problems that arise.²

2. Ex-Officio Members on the State Board of Education. Ex-Officio members do not command public confidence. Members of the state board of education should be chosen because of their ability, interest, and the service they can render.³ Ex-Officio members spend their time in other official business; and often a complete change of personnel takes place with every election, thus causing a probable change in school policies.⁴

¹F. P. Bachman, op. cit., p. 190.

²W. A. Cook, Federal and State School Administration, p. 151.

³F. P. Bachman, op. cit., pp. 162-163.

⁴H. E. Schrammel, Organization of State Departments of Education, (Columbus: Ohio State University Press, 1926), p. 8.

3. The Size of the State Board of Education. The board should be neither too small nor too large. Experience has shown that small boards are not infrequently one-man affairs, while boards which are too large do not secure effective action. The best experience seems to indicate that a board of seven is about the best size.¹

4. Terms of Office and Rotary Plan. In order to secure continuity of service and policy the term of office should be at least five years, and retirement so arranged that the majority of the board remains constant.² There should be a rotary system so that only a few members begin and end their terms at the same time, and this will aid in removing the board from political control.³

H. State Department of Education

1. Residence and the Chief State School Official. There should be no residence qualifications for the chief state school official, and in selecting men for the position, they should be chosen on the basis of scholarship, experience and general fitness for the position.⁴ This offers one the oppor-

¹E. P. Cubberley, State School Administration, p. 291.

²F. P. Bachman, op. cit., p. 191.

³H. E. Schrammel, op. cit., p. 23.

⁴Ibid., p. 151.

tunity to make a career of state school administration, but when there are residence requirements, a state cannot receive the benefits of a successful administrator of another state.¹

2. Salary of the Chief State School Official. A very efficient person is required for the chief state school official. The office will not attract strong men until there is a salary commensurate with the importance of the office.² The salary should be equal to that paid the presidents of the state educational institutions, the fact that there are a number of high school principals who receive a salary in excess of the chief state school officer is an adequate reason for raising it.³ The median salary should be approximately seventy-five hundred dollars.

3. The Selection of the Chief State School Officer. The State Board of Education should be entrusted with the selection and appointment of the state chief school officer.⁴ This is considered the best plan, for appointment by the Governor or election by the people has serious defects. Popu-

¹W. A. Cook, Federal and State School Administration, p. 148.

²H. E. Schrammel, op. cit., p. 151.

³E. P. Cubberley, State School Administration, p. 275.

⁴Survey of Education in Utah, Bulletin No. 18, U. S. Bureau of Education, Washington, (1926), p. 19.

lar election is probably the worst method, because it limits the candidacy to the state, and to men who will adopt political methods to secure the office. Appointment by the Governor is better than the latter method, but the Governor has so many other affairs to care for, and does not have sufficient time in which to select the proper person.¹ Also when the choice is left to the Governor there is danger of continuing the office in politics. When chosen by a non-partisan State Board of Education this danger is minimized. Both of the methods have some advantages, but neither can be considered as sure and reliable as appointment by a non-partisan board.²

4. The Chief State School Official's Term. In order to give the chief state school official a fair chance to get his program under way his first appointment should be for at least five years, or for an indefinite tenure. Indefinite tenure permits the strong man to remain in office and allows the services of a weak man to be terminated.³

¹E. P. Cubberley, State School Administration, pp. 280-81.

²L. A. Kalbach, and A. O. Neal, Organization of State Departments of Education, Bulletin No. 46, U. S. Bureau of Education, Washington, (1920), p. 5.

³H. E. Schrammel, op. cit., p. 33.

I. Proposed Criteria For State School
Administration¹

1. A school census should be taken annually.
2. Establishment of kindergartens in all local districts should be permitted by law.
3. The minimum age range for compulsory school attendance should be from seven to sixteen.
4. Compulsory part-time schools should be maintained for pupils at least up to the age of eighteen.
5. The minimum school term for all schools should be eight months.
6. The law should provide for an attendance officer in each school district.
7. Teacher training classes in the high school are to be abolished in favor of state normal schools or teachers colleges.
8. High school graduation should be a prerequisite for admission to all institutions accredited by the state for teacher-training purposes.
9. Two years of Education above graduation from high school should be required for all initial elementary school certificates.

¹These are the criteria that the National Education Association endorsed in their March and May Bulletins of 1930. See Research Bulletin of the National Education Association, March, 1930, Vol. 8, No. 2, and May, 1930, Vol. 8, No. 3.

10. Four years of Education above graduation from high school should be required for all initial secondary school certificates.
11. The state should have exclusive authority to issue teachers' certificates.
12. Special certificates for administration and supervision should be required.
13. High school certificates should be issued for the various fields of secondary teaching.
14. A certificate of good health should be a prerequisite for all initial certificates.
15. Examinations as a basis for initial certification should be discontinued in favor of recommendations of teacher-training institutions.
16. There should be state regulations governing the minimum amount of teachers' salaries.
17. Apportionments from state funds should be made to enable local units to comply with the state minimum salary laws.
18. Local units should be authorized to grant sabbatical leave with full or part pay.
19. There should be a state-wide retirement system for teachers.
20. Membership should be required of new teachers.
21. The teacher and the public should contribute to the retirement system.

22. An age for compulsory retirement should be fixed.
23. Reciprocal relations should be maintained with other sound retirement systems.
24. The State Board of Education should control the permanent school fund.
25. The permanent school fund should not be invested in bonds of the state.
26. All losses from the permanent school fund should be made good.
27. Constitutional maximal limitations on state or local school taxes should be avoided.
28. A state income tax should be levied to supplement the general property tax.
29. Local school units should be required to levy a school tax.
30. Bonding for current operating expenses should be prohibited.
31. All school districts' bonds should be serial bonds.
32. The law or the State Board of Education should fix or determine the minimum school tax-rate which local units must levy in order to receive state relief.
33. There should be a state equalizing fund apportioned so as to recognize differences in local financial ability to support schools.

34. The teacher unit which is a combination of the number of teachers, and average daily attendance should be the basis used for apportioning the state school funds.
35. The State Board of Education should be predominantly a lay body.
36. Ex-officio members are to be omitted from the State Board of Education.
37. The State Board of Education should consist of seven members.
38. The minimum tenure of office for a member of the State Board of Education should be five years.
39. The terms of office of members of the State Board of Education should overlap.
40. The office of the chief state school official should be open to all without regard to residence.
41. The chief state school official's tenure of office should be at least five years or indefinite.
42. The median salary for the chief state school official should be seventy-five hundred dollars.
43. The chief state school official should be appointed by the State Board of Education.

III. ANALYSIS OF DATA

A. School Census

Question 1. What states take a school census annually?

Thirty-four states require an annual school census, seven a biennial, three every five years, and Louisiana takes one every four years. North Carolina provides for a continuous census, and in Nevada, one is taken whenever necessary. California has no school census, but every three years the parents are required to register all children of school age. (Question 1. Table I.)

TABLE I

STATES TAKING SCHOOL CENSUS ANNUALLY, BIENNIALY,
AND QUINQUENNIALY

Annual	Biennial	Quinquennial
Arizona	Alabama	Georgia
Arkansas	Delaware	Virginia
Colorado	Iowa	New Jersey
Connecticut	Maryland ¹	
Florida	Mississippi	
Idaho	North Dakota	
Illinois	Tennessee	
Indiana		
Kansas		
Kentucky		

TABLE I (Continued)

Maine
Massachusetts
Michigan
Minnesota
Missouri

Montana
Nebraska
New Hampshire
New Mexico
New York

Ohio
Oklahoma
Oregon
Pennsylvania
Rhode Island

South Carolina
South Dakota
Texas
Utah
Vermont

Washington
West Virginia
Wisconsin
Wyoming

Louisiana requires one every four years, North Carolina provides for a continuous census, and Nevada takes one whenever necessary. In California, it is the duty of parents and guardians every three years to register all minors under the age of eighteen.

¹In the City of Baltimore, an annual school census is required, in the counties a biennial census is taken.

B. Compulsory Attendance

Question 1. Does the law permit local school districts to maintain kindergartens? The law permits kindergartens in any district in twenty-seven states. In five states the law does not state where they are authorized, and in fourteen states, kindergartens are allowed in larger school districts. Mississippi and Tennessee are the only states in which there are no laws regarding kindergartens. (Table II. Question 1.)

Question 2. What is the age range for compulsory full-time school attendance? The age range for compulsory full-time school attendance is from seven to sixteen in eighteen states, eight to sixteen in ten states, seven to fifteen in four states, seven to fourteen in six states, eight to fourteen in three states, and eight to eighteen in two states. In Nevada the age range for compulsory full-time attendance is seven to eighteen, in New Mexico six to sixteen, in Ohio six to eighteen, in South Dakota eight to seventeen, and in Washington eight to fifteen. (Table II. Question 2.)

