

BIENNIAL REPORT

OF THE

SUPERINTENDENT OF PUBLIC INSTRUCTION

OF

NORTH CAROLINA

FOR THE

SCHOLASTIC YEARS 1914-1915 AND 1915-1916

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LETTER OF TRANSMITTAL

STATE OF NORTH CAROLINA,
DEPARTMENT OF PUBLIC INSTRUCTION,
RALEIGH, December 10, 1916.

To His Excellency, LOCKE CRAIG,
Governor of North Carolina.

DEAR SIR:—According to section 4090 of The Revisal of 1905 I have the honor to transmit my Biennial Report for the scholastic years 1914-15 and 1915-1916.

Very truly yours,

J. Y. JOYNER,
Superintendent of Public Instruction.

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PART I

SUMMARY AND BRIEF OUTLINE OF TWO YEARS PROGRESS
IN EDUCATION.

RECOMMENDATIONS.

WORK TO BE DONE AND HOW TO DO IT.

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SUMMARY AND BRIEF OUTLINE OF TWO YEARS PROGRESS IN EDUCATION

The following summary and brief outline of the progress in education for the biennial period beginning July 1, 1914, and ending June 30, 1916, is based on the official reports on file in the office of the Superintendent of Public Instruction and can be verified in detail by the published statistical reports of this biennial period.

Increase in School Funds.—The total available school fund for the year ending June 30, 1916, was \$7,272,887.70. This is an increase of \$1,153,284.98 over the total available school fund for 1914. Of this total available school fund for 1916, \$3,377,039.13 was raised by State and county taxation and appropriation, and \$1,640,985.50 was raised by local taxation in special-tax districts of which \$937,385.29 was raised in urban districts and \$703,600.51 was raised in rural districts. This is an increase in 1916 over 1914 of \$159,018.03 in the amount raised by local taxation in rural districts and \$114,019.12 raised by local taxation in urban districts.

Of the total available school fund for 1916, \$4,573,931.62 was the rural school fund and \$2,698,956.08 the urban school fund. In percentage there has been an increase of 29 per cent in the funds raised by local taxation in the rural districts, and 14 per cent in the funds raised by local taxation in the urban districts, and 18 per cent in the annual available fund raised by general State and county taxation and appropriation in 1916 over 1914.

Excluding bonds, loans, State appropriations, and the balance from the previous year, the whole amount raised by county and local district taxation for public schools during 1916 was \$4,191,472.76, an increase of \$184,693.25 over 1914. These figures show that during 1916 \$8.80 was raised for each child of school age enumerated in our State school census, \$6.90 for each child outside the cities and towns and \$16.49 within the cities and towns. This was a per capita increase in 1916 over 1914 of 93 cents for each child, an increase of 51 cents for each county child of school age and \$2.46 for each city child of school age.

These comparisons are made between the last year of this biennial period, 1916, and the last year of the preceding biennial period, 1914, so as to indicate the progress of the period. The figures for the year 1915 and the relative progress in 1916 over 1915 can be easily ascertained from the published statistical reports found elsewhere in this report.

For What Money Was Spent.—With this increase in available funds for educational purposes, there has been during the year a corresponding increase in those things that can be provided only by increased funds. There has been an increase of \$1,104,350.16 in the value of rural school property and 1,306,828.34 in the value of urban school property, making a total increase of \$2,411,178.50 in the value of the public school property of the State. There has been spent during the period \$2,155,984.27 in building, improving, and equipping public schoolhouses. Eight hundred and forty-five new rural schoolhouses have been built at an average cost of \$1,109.95. There has been an increase of 822 in the number of rural schoolhouses equipped with patent

desks, and \$154,045.96 has been expended during the biennial period for furniture for rural schoolhouses and \$86,202.96 for furniture for urban schools.

Two and eight-tenths days have been added to the average annual school term of the white schools of the State, and the average annual school term of the colored schools of the State has remained the same; 2.2 days to the white rural school term; 4.5 days to the white urban school term. There has been an increase of 1,007 in the number of white teachers employed, and 269 in the number of colored teachers employed. There has been an increase in the average annual salary of white teachers of \$25.26 and \$2.23 in the average annual salary of colored teachers. The average annual salary of rural school teachers has been increased \$18.45 or 21 per cent. There has been a necessary increase in the expense of collecting, administering, and expending a larger fund, and an increase in the current expenses for longer terms with more schoolrooms and teachers.