Question 3. Does the law provide for compulsory part-time school attendance, and if so what is the age range? The laws of twenty-six states provide for compulsory part-time schools providing there are enough pupils to make a class. In five states, attendance is compulsory when schools are maintained, and in Indiana attendance may be compulsory when schools are maintained.

Thirteen states require attendance in part-time schools for those between the ages fourteen and sixteen; four, between

sixteen and eighteen; for Delaware, twelve and sixteen; four, fourteen and eighteen; three, sixteen and twenty-one; for New York, fourteen and seventeen; two under sixteen; for Tennessee, over fourteen, two under eighteen, and for Michigan under seventeen. In sixteen states there are no laws for compulsory part-time schools. (Table II. Question 3.)

Question 4. How long does the law require all schools to remain open? Forty-seven states have laws regulating the length of the school year. Alabama has no law for the minimum term of the school year, but it has a law encouraging a longer school term. In order to spend public funds for textbooks, the law declares that the schools shall be open for seven months. Nine and one-half months is the length for New York; Connecticut requires nine and one-fourth; four require nine months; two, eight and one-half months; eighteen, eight months; eight, seven months; nine, six months; five months for Utah, four months for Montana, and three months for Oklahoma and South Carolina. (Table II. Question 4.)

Question 5. Does the law provide for attendance officers? Attendance officers are provided for by law in forty-five states. In Delaware, Louisiana, and New Mexico there is no legislation requiring them. (Table II. Question 5.)

TABLE II

THE RESULTS OF THE INVESTIGATION OF
COMPULSORY ATTENDANCE

Note: The various vertical columns, 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 33 and 34. The + sign in this Table and in Tables III, IV, V, VI, VII, IX, and X, stands for yes and the - sign for no.

States	Questions				
	1	2	3	4	5
Alabama.....	+ ¹	7-16	none	7 ²	+
Arizona.....	+	8-16	14-16	8	+
Arkansas.....	+	7-15	none	6	+
California.....	+	8-16	16-18	8 ¹ / ₂	+
Colorado.....	+	8-16	14-16	6	+
Connecticut.....	+	7-16	14-16	9 ¹ / ₄	+
Delaware.....	+	7-14	12-16	8-	-
Florida.....	+ ³	7-16	14-16	8	+
Georgia.....	+ ⁴	8-14	none	6	+
Idaho.....	+	8-16	none	7	+
Illinois.....	+	7-16	14-16 ⁵	8	+
Indiana.....	+ ⁶	7-16	14-16 ⁷	6	+
Iowa.....	+ ⁸	7-16	14-16	8	+
Kansas.....	+	7-16	none	7	+
Kentucky.....	+ ¹	7-16	14-16 ⁵	7	+
Louisiana.....	+ ⁹	7-14	none	7	-
Maine.....	+	7-15	14-18	8	+
Maryland.....	+ ⁹	7-14	none	9	+
Massachusetts.....	+ ⁹	7-16	under 16	8	+
Michigan.....	+	7-16	under 17	7	+
Minnesota.....	+ ¹⁰	8-16	none	7	+
Mississippi.....	-	7-16	none	8	+ ¹¹
Missouri.....	+	7-14	under 16	8	+
Montana.....	+	8-16	14-18	4	+
Nebraska.....	+	7-16	14-16	6	+
Nevada.....	+	7-18	14-18	6	+
New Hampshire.....	+	8-16	16-21	9	+
New Jersey.....	+	7-16	14-16	9	+
New Mexico.....	+ ¹²	6-16	14-16	7	-
New York.....	+	7-16	14-17	9 ¹ / ₂	+

TABLE II (Continued)

North Carolina.....	+	7-14	none	6	+
North Dakota.....	+	7-15	none	7	+
Ohio.....	+	6-18	under 18 ⁵	8	+
Oklahoma.....	+13	8-18	16-18	3	+
Oregon.....	+14	8-16	16-18	8	+
Pennsylvania.....	+15	8-16	14-16	8	+
Rhode Island.....	+9	7-16	16-21	9	+
South Carolina.....	+	8-14	none	3	+
South Dakota.....	+9	8-17	16-21	8	+
Tennessee.....	-	7-16	over 14 ⁵	8	+
Texas.....	+	8-14	none	6	+
Utah.....	+16	8-18	16-18	5	+
Vermont.....	+	8-16	none	8 ¹ / ₂	+
Virginia.....	+	7-15	none	8	+
Washington.....	+17	8-15	until 18 ⁵	6	+
West Virginia.....	+	7-14	14-16	8	+
Wisconsin.....	+18	7-16	14-18	8	+
Wyoming.....	+	7-16	none	8	+
Total +	46				45
Total -	2				3

¹In cities only.

²There is no minimum school term, although there must be seven months school before public funds can be used for securing textbooks.

³In special tax districts.

⁴They are established under the general law.

⁵Attendance is compulsory if part-time schools are maintained.

⁶Incorporated towns only.

⁷When schools are maintained, attendance may be compulsory.

⁸In any independent districts.

⁹The law does not specify any special district.

¹⁰The independent school districts.

C. Teacher Training and Certification

Question 1. Have all Teacher-Training classes in connection with high schools been abandoned in favor of state normal schools or teachers colleges? Eleven states use the high school for teacher-training classes, while the remaining thirty-seven have abandoned them or never used them.

(Table III. Question 1.)

Question 2. Is graduation from high school required for admission to all institutions accredited by the state for teacher-training purposes? Graduation from accredited high schools is required for admission to teacher-training institutions in forty-five states. Missouri, Nebraska, and New Mexico are the states that do not require high school graduation for admission to teacher-training institutions.

(Table III. Question 2.)

11 In Mississippi the county sheriff is the attendance officer.

12 In districts having four hundred pupils in average daily attendance.

13 In cities of above twenty-five hundred people.

14 School districts having twenty thousand children of school age.

15 In school districts of the first, second, third, and fourth classes.

16 All school districts over two thousand.

17 Cities of the first and second class.

18 All districts except free high school districts.

Question 3. Are at least two years of training beyond graduation from high school required for all initial elementary school certificates? Two years above high school are required for initial elementary certificates in twenty-three states. Twenty-four states require less than this. In Massachusetts, the majority of certificates are issued by the local units and there are variations in their requirements. (Table III. Question 3.)

Question 4. Are at least four years of education beyond graduation from high school required for all initial secondary school certificates? Thirty-six states require four years of training above the high school for initial secondary school certificates. There are eleven states that require less. (Table III. Question 4.)

Question 5. Does the state have exclusive authority to issue certificates? The state has exclusive authority to issue teachers' certificates in forty-one states. One or more agencies are used to issue certificates in seven states. (Table III. Question 5.)

Question 6. Is a special certificate for administration and supervision required? Administrative and supervisory certificates are required in twenty-three states. The Department of Education in Massachusetts requires them for the state-aided unions and Rhode Island issues them for administration. (Table III. Question 6.)

Question 7. Are high school certificates issued for various fields of secondary teaching? Certificates for the various fields of secondary teaching are provided for by law in twenty-seven states. Massachusetts requires these certificates for the towns that receive state relief. (Table III. Question 7.)

Questions 8. Is a certificate of good health required for all initial certificates? Seventeen states require a certificate of good health for all initial certificates. (Table III. Question 8.)

Question 9. Have examinations as a basis for initial certification been discontinued in favor of recommendations of teacher-training institutions? Examinations for initial certification have been discontinued in favor of recommendations of normal schools and teachers colleges in twenty-nine states. In Kansas initial certification for elementary school teachers is based upon examinations, and initial certification for high school teachers is based upon the certificates and diplomas issued by the state accredited teacher-training institutions. (Table III. Question 9.)

TABLE III

THE RESULTS OF THE INVESTIGATION OF
TEACHER TRAINING AND
CERTIFICATION

Note: The various vertical columns, 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 37, 38 and 39.