The total expenditures for all schools during 1916 was \$6,561,646.84, which represents an increase of \$994,653.95 over 1914, an increase of \$655,473.55 in the expenditures of rural schools, and \$339,180.40 in the expenditures for city schools. Of this increase, rural teachers and superintendents received \$433,920.78 and urban teachers and superintendents received \$192,504.22. There was a decrease in the expenditures for administration in the rural schools, which includes expenses of county board, treasurers' commissions, school committeemen, attendance officers, teachers' institutes, postage, stationery, etc., of \$6,271.88, and an increase in the urban schools of \$4,629.40. The increase in the expenditures for repaying borrowed money, *i. e.*, money borrowed temporarily for paying teachers' salaries between the time of the opening of school and the collection of taxes for money repaid State Loan Fund, payments on bonds, and errors and overcharges in taxes, was \$323,861.21 for the rural schools and \$237,092.65 in the urban schools. The expenditures for public high schools showed a reasonable increase. In this report the expenditures for rural high schools have been included with the other rural school expenditures, and will not be found listed separately as heretofore. The detailed report of the high school expenditures will be found in the report of the State Inspector of Public High Schools, found elsewhere in this report.

There was a slight increase in the amount spent for buildings and furniture. Taking collectively the gain in the expenditures under each head, there was a net increase in the expenditures for the State for public schools of \$994,653.95 in 1916 over 1914. This shows a gain in the expenditures for schools of 17 per cent in 1916 over 1914.

Increase in Value of School Property.—In 1916 the total value of school property of the State was \$11,489,881.77. Of this amount, the value of rural school property was \$6,135,060.18 and the value of city school property was \$5,354,821.59. This is an increase in 1916 over 1914 of \$2,411,178.50 in the total value of all school property, of which \$1,104,350.16 is the increase in the value of rural school property and \$1,306,828.34 the increase in the value of city school property. The value of white school property in 1916 was \$10,205,859.77, of which \$5,467,795.61 was rural and \$4,738,064.16 was urban. The percentage of increase in the value of school property during the biennial period was 26 per cent, 22 per cent rural, 32 per cent urban.

In 1916 there were 8,088 schoolhouses in the State—7,743 rural and 345 urban, 5,449 rural white and 2,294 rural colored, 225 urban white and 120

urban colored. The average value of each rural white schoolhouse was \$1,003.45, the average value of each urban white schoolhouse was \$21,058.06; the average value of each rural colored schoolhouse was \$290.90, the average value of each urban colored schoolhouse was \$5,137.98. There has been an increase of \$151.90 in the average value of each rural white schoolhouse, and \$43.42 in the average value of each rural colored schoolhouse in 1916 over 1914. During the biennial period \$943,421.55 was spent for white rural school buildings and sites, and \$729,067.03 was spent for white urban school buildings and sites, and \$83,235.29 was spent for colored rural school buildings, and \$125,437.13 was spent for urban colored school buildings. Taken collectively, this means that \$1,026,456.84 was spent for rural school buildings and sites, and \$854,504.16 was spent for urban school buildings and sites.

New Rural Schoolhouses Built.—As will appear from the table found elsewhere in this report 845 new rural schoolhouses have been built during the biennial period, 639 white and 206 colored, valued at \$937,904.23. This means an average of one rural schoolhouse built for every day in the year, and including the city schoolhouses built, the average runs considerably over one per day. This pace of building at least one new schoolhouse for every day in the year according to approved plans of modern school architecture prepared by competent architects under the supervision of the State Department of Education and distributed from the office of the State Superintendent of Public Instruction, has been maintained for the past fourteen years—a total of 5,624 new rural schoolhouses having been built during this time—in 5,114 days. This also means that two-thirds of all the schoolhouses in the State have been built or rebuilt within the last fourteen years.

Improvement in School Furniture and Equipment.—During the biennial period \$240,248.92 has been spent for school furniture and necessary equipment. In 1916 there were 4,268 rural schoolhouses equipped with modern school furniture—3,711 white and 557 colored—an increase of 662 white and 160 colored over 1914; 2,626 rural schoolhouses were equipped with home-made desks—1,436 white and 1,190 colored.