States	Questions								
	1	2	3	4	5	6	7	8	9
Alabama.....	+	+	-	-	+	+	+	-	-
Arizona.....	+	+	+	+	+	-	-	-	+
Arkansas.....	+	+	+	+	+	-	+	-	-
California.....	+	+	+	+	+	+	- ¹	+	+
Colorado.....	+	+	+	+	+	+	+	-	+
Connecticut.....	3	+	+	+	+	+	+	+	+
Delaware.....	3	+	+	+	+	+	-	+	+
Florida.....	-	+	-	-	+	-	+	-	-
Georgia.....	-	+	-	-	+	-	-	-	+
Idaho.....	+	+	+	+	+	-	+	-	+
Illinois.....	+	+	+	+	+	+	+	-	-
Indiana.....	+	+	+	+	+	+	+	+	+
Iowa.....	-	+	-	-	+	-	-	-	-
Kansas.....	-	+	-	+	-	-	-	-	7
Kentucky.....	+	+	-	-	+	+	-	-	-
Louisiana.....	+	+	+	+	+	+	+	+	+
Maine.....	+	+	-	+	+	+	-	+	+
Maryland.....	+	+	+	+	+	+	+	+	+
Massachusetts.....	3	+	8	8	-	+	+	8	+
Michigan.....	+	+	-	+	+	-	-	-	+
Minnesota.....	-	+	-	+	+	+	+	-	+
Mississippi.....	+	+	-	-	-	-	-	-	-
Missouri.....	-	-	+	+	-	-	-	+	-
Montana.....	-	+	-	+	+	-	-	+	-
Nebraska.....	-	-	-	-	-	-	+	-	-
Nevada.....	+	+	-	+	+	-	+	+	+
New Hampshire.....	3	+	+	+	+	+	-	-	+
New Jersey.....	+	+	+	+	+	+	+	+	+
New Mexico.....	+	-	-	+	+	-	+	+	+
New York.....	- ¹²	+	+	+	+	+	+	-	+

TABLE III (Continued)

North Carolina.....	+	+	-	+	+	+	+	-	+
North Dakota.....	+	+	-	-	+	-	+	-	-
Ohio.....	+	+	+	+	-	-	+	-	+
Oklahoma.....	+	+	-	-	+	-	+	+	-
Oregon.....	+	+	+	+	+	-	-	-	+
Pennsylvania.....	+	+	+	+	+	+	+	+	+
Rhode Island.....	+	+	+	+	+	13	-	-	-
South Carolina.....	+	+	-	+	+	-	-	-	+
South Dakota.....	+	+	-	+	+	-	+	-	-
Tennessee.....	+	+	-	+	+	+	+	+	-
Texas.....	+	+	-	-	+	-	-	-	-
Utah.....	+	+	+	+	+	+	+	-	+
Vermont.....	+	+	+	-	+	+	-	-	+
Virginia.....	+	+	+	+	+	-	+	+	+
Washington.....	3	+	+	+	+	-	-	+	+
West Virginia.....	+	+	-	+	+	+	+	-	-
Wisconsin.....	-	+	-	+	-	-	-	-	+
Wyoming.....	-	+	-	+	+	+	-	-	-
Total +	32	45	23	36	41	23	27	17	29
Total -	11	3	24	11	7	24	21	30	18

¹New law expected this winter. (1933)

²State and teachers colleges.

³Never had any.

⁴After January 1, 1934.

⁵After December, 1933.

⁶Except in the teacher training high schools.

⁷For high school, yes; for elementary school, no.

⁸The power of certification is given to the township school committees who issue the majority of certificates.

⁹In state-aided unions of small towns.

¹⁰Partially.

¹¹Practically.

¹²Possibly by September, 1934.

¹³For administration, yes; for supervision, no.

D. State Salary Laws

Question 1. Are there state regulations governing minimum salaries for teachers? Twenty-one states have laws regulating the minimum salaries for teachers. (Table IV. Question 1.)

Question 2. Are apportionments from state funds made to enable local units to comply with state minimum salary laws? In fourteen states, apportionments are made from state funds to enable local districts to keep above the salary minimum. (Table IV. Question 2.)

Question 3. Are local units authorized to grant sabbatical leave with full or part pay? The laws of five states permit local units to grant sabbatical leave with full or part pay. Virginia permits such leave, but without pay. (Table IV. Question 3.)

While there are only twenty-one states having laws regulating minimum salaries for teachers, these states represent all parts of the United States. However, the Southern part of the country leads with seven states, the East being second with six states, the Central States third with five, and the West is represented with three states.¹ The state minimum salary laws of Iowa, Mississippi,

¹The states are divided into four sections; they are the Eastern, Western, Central and Southern sections. They

North Carolina, North Dakota, Oregon, Rhode Island and Vermont are of little value. The seven states just mentioned do not help the local districts by granting them aid to comply with the minimum salary laws.

are classified here.

<u>Eastern</u>	<u>Western</u>	<u>Central</u>	<u>Southern</u>
Connecticut	Arizona	Illinois	Alabama
Delaware	California	Indiana	Arkansas
Maine	Colorado	Iowa	Florida
Massachusetts	Idaho	Kansas	Georgia
New Hampshire	Montana	Michigan	Kentucky
New Jersey	Nevada	Minnesota	Louisiana
New York	New Mexico	Nebraska	Maryland
Pennsylvania	Oregon	Ohio	Mississippi
Rhode Island	Utah	North Dakota	Missouri
Vermont	Washington	South Dakota	North Carolina
	Wyoming	Wisconsin	Oklahoma
			South Carolina
			Tennessee
			Texas
			Virginia
			West Virginia

TABLE IV
THE RESULTS OF THE INVESTIGATION OF
STATE SALARY LAWS

Note: The various vertical columns, 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 42 and 43.

States	Questions		
	1	2	3
Alabama.....	+	+	+
Arizona.....	-		-
Arkansas.....	-		-
California.....	+1	+	-
Colorado.....	+	+	-
Connecticut.....	-		-
Delaware.....	-		-
Florida.....	-		-
Georgia.....	-		+
Idaho.....	-		-
Illinois.....	-		-
Indiana.....	+	+	-
Iowa.....	+	-	-
Kansas.....	-		-
Kentucky.....	-		-
Louisiana.....	-		-
Maine.....	-		+
Maryland.....	+	+	-
Massachusetts.....	+	+	-
Michigan.....	-		-
Minnesota.....	-		-
Mississippi.....	+	-	-
Missouri.....	-		-
Montana.....	-		-
Nebraska.....	-		-
Nevada.....	-		+
New Hampshire.....	-		-
New Jersey.....	+	+	2
New Mexico.....	-		-
New York.....	+	+	-

TABLE IV (Continued)

North Carolina.....	+	-	-
North Dakota.....	+	-	-
Ohio.....	+	+	-
Oklahoma.....	-		-
Oregon.....	+	-	-
Pennsylvania.....	+	+	-
Rhode Island.....	+	-	-
South Carolina.....	-		-
South Dakota.....	-		-
Tennessee.....	+	+	-
Texas.....	+	+	-
Utah.....	-		-
Vermont.....	+	-	- ³
Virginia.....	-		-
Washington.....	-		-
West Virginia.....	+	+	-
Wisconsin.....	+	+	-
Wyoming.....	-		+
Total +	21	14	5
Total -	27	7	42

¹There is no minimum salary law, but there is a law requiring all state money and sixty per cent of county money to be spent for teachers' salaries.

²No definite legislation.

³Yes, but without pay.

E. Teacher Retirement Systems

Question 1. Is there a state-wide retirement system for teachers? Twenty-two states have state-wide teacher retirement systems. In the Eastern States there are eight state-wide retirement systems, and in the Central States seven. The Western States have five retirement systems. State-wide retirement systems for teachers are rare in the Southern States; Maryland and Virginia are the only Southern States having them. (Table V. Question 1.)

Question 2. Is membership required of new teachers? Membership is required of new teachers in seventeen states. Three states do not require membership of new teachers; they are: Ohio, Vermont, and Virginia. In Arizona and Rhode Island, teachers do not contribute to the retirement fund; therefore, compulsory membership of new teachers is unnecessary. (Table V. Question 2.)

Question 3. Is an age for compulsory retirement fixed? In ten states provision is made for compulsory retirement at a specified age. Maine, Massachusetts, New Jersey, New York, and Pennsylvania are the five Eastern States that retire teachers at a specified age, and this age is generally seventy. Two Central States, Minnesota and Wisconsin do likewise. Maryland and Virginia, two Southern States, and Arizona, a western state, require retirement of teachers at a specified age. (Table V. Question 3.)

Question 4. Do both the teacher and public contribute to the support of the retirement system? The teacher and the public contribute to the retirement fund in seventeen states. In Arizona and Rhode Island the only contributor to the teachers' retirement fund is the state. In Michigan, Montana, and Washington teacher retirement systems are supported by teachers only. (Table V. Question 4.)

Question 5. Is provision made for cooperative or reciprocal relations with other sound retirement systems? New Jersey, New York, and Wisconsin are the states that provide for reciprocal relations with other sound retirement systems. (Table V. Question 5.)

TABLE V

THE RESULTS OF THE INVESTIGATION OF
TEACHER RETIREMENT SYSTEMS

Note: The various vertical columns, 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 46 and 47.

States	Questions				
	1	2	3	4	5
Alabama.....	-				
Arizona.....	+	1	+	-	-
Arkansas.....	-				
California.....	+	+	-	+	-
Colorado.....	-				
Connecticut.....	+	+	-	+	-
Delaware.....	-				
Florida.....	-				
Georgia.....	-				
Idaho.....	-				
Illinois.....	+	+	-	+	-
Indiana.....	+	+	-	+	-
Iowa.....	-				
Kansas.....	-				
Kentucky.....	-				

TABLE V (Continued)

Louisiana.....	-				
Maine.....	+	+	+	+	-
Maryland.....	+	+	+	+	-
Massachusetts.....	+	+	+	+	-
Michigan.....	+	+	-	-	-
Minnesota.....	+	+	+	+	-
Mississippi.....	-				
Missouri.....	-				
Montana.....	+	+	-	-	-
Nebraska.....	-				
Nevada.....	+	+	-	+	-
New Hampshire.....	-				
New Jersey.....	+	+	+	+	+
New Mexico.....	-				
New York.....	+	+	+ ²	+	+
North Carolina.....	-				
North Dakota.....	+	+	-	+	-
Ohio.....	+	-	-	+	-
Oklahoma.....	-				
Oregon.....	-				
Pennsylvania.....	+	+	+	+	-
Rhode Island.....	+	1	-	-	3
South Carolina.....	-				
South Dakota.....	-				
Tennessee.....	-				
Texas.....	-				
Utah.....	-				
Vermont.....	+	-	-	+	-
Virginia.....	+	-	+	+	-
Washington.....	+	+	-	-	-
West Virginia.....	-				
Wisconsin.....	+	+	+	+	+
Wyoming.....	-				
Total +	22	17	10	17	3
Total -	26	3	12	5	18

¹The state is the only contributor to the retirement fund; therefore, compulsory membership is unnecessary.

²Retirement at seventy if desired by employer.

³The law makes no provision for this.

F. Sources of School Revenue

Question 1. Does the State Board of Education control the permanent school fund? There are only eight states in which the State Board of Education controls the permanent school fund, and they are: Arkansas, Florida, Kentucky, Massachusetts, New Jersey, Pennsylvania, Texas, and Virginia. In Alabama and Georgia the permanent school fund was lost during the Civil War and the Reconstruction Period. However, Alabama pays interest on the amount that was lost. A part of the permanent school fund of Louisiana is a state debt, and interest is paid on the amount of the debt.¹ By an act approved in 1927, Maryland distributed the state free school fund among the counties of the state and the City of Baltimore. The entire permanent school fund of Missouri, with the exception of a few hundred dollars is a state debt, and interest is paid on the amount lost. New Hampshire's permanent school fund is a permanent state debt upon which the state pays interest. The permanent school fund of North Carolina was lost during the Civil War and Reconstruction Period. (1860-1870.) Tennessee recognizes the permanent school fund as a permanent state debt and interest on the debt is paid.

(Table VI. Question 1.)

¹F. H. Swift, and B. L. Zimmerman, State School Taxes and School Funds and their Apportionment, Bulletin No. 29, U. S. Bureau of Education, Washington, (1928), p. 144.

Question 2. Is the investment of the permanent school fund in bonds of the state prohibited? Iowa, Rhode Island, and Washington are the only states in which the permanent school fund is not permitted to be invested in bonds of the state. (Table VI. Question 2.)

Question 3. Must all losses from the permanent school fund be made good? Twenty states have laws providing that the losses of the permanent school fund must be made good. The laws of Ohio, Pennsylvania, West Virginia, and Wyoming make no provisions for losses of the permanent school fund. (Table VI. Question 3.)

Question 4. Are constitutional maximal limitations on local or state school taxes avoided? There are no constitutional maximal limitations on state or local school taxes in twenty-four states, and in twenty-three states there are constitutional maximal limitations. Rhode Island has no school taxes; schools are supported by appropriations from general revenues. The Constitution of Alabama provides that no city, town, village, or other municipal corporations, other than as provided shall levy or collect a higher rate of taxation in any one year on property than one-half of one per centum of the value of such property as assessed for state taxation during the preceding year. In Florida each county is to assess and collect annually for the support of public schools, a tax of not less than three mills nor more than ten mills on the dollar of all taxable property. The county

authorities of Georgia shall assess and collect taxes for the support of public schools under its control not less than one nor more than five mills on the dollar of all taxable property of the county. The legislature of Nevada shall provide for a special tax for the university and the common schools which shall not exceed two mills on the dollar of all taxable property in the state. In Louisiana the police jury of each parish levy an annual tax of three mills on the assessed valuation of all property within the parish for the schools of the parish. No municipal tax shall exceed in any one year seven mills on the dollar of assessed valuation. This limitation does not apply to the city of New Orleans. The annual ad valorem state tax of Texas shall not exceed thirty-five cents on the one hundred dollars valuation. The legislature may authorize an additional ad valorem tax, but such tax shall not exceed in any one year one dollar on the one hundred dollars valuation of the property subject to tax. The County Board of Commissioners of the various counties of South Carolina shall levy an annual tax of three mills on the dollar upon all taxable property in their counties. In Missouri the annual rate on property, in the counties having six million dollars or less, shall not, in the aggregate, exceed fifty cents on the hundred dollars valuation; in counties having six million dollars and under ten million dollars, the rate shall not exceed forty cents on the hundred dollars valuation; in counties having ten million dollars and

under thirty million dollars, said rate shall not exceed fifty cents on the hundred dollars valuation, and in counties having thirty million dollars or more, said rate shall not exceed thirty-five cents on the hundred dollars valuation. For cities and town purposes there are similar limitations.¹ (Table VI. Question 4.)

Question 5. Is a state income tax levied to supplement the general property tax? State income taxes to supplement the general property tax are levied in fifteen states. (Table VI. Question 5.)

Question 6. Is bonding for current operating expenses prohibited? Bonding for current operating expenditures is prohibited in twenty-nine states, and is permitted in eighteen states. (Table VI. Question 6.)

Question 7. Are local units required to levy a school tax? Local school units are required to levy a school tax in twenty-eight states. Rhode Island and Delaware do not need to levy local school taxes because of their size. (Table VI. Question 7.)

Question 8. Does the law require school districts' bonds to be the serial type? The laws of twenty-seven states provide that school districts bonds be serial bonds. (Table VI. Question 8.)

¹State of Missouri Revised School Laws 1931, pp. 5-6, Section II.

TABLE VI

THE RESULTS OF THE INVESTIGATION OF
SOURCES OF SCHOOL REVENUE

Note: The various vertical columns, 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 49, 50, 51 and 52.

States	Questions							
	1	2	3	4	5	6	7	8
Alabama.....	1			-	-	+	-	+
Arizona.....	-	-	+	+	-	-	-	-
Arkansas.....	+	-	+	-	-	+	-	+
California.....	-	-	+	+	-	+	-	+
Colorado.....	-	-	+	-	-	+	+	+
Connecticut.....	-	-	-	-	-	-	+	-
Delaware.....	-	-	-	+	+	2	-	+
Florida.....	+	3	-	-	-	+	+	-
Georgia.....	4			-	+	+	+	-
Idaho.....	-	-	+	+	+	+	+	+
Illinois.....	-	-	+	-	-	-	-	+
Indiana.....	-	-	+	-	+	+	+	+
Iowa.....	-	+	+	+	-	+	-	+
Kansas.....	-	-	-	+	-	+	-	+
Kentucky.....	+	-	-	-	-	-	-	-
Louisiana.....	1			-	-	+	+	+
Maine.....	5	-	-	+	-	-	+	-
Maryland.....	6			+	-	-	+	-
Massachusetts.....	+	-	-	+	+	+	-	+
Michigan.....	-	-	+	+	-	-	-	-
Minnesota.....	-	-	+	-	-	+	-	+
Mississippi.....	-	-	-	+	+	+	-	+
Missouri.....	1			-	+	+	+	+
Montana.....	-	-	+	+	-	+	+	+
Nebraska.....	-	3	+	+	-	-	+	-
Nevada.....	-	-	+	-	-	-	-	+
New Hampshire.....	1			+	-	+	+	+
New Jersey.....	+7	-	-	-	-	+	+	+
New Mexico.....	-	-	-	+	-	+	+	-
New York.....	-	-	-	+	+	+	+	+

TABLE VI (Continued)

North Carolina.....	1			+	+	-	+	+
North Dakota.....	-	-	-	-	+	-	-	+
Ohio.....	-	-	2	+	-	-	+	-
Oklahoma.....	-	-	-	+	+	+	-	+
Oregon.....	-	-	-	-	-	+	-	+
Pennsylvania.....	+	-	2	-	-	-	+	-
Rhode Island.....	-	+	-	8	-	-	-	-
South Carolina.....	-			-	-	+	-	+
South Dakota.....	-	2	+	-	-	+	+	+
Tennessee.....	1			+	-	+	+	-
Texas.....	+	-	+	-	-	+	-	-
Utah.....	-	-	+	+	+	-	+	-
Vermont.....	-	-	+	+	+	-	+	-
Virginia.....	+	-	+	- ⁹	-	-	+	-
Washington.....	-	+	+	+	+	-	+	+
West Virginia.....	-	-	2	- ¹⁰	-	+	+	-
Wisconsin.....	5	-	+	+	+	+	+	-
Wyoming.....	-	-	2	-	-	+	+	-
Total +	8	3	20	24	15	29	28	27
Total -	29	33	15	23	33	18	20	21

¹The permanent school fund has been spent or lost, and the majority of the states pay interest on the amount that was spent or lost.

²The law makes no provisions for this.

³No State Bonds.

⁴No permanent school fund.

⁵No State Board of Education.

⁶State free school fund was distributed among the counties of the state, and the City of Baltimore. (Act of April 26, 1927.)

⁷Partially.

⁸There are no school taxes; schools are supported by appropriations from general revenues.

⁹Each county, city or town, if the same be a separate school district, and school district is authorized to raise additional sums by a tax on property, subject to local taxation, not to exceed in the aggregate in any one year a

sum of \$100,000, and the same shall be used for the support of schools.

G. Apportionment of State School Funds

Question 1. Is there a state equalizing fund apportioned so as to recognize differences in local financial ability to support schools? Thirty-two states have a state equalizing fund apportioned so as to recognize differences in local financial ability to support schools, and in Arizona, Idaho, Ohio, and Texas there are county equalization funds. Delaware, is organized into a single unit, and the inequalities of the various districts are cared for under the state system. In Kansas, sometimes no appropriations are made. A recent court decision declared the Kentucky equalization fund law unconstitutional. While Rhode Island has no equalization fund, its apportionments recognize local ability. Arkansas, California, Colorado, Florida, Delaware, Iowa, New Mexico, North Dakota, Oregon, Rhode Island, South Dakota, and Wyoming are the states that do not have any form of a county or state equalization fund. (Table VII. Question 1.)

Question 2. Does the law fix, or is the State Board of Education empowered to fix, minimum school tax-rate requirements which local units must levy in order to receive state relief?

rate of levy to be fixed by law, to be apportioned and expended by local school authorities of said counties, cities, towns, and districts in establishing and maintaining such school as in their judgment the public welfare may require. -- Virginia School Laws, 1930, p. 6, Section 136.

¹⁰County authorities shall never assess taxes in any one year, the aggregate of which shall exceed ninety-five cents per hundred dollars valuation, except for the support of free schools. -- School Law of West Virginia, 1931, p. 6, Section 7.

The minimum school tax-rate a local unit must levy in order to receive state relief is fixed by law or by the State Boards of Education in twenty-six states. (Table VII. Question 2.)

Question 3. Which basis is used for apportioning the state school funds - school census, enrollment, average daily attendance, aggregate days attendance, number of teachers, or teacher unit? Twenty-five states apportion the largest proportion of their state school funds including equalization funds on the basis of school census. Delaware and Minnesota use enrollment. Arizona, Florida, Illinois, Indiana, Rhode Island, and Tennessee use average daily attendance. The current state school fund of Washington is apportioned on the basis of total days of attendance. Under this plan the high school is allowed more than the elementary school, the reason is, the cost for maintenance of the high school is greater. Ten states use the number of teachers, and California, Nevada, and New York use the teacher unit. In New Jersey, the state school funds are apportioned on the basis of taxes where paid. The law of New Jersey provides that after all of the necessary deductions have been made, the Comptroller shall apportion among the counties in proportion to the amount of taxable property, real and personal, of the said counties.¹ (Table VIII.)

¹New Jersey School Laws, 1928, pp. 281-82, Section 506. This is the basis used for apportioning the income of the tax on railroad property.

TABLE VII

THE RESULTS OF THE INVESTIGATION OF
APPORTIONMENT OF STATE SCHOOL
FUNDS

Note: The vertical columns 1 and 2 refer to the questions and tabulation of returns as given on pp. 55 and 56.

States	Questions	
	1	2
Alabama.....	+	+
Arizona.....	-1	-
Arkansas.....	-	-
California.....	-	-
Colorado.....	-	+
Connecticut.....	+	+
Delaware.....	-2	-
Florida.....	-	-
Georgia.....	+	+
Idaho.....	-	-
Illinois.....	+	+
Indiana.....	+	+
Iowa.....	-	-
Kansas.....	+	+
Kentucky.....	+3	+
Louisiana.....	+	+
Maine.....	+	-
Maryland.....	+	+
Massachusetts.....	+	-
Michigan.....	+	-
Minnesota.....	+	-
Mississippi.....	+	+
Missouri.....	+	+
Montana.....	+	+
Nebraska.....	+	-
Nevada.....	+	+
New Hampshire.....	+	+
New Jersey.....	+	-
New Mexico.....	-	-
New York.....	+	+

TABLE VII (Continued)

North Carolina.....	+	+
North Dakota.....	-	-
Ohio.....	-	+
Oklahoma.....	+	+
Oregon.....	-	-
Pennsylvania.....	+	-
Rhode Island.....	- ⁴	+
South Carolina.....	+	-
South Dakota.....	-	-
Tennessee.....	+	+
Texas.....	-	+
Utah.....	+	-
Vermont.....	+	+
Virginia.....	+	+
Washington.....	+	-
West Virginia.....	+	+
Wisconsin.....	+	+
Wyoming.....	-	-
Total +	32	26
Total -	16	22

¹Delaware, does not have an equalization fund, and its schools are organized into a single state unit.

²The law provides for one, but sometimes no appropriations are made.

³Recent court decision declared the law creating an equalizing fund unconstitutional.

⁴No equalization fund, but apportionments recognize local ability.

TABLE VIII
BASIS FOR APPORTIONING STATE SCHOOL FUNDS¹

States	Basis of Apportionment
Alabama.....	School census
Arizona.....	Average daily attendance
Arkansas.....	School census
California.....	Teacher unit
Colorado.....	School census
Connecticut.....	School census
Delaware.....	Enrollment
Florida.....	Average daily attendance
Georgia.....	School census
Idaho.....	School census
Illinois.....	Average daily attendance
Indiana.....	Average daily attendance
Iowa.....	School census
Kansas.....	School census
Kentucky.....	School census
Louisiana.....	School census
Maine.....	School census
Maryland.....	School census
Massachusetts.....	Number of teachers
Michigan.....	School census
Minnesota.....	Enrollment
Mississippi.....	School census
Missouri.....	Number of teachers
Montana.....	School census
Nebraska.....	School census
Nevada.....	Teacher unit
New Hampshire.....	Number of teachers
New Jersey.....	Taxes where paid
New Mexico.....	School census
New York.....	Teacher unit
North Carolina.....	Number of teachers
North Dakota.....	School census
Ohio.....	School census
Oklahoma.....	School census
Oregon.....	School census

TABLE VIII (Continued)

Pennsylvania.....	Number of teachers
Rhode Island.....	Average daily attendance
South Carolina.....	Number of teachers
South Dakota.....	School census
Tennessee.....	Average daily attendance
Texas.....	School census
Utah.....	School census
Vermont.....	Number of teachers
Virginia.....	School census
Washington.....	Aggregate days attendance
West Virginia.....	Number of teachers
Wisconsin.....	Number of teachers
Wyoming.....	Number of teachers

¹In the majority of the states this is the basis on which the largest portion of state school funds, including equalization funds is apportioned.

H. State Board of Education

Question 1. Is the State Board of Education predominantly a lay body? Twenty-two states have State Boards of Education that are predominantly lay boards. All of the Eastern States with the exception of Connecticut have State Boards of Education, which are composed chiefly of lay members. There is no State Board of Education in Maine. Practically half of the Western States have predominantly lay State Boards of Education. Iowa and Minnesota are the only central states with a lay State Board of Education, however, Illinois, North Dakota, Ohio, and Wisconsin do not have a State Board of Education. In seven Southern States, the majority of the members of the State Boards of Education are laymen. (Table IX. Question 1.)

Question 2. Are ex-officio members omitted from the personnel of the Board? In fourteen states, ex-officio members are omitted from the State Board of Education. Colorado, Florida, Kentucky, Mississippi, Missouri, North Carolina, and Oregon have ex-officio State Boards of Education. (Table IX. Question 2 and Question 4.)

Question 3. Do terms of office of members overlap? In thirty states, the terms of office of members overlap. There is rotation of office for the members of the State Board of Education in eight Eastern States, also in eight of the Western States. Ten Southern States and four Central States use the rotary plan for members of the State Board of Education. The tenure of office of members does not overlap in states that have ex-officio boards, except in the state of Missouri and Oregon. (Table IX. Question 3.)

Question 4. Of how many years does the term of a member of the State Board of Education consist? The average term of the members of the State Board of Education is five years, and the range is from two to twelve years. The average tenure of office for members of the State Board of Education in the Eastern States is six years; for the Western States four and one-third years; for the Central States four and three-fourths years, and for the Southern States five and one-half years. The ex-officio State Boards of Education are not included in the above tabulation. (Table IX. Question 4.)

Question 5. Of how many members does the State Board of Education consist? The average number of members which compose the State Board of Education is seven, and the smallest Board is made up of three members, while the largest Board is twelve members. The State Boards of Education of Alabama and New York have twelve members each. The State Board of Education of New York, better known as the Board of Regents, is completely a lay body, while Alabama's is predominantly a lay Board. Vermont has the smallest lay State Board of Education, which consists of three members. North Carolina is the only state of the seven that has an ex-officio Board of approximately the optimum size. (Table IX. Question 5.)

TABLE IX

THE RESULTS OF THE INVESTIGATION OF
STATE BOARDS OF EDUCATION

Note: The various vertical columns 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 60, 61, and 62.

States	Questions				
	1	2	3	4	5
Alabama.....	+	-	+	6	12
Arizona.....	-	-	+	11	8
Arkansas.....	+	+	+	7	8
California.....	+	+	+	4	10
Colorado.....	-	-	-	E ²	3
Connecticut.....	-	+	+	6	9
Delaware.....	+	-	-	3	6
Florida.....	-	-	-	E ²	5
Georgia.....	-	+	+	4	6
Idaho.....	+	-	+	5	6

TABLE IX (Continued)

Illinois.....	3				
Indiana.....	-	-	+	4	9
Iowa.....	+	+	+	6	9
Kansas.....	-	-	-	2	9
Kentucky.....	-	-	-	E ²	3
Louisiana.....	+	+	+	4	11
Maine.....	3				
Maryland.....	+	+	+	7	7
Massachusetts.....	+	+	+	3	6
Michigan.....	-	-	+	6	4
Minnesota.....	+	+	+	5	5
Mississippi.....	-	-	-	E ²	3
Missouri.....	-	-	+	E ²	4
Montana.....	+	-	-	4	11
Nebraska.....	-	-	+	6	7
Nevada.....	+	-	+	4	7
New Hampshire.....	+	-	+	5	8
New Jersey.....	+	+	+	8	8
New Mexico.....	-	-	-	4	7
New York.....	+	+	+	12	12
North Carolina.....	-	-	-	E ²	7
North Dakota.....	3				
Ohio.....	3				
Oklahoma.....	+	-	+	6	7
Oregon.....	-	-	+	E ²	3
Pennsylvania.....	+	+	+	6	10
Rhode Island.....	+	-	+	6	8
South Carolina.....	-	-	-	4	9
South Dakota.....	-	-	-	4	7
Tennessee.....	-	-	+	6	11
Texas.....	+	+	+	6	9
Utah.....	-	-	+	6	9
Vermont.....	+	-	+	6	3
Virginia.....	+	+	+	4	7
Washington.....	-	-	+	2	7
West Virginia.....	-	-	-	6	7
Wisconsin.....	3				
Wyoming.....	+	-	+	6	7
Total +	22	14	30		
Total -	21	29	13		

¹The tenure of office is indefinite.

^{E²}The State Board of Education is an ex-officio board.

³No State Board of Education.

I. Chief State School Official

Question 1. Is the office of the chief state school official open to all without regard to residence? There are no residence requirements for the chief state school official in twenty states. None of the Eastern States have residence requirements for the chief state school officer; this is also true for five Central States. Arkansas, Maryland, and Virginia are not limited to their own state in selecting a chief state school official. Oregon and Washington are the only Western States that do not require the State Superintendent to be a resident. Idaho and Wyoming have two chief state school officials, the State Superintendent and the Commissioner of Education, and there are no residence requirements for the Commissioner of Education of Idaho and Wyoming. (Table X. Question 1.)

Question 2. What is the salary of the chief state school official? The average salary for the chief state school official is fifty-seven hundred dollars and the range is from three thousand to fifteen thousand dollars. Eighty-eight hundred dollars is the average salary for the chief state school official of the Eastern States, the Southern States are second with fifty-two hundred dollars as the average, the Central States third with fifty-one hundred dollars. The Western States have the lowest average, which is forty-two hundred dollars. Thirty states pay the chief state school officer from four thousand to six thousand dollars. (Table X. Question 2.)

Question 3. How many years is the tenure of office of the chief state school official? The chief state school officer's term is four years for twenty-four states, two years in thirteen states, six years in two states, five years in three states, and three years in Maine. The tenure of office of the chief state school official of Delaware is one year and for Connecticut, New Hampshire, New York, and Vermont there is indefinite tenure. The tenure of office for the Superintendent of Public Instruction of Idaho is two years and for Wyoming four years, and in both states the tenure of office for the Commissioner of Education is indefinite. (Table X. Question 3.)

Question 4. How is the chief state school officer selected? The chief state school officer is elected by the people in thirty-two states, appointed by the State Board of Education in nine states, and appointed by the Governor in seven states. Election by the people, which is the worst method, is not used in any Eastern States; in Connecticut, New Hampshire, Rhode Island, Vermont, and New York the chief state school officer is appointed by the State Board of Education. In Maine, Massachusetts, New Jersey, and Pennsylvania, the Governor appoints the Commissioner of Education. In the Western States election by the people is the only method used except in Idaho and Wyoming where there are two chief state school officers, the State Superintendent of Public Instruction, and the Commissioner of Education who is appointed by the State Board of Education. The only central state in which the chief

state school officer is appointed by the State Board of Education in Minnesota, and in Ohio he is appointed by the Governor; the remaining Central States use popular election for the office. In the Southern States the three methods of selection are also used; the State Board of Education appoints the chief state school officer in Arkansas and Maryland. The Governor appoints him in Tennessee and Virginia, and in the remaining twelve states election by the people is used.

(Table XI. Question 5.)

TABLE X

THE RESULTS OF THE INVESTIGATION OF RESIDENCE
ELIGIBILITY, SALARY, AND TENURE OF OFFICE
OF THE CHIEF STATE SCHOOL OFFICIAL

Note: The various vertical columns 1, 2, etc., refer to the questions and tabulation of returns as given on pp. 64 and 65.

States	Questions		
	1	2	3
Alabama.....	-	\$ 6,000.00	4
Arizona.....	-	4,500.00	2
Arkansas.....	+	5,000.00	2
California.....	-	5,000.00	4
Colorado.....	-	3,000.00	2
Connecticut.....	+	9,000.00	11
Delaware.....	+	7,000.00	1
Florida.....	-	6,000.00	4
Georgia.....	-	4,500.00	2
Idaho.....	-2	6,000.00	23
Illinois.....	+	10,000.00	4
Indiana.....	-	4,325.00	2
Iowa.....	-	4,500.00	4
Kansas.....	+	3,000.00	2
Kentucky.....	-	4,000.00	4

TABLE X (Continued)

Louisiana.....	-	\$ 6,000.00	4
Maine.....	+	5,000.00	3
Maryland.....	+	10,000.00	4
Massachusetts.....	+	9,000.00	5
Michigan.....	+	6,000.00	2
Minnesota.....	4	5,000.00	6
Mississippi.....	-	3,600.00	4
Missouri.....	-	3,000.00	4
Montana.....	-	3,600.00	4
Nebraska.....	+	5,000.00	4
Nevada.....	-	3,600.00	4
New Hampshire.....	+	5,000.00	I ¹
New Jersey.....	+	15,000.00	5
New Mexico.....	-	3,000.00	2
New York.....	+	15,000.00	I ¹
North Carolina.....	-	5,000.00	4
North Dakota.....	-	3,000.00	2
Ohio.....	+	6,500.00	4
Oklahoma.....	-	6,000.00	4
Oregon.....	+	4,000.00	4
Pennsylvania.....	+	12,000.00	4
Rhode Island.....	+	6,000.00	5
South Carolina.....	-	5,000.00	4
South Dakota.....	-	3,000.00	2
Tennessee.....	-	5,000.00	2
Texas.....	-	4,000.00	2
Utah.....	-	4,000.00	4
Vermont.....	+	5,000.00	I ¹
Virginia.....	+	6,000.00	4
Washington.....	+	4,000.00	4
West Virginia.....	-	5,000.00	4
Wisconsin.....	-	6,000.00	6
Wyoming.....	- ²	4,000.00	4 ³
Total +	20		
Total -	27		

¹The tenure of office is indefinite.

²The Commissioner of Education is open to all without regard to residence, but the State Superintendent of Public Instruction has residence restrictions.

³The tenure of office for the Commissioner of Education is indefinite.

⁴Nothing specified in the law.

TABLE XI

THE METHOD OF SELECTION OF THE
CHIEF STATE SCHOOL OFFICER

Elected by People	Appointed by Governor	Appointed by State Board of Education
Alabama	Maine	Arkansas
Arizona	Massachusetts	Connecticut
California	New Jersey	Delaware
Colorado	Ohio	Maryland
Florida	Pennsylvania	Minnesota
Georgia	Tennessee	New Hampshire
Idaho ¹	Virginia	New York
Illinois		Rhode Island
Indiana		Vermont
Iowa		
Kansas		
Kentucky		
Louisiana		
Michigan		
Mississippi		
Missouri		
Montana		
Nebraska		
Nevada		
New Mexico		
North Carolina		
North Dakota		
Oklahoma		
Oregon		
South Carolina		
South Dakota		
Texas		
Utah		
Washington		
West Virginia		
Wisconsin		
Wyoming ¹		

¹They have two chief state school officials; the State Superintendent of Public Instruction, and the Commissioner of Education who is appointed by the State Board of Education.

IV. SUMMARY AND CONCLUSIONS

A. School Census

1. The requirement of an annual school census is considered the most efficient. Thirty-four states have accepted this standard. Seven states take a biennial census, three every five years, Louisiana once in four years. In North Carolina the law provides for a continuous census, and Nevada takes one whenever necessary. California requires the parents to register all children of school age every three years.

B. Compulsory Attendance

1. A law permitting kindergartens in all local districts should be required. They are allowed in any district in twenty-seven states, and by nineteen states in the larger districts. Mississippi and Tennessee are the only states in which there are no laws permitting kindergartens.

2. All children should be enrolled in school by the age of seven, and should be compelled to attend until sixteen. Twenty-nine states require seven as the minimum age for compulsory full-time attendance, seventeen require eight, and in two states children must be in school at the age of six.

Sixteen is the maximum age for compulsory attendance in twenty-nine states, fourteen in nine states, fifteen in five, eighteen in four, and seventeen in South Dakota.

3. Every state should be compelled to maintain compulsory part-time schools up to the age eighteen for those who are deficient in their education. Compulsory part-time schools are to be maintained in twenty-six states if there are enough pupils to make a class. In five states, attendance is compulsory when schools are maintained. The law of Indiana provides that attendance may be compulsory when schools are maintained. Thirteen states require attendance in part-time schools for those between the ages fourteen and sixteen; four, from sixteen to eighteen; Delaware twelve and sixteen; four, fourteen and eighteen; three, sixteen and twenty-one; New York fourteen and seventeen; two under sixteen, Tennessee over fourteen, Michigan under seventeen, and two under eighteen.

4. All schools should remain open at least eight months. Forty-seven states have laws regulating the length of the school term. Alabama, places a limit on the length of school indirectly by requiring seven months of school before any money may be spent for free textbooks. The range in the length of school terms is from three months to nine and one-half months. The mode is eight months, and there are twenty-two states that fall below the standard of eight months.

5. Attendance officers should be required by law for each school district. In forty-five states there are laws providing the school district with attendance officers.

Delaware, Louisiana, and New Mexico have no laws requiring attendance officers.

C. Teacher Training and Certification

1. The abolition of the teacher-training classes in the high school is proposed. Eleven states still use this very inefficient method in training teachers.

2. High school graduation should be required for admission to state accredited teacher-training schools. Forty-five states meet the above requirements, while Missouri, Nebraska, and New Mexico do not.

3. Two years of training above the high school should be the minimum requirement for initial elementary school certificates. Twenty-three states require this amount or more for elementary school certificates.

4. Four years of training above the high school should be the minimum requirement for initial secondary school certificates. Thirty-six states require this amount or more for secondary school certification.

5. The state should have the sole authority for issuing teachers' certificates. Forty-one states have exclusive power in certification. One or more agencies are used to issue certificates in seven states.

6. The state should issue certificates for administration and supervision. Twenty-three states issue administration and supervision certificates, and in Rhode Island they are issued for administration only.

7. Certificates should be issued for the various fields of secondary teaching. The law of twenty-seven states provide for high school certificates in the various fields.

8. A certificate of good health should be a prerequisite for initial certification, and this is required in seventeen states.

9. Initial certification should be based upon the recommendations of normal schools and teachers colleges. Twenty-nine states grant certificates on teacher-training schools recommendations. Kansas uses examinations for certification of elementary school teachers; it accepts teacher-training schools' recommendations for high school teachers.

D. State Salary Laws

1. All states should have laws regulating the minimum salaries of teachers. Twenty-one states have laws fixing the minimum salaries of teachers.

2. Apportionments from state funds should be made to enable the local units to comply with the state minimum salary laws. Two-thirds of the twenty-one states apportion money from the state funds to local districts in order to enable them to comply with the state regulations governing minimum salaries for teachers. Iowa, Mississippi, North

Carolina, North Dakota, Oregon, Rhode Island and Vermont do not allow local districts aid from state funds.

3. Sabbatical leave should be granted with full or part pay. Alabama, Georgia, Maine, Nevada, and Wyoming are the only states that grant sabbatical leave on either of these bases.

E. Teacher Retirement Systems

1. Teacher retirement systems on a state-wide basis should be established. In establishing such a system the following provisions should be made: (a) compulsory membership for new teachers, (b) age for retirement fixed, (c) both teacher and public contribute to the retirement fund, (d) and reciprocal relations with other retirement systems.

Twenty-two states have state-wide teacher retirement systems. State-wide retirement systems for teachers are rare in the Southern States. Maryland and Virginia are the only Southern States that have them. Membership of new teachers is required in seventeen states. Arizona, Ohio, Rhode Island, Vermont, and Virginia do not require membership of new teachers. Ten states make provision for compulsory retirement at a specified age which is usually seventy. The teacher and the public contribute to the retirement fund in seventeen states. In Arizona and Rhode Island, the state is the only contributor to the retirement fund. The retirement

systems of Michigan, Montana, and Washington are supported by the teachers only. New Jersey, New York, and Wisconsin provide reciprocal relations with other sound retirement systems.

F. Sources of School Revenue

1. The State Board of Education should control the permanent school fund. There are only eight states in which the State Board of Education controls the permanent school fund. They are: Arkansas, Florida, Kentucky, Massachusetts, New Jersey, Pennsylvania, Texas, and Virginia.

2. The permanent school fund should not be invested in bonds of the state. Iowa, Rhode Island, and Washington do not permit the permanent school fund to be invested in state bonds. Indirectly, Indiana conforms to this standard also. Investment of the permanent school fund in state bonds is permitted in the remaining states that have permanent school funds.

3. The losses of any portion of the permanent school fund should be made good. Twenty states have laws providing that the losses of the permanent school fund must be made good. The laws of Ohio, Pennsylvania, West Virginia, and Wyoming make no provisions for losses.

4. Constitutional maximal limitations on state or local school taxes should be avoided. There are no constitutional maximal limitations on state or local school taxes in twenty-four states.

5. A state income tax to supplement the general property tax should be levied. State income taxes to supplement the general property tax are levied in fifteen states.

6. There should be no bonds issued for current operating expenses. This is prohibited in twenty-nine states and permitted in eighteen states.

7. All local school units should be required to levy a school tax. Local school units are required to levy a tax in twenty-eight states.

8. All school districts' bonds should be serial bonds. The laws of twenty-seven states provide that the bonds of school districts be serial bonds.

G. Apportionment of State School Funds

1. All states should have a state equalization fund, which recognizes the differences in local financial ability to support schools. The laws of thirty-two states provide for state equalization funds. Arizona, Idaho, Ohio and Texas have county equalization funds. There are twelve states that do not provide equalization funds.

2. To be eligible for equalization, the minimum tax rate that a local unit must levy should be fixed by law or by the State Board of Education. The minimum tax-rate a local unit must levy in order to receive state relief is fixed by law or the State Board of Education in twenty-six states.

3. Average daily attendance and the number of teachers when used together are probably the best criteria for apportioning state school funds. School census, and enrollment should be avoided. Twenty-five states apportion the largest per cent of their school funds including equalization funds on school census, two use enrollment, six use average daily attendance, ten use the number of teachers. California, Nevada, and New York use the teacher unit. Washington uses weighted aggregate attendance, and in New Jersey state school funds are prorated among counties in proportion to their assessed valuation.

H. State Boards of Education

1. The State Board of Education should be organized on the following basis: it should be a lay board, and ex-officio members should be omitted. The board should consist of seven members whose term of office should be for at least five years and overlap. Twenty-two states have predominantly lay State Boards of Education. Laymen constitute a majority on the State Boards of Education in all the Eastern States except Connecticut. In fourteen states, ex-officio members are omitted from the board, and in seven states, there are ex-officio State Boards of Education. The average term of the members of the State Board of Education is five years, and the range is from two to twelve years. The average number of members which compose the State Board of Education

is seven, the smallest three, the largest twelve. The State Boards of Education of New York and Alabama consist of twelve members each. In thirty states their terms of office overlap. Maine, Illinois, North Dakota, Ohio, and Wisconsin do not have State Boards of Education.

I. Chief State School Official

1. The State Department of Education should be organized on the following basis: All residence requirements for the chief state school officer should be abolished, a median salary of seventy-five hundred dollars should be provided, tenure of office should be at least five years or preferably indefinite, and the chief state school official should be appointed by the State Board of Education.

2. In twenty states the chief state school official's office does not have any residence requirements. There are no residence requirements for the chief state school officer in the Eastern States. The average salary for the chief state school official is fifty-seven hundred dollars, and the Eastern States pay the highest salaries for their officers, the average being eighty-eight hundred dollars, the South is second with fifty-two hundred, the Central States third with fifty-one hundred dollars, and the West last with forty-two hundred dollars. Thirty states pay the chief state school officer from four thousand to six thousand

dollars. The majority of the states have two or four years as the length of tenure of the office. The tenure of office for the chief state school official is indefinite in Connecticut, New Hampshire, New York, and Vermont. The Commissioners of Education of Idaho and Wyoming have indefinite tenure, but for the Superintendents of Public Instruction there is limited tenure. The chief state school official is elected by the people in thirty-two states, appointed by the Governor in seven states, and appointed by the State Board of Education in nine states. In the Eastern States only two methods for selecting the chief state school official are used. These are appointment by Governor and appointment by the State Board of Education. The Central States and the Southern States use all three methods for choosing the chief state school officers. However, popular election is the most frequently used method. Election by the people is the only method used in the Western States with the exception of Idaho and Wyoming. Idaho and Wyoming have two chief state school officials, the State Superintendent of Public Instruction, and the Commissioner of Education who is appointed by the State Board of Education.

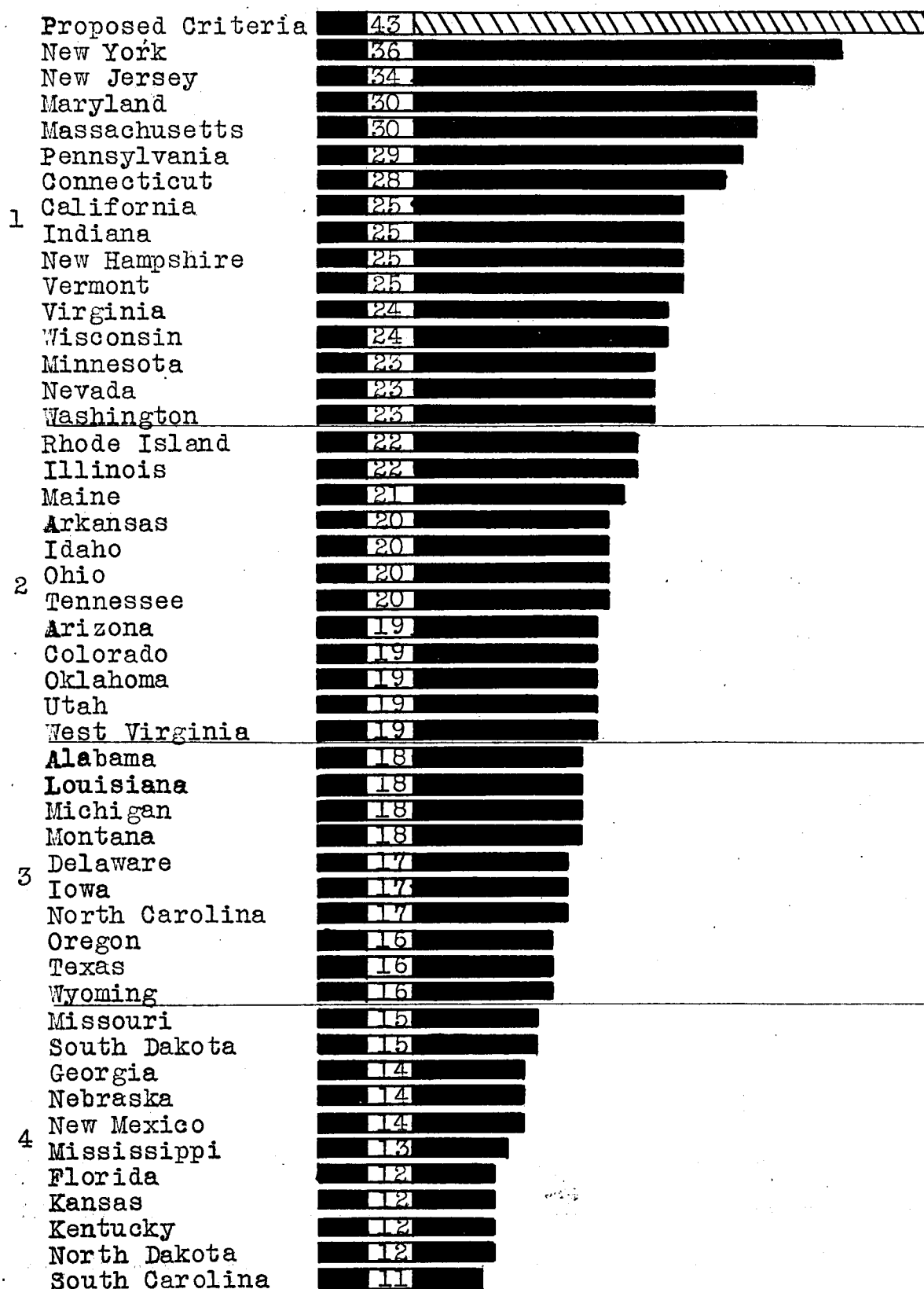


Figure 1. Shows the number of criteria out of the total of forty-three used in this study, which the various states are employing.

Figure 1 presents the relative standing of the various states in relation to the presented criteria. The Proposed Criteria for State School Administration was presented on pages 27-30. The criteria consist of forty-three sections. It is not the purpose of this study to determine the efficiency of state school systems.¹ However, before the study can be complete there must be a comparison of the various sections of the country. In order to make a comparison of the various parts of the country, the forty-eight states were divided into four divisions. The first division consist of fifteen states, the second twelve states, the third ten states, and the fourth division contains eleven states.

There are seven Eastern States, two Southern States, three Central States, and three Western States in the first division. Two Eastern States, four Southern States, two Central States, and four Western States make up the second division. In the third division there are four Southern States, three Western States, and two Central States. Delaware is the only eastern state in the third division. There are six Southern States, and four Central States in the fourth division. New Mexico is the only western state in the fourth division. In relation to the proposed criteria the Eastern States stand the highest, the Western States

¹See page 3.

second, the Central States third, and the Southern States are the lowest.

Seven to sixteen years of age for compulsory full-time attendance was one of the criteria of the study. In checking the states any age under seven and any age over sixteen, was counted in favor of the state, but any age over seven and under sixteen was not. In regard to compulsory part-time schools, the states were counted if the laws provided for compulsory part-time schools. Seven is the number of members that the State Board of Education should consist of; however, all states that did not have fewer than six nor more than eight were checked favorably.

This graph should under no circumstances be used to judge or rank the efficiency of any state's school system. The school system of the state of New York may be better than that of the state of South Carolina; however, this graph should not be used as proof.

V. APPENDIX

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INDIANA STATE TEACHERS COLLEGE
Terre Haute, Indiana

Department of Education

B. Letter to State Departments of Education

November 9, 1932

Dear Sir:

Mr. C. L. Upthegrove, a member of the Graduate Division of this college, is making a study of certain factors having to do with state school administration. In connection with this study, there are certain facts that he desires to obtain from each State Department of Schools.

I have gone over his questionnaire and believe that he has reduced the whole to a form in which checking will require a minimum of time to answer its various parts. I should be most grateful to you if you will give him the desired data.

Very truly yours,

E. E. Ramsey
Head of Department of Education

EER:B

Teacher Training and Certification

- [illegible]

	YES	95 NO	DOES NOT APPLY
8. Is a certificate of good health required for all initial certificates?.....			
9. Have examinations as a basis for initial certification been discontinued in favor of recommendations of teacher-training institutions?.....			
<u>State Salary Laws</u>			
10. Are there state regulations governing minimum salaries for teachers?.....			
11. Are apportionments from state funds made to enable local units to comply with state minimum salary laws?.....			
12. Are local units authorized to grant sabbatical leave with full or part pay?.....			
<u>Teacher Retirement System</u>			
13. Is there a state-wide retirement system for teachers?.....			
14. Is membership required of new teachers?.....			
15. Is an age for compulsory retirement fixed?.....			
16. Do both the teacher and public contribute to the support of the retirement system?.....			
17. Is provision made for cooperative or reciprocal relations with other sound retirement systems?.....			
<u>Sources of School Revenue</u>			
18. Does the State Board of Education control the permanent school fund?.....			
19. Is the investment of the permanent school fund in bonds of the state prohibited?.....			
20. Must all losses from the permanent school fund be made good?.....			
21. Are constitutional maximal limitations on local or state school taxes avoided?.....			

22. Is a state income tax levied to supplement the general property tax?.....
23. Is bonding for current operating expenses prohibited?.....
24. Are local units required to levy a school tax?....
25. Does the law require school districts' bonds to be the serial type?.....

Apportionment of State School Funds

26. Does the law fix, or is the State Board of Education empowered to fix, minimum school tax-rate requirements which local units must levy in order to receive state-relief?.....
27. Is there a state equalizing fund apportioned so as to recognize differences in local financial ability to support school?.....
28. Which basis is used for apportioning the state school fund -- school census, enrollment, average daily attendance, aggregate days attendance, number of teachers, or teacher-unit? (underline the one used in your state)

State Board of Education

29. Is the State Board of Education predominantly a lay body?.....
30. Are ex-officio members omitted from the personnel of the board?.....
31. Do terms of office of members overlap?.....

State Department of Education

32. Is the state superintendency open to all without regard to residence?.....
33. What is the salary of the chief state school official?.....

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