Increase in Local-Tax Districts and Funds Raised by Local Taxation.—During the period 205 local-tax districts have been established by voluntary vote of the people in rural communities and small towns, an average of more than two districts per week for each week in the two school years. This made a total of 1,834 districts in the State at the end of the school year. In 1916 \$1,640,985.80, or more than 22 per cent of the entire school fund of this State, was raised by local taxation, \$703,600.51 in rural districts and \$937,385.29 in urban districts. All the counties of the State now have from one to 67 local-tax districts each, levying special taxes therein to supplement their apportionment from the State and county funds for longer terms, better schoolhouses and equipment, better teachers paid better salaries, and for better schools.

Increase in Attendance and Lengthening of School Term.—The increase in the school census in 1916 over 1914 was 48,037—35,600 white and 12,437 colored. The increase in the school enrollment was 49,599—39,709 white and 9,890 colored. The increase in the average daily attendance, 37,727—30,083 white and 7,644 colored. These figures indicate a most remarkable increase in the enrollment and attendance when it is remembered that the compulsory attendance law went into effect in 1914, and there was at that time an in-

crease in the attendance of 75,919. This means that in four years the number of children attending the public schools of the State has been increased by 113,646, or more than 30 per cent.

In 1916 the average length of school term in the white rural schools was 117.6 days, in the city white schools 170.5 days, in all white schools of the State 127 days, in the rural colored schools 104 days, in the city colored schools 166 days. This is an increase in 1916 over 1914 in the average term of rural white schools of 2.2 days. The average increase in the term of all rural schools was 2 days. The increase in 1916 over 1914 in the average term of urban white schools was 4.5 days.

As stated above, there has been an increase of 1,276 in the number of teachers employed, white and colored.

Improvement in Teachers' Institutes and Other Facilities for Teacher-training.—Under amendments to the school law by the General Assembly of 1909 a two-weeks' teachers' Institute was made mandatory in every county biennially. Teachers' institutes were held in twenty-nine counties in 1915 and in sixty-two counties in 1916. Institutes were arranged for in Ashe and Wilkes but could not be held on account of flood conditions. The number of institutes conducted in 1916 was smaller than in 1914 because the General Assembly of 1915 amended the law so as to equalize the number of counties having institutes in 1916 and 1917. This change took eighteen counties from the 1916 group and put them in the 1917 list. Special arrangements were made in Durham, Craven, Guilford, Jackson, McDowell, Orange, Pitt, and Watauga for the training of the teachers in summer schools or otherwise to take the place of institute work. With the aid of the Supervisor of Teacher-training, also made possible by an amendment to the law in 1909, the work of the county teachers' institutes and the county teachers' associations has been organized and systematized, and through teachers' reading circles, a valuable course for home study and home training for the professional improvement of the rank and file of the teachers is being successfully conducted. Teachers' associations, holding monthly meetings, are in successful operation in more than ninety counties. Most of these associations have also organized teachers' reading circles for pursuing the prescribed course of professional reading.

A trained man and a trained woman have been appointed to conduct each of these county teachers' institutes. All institute workers have been required to attend a conference of three or four days with the State Superintendent of Public Instruction and the Supervisor of Teacher-training, for the discussion of their work and the arrangement of uniform and definite plans of work before beginning the institutes, and have been furnished with bulletins containing definite outlines and approved suggestions for the work of the institutes. Under this plan there has been marked progress in the organization and the direction of this institute work. It has been uniform, practical, and progressive, with more teaching and demonstration and less lecturing, with more emphasis on the essential subjects and less on the frills.

The reports received from these institutes have been the most encouraging ever received by the State Superintendent. They have been more largely attended and the teachers have been more interested and benefited than ever before. A fuller report of this institute and teacher-training work, by the Supervisor of Teacher-training, is printed elsewhere in this report. An attempt has been made, with encouraging success, to correlate and coördinate

the work of these agencies for home study and professional improvement of teachers—the teachers' institute, the county teachers' association and reading circles, to plan the work so as to make it more progressive and continuous from year to year. *North Carolina Education*, our official State teachers' journal, is heartily coöperating and rendering valuable assistance in carrying on this work.

Improvement in County Supervision.—There has been an increase in the number of county superintendents giving their entire time to the work of supervision and an increase in the time devoted to their work by nearly all the superintendents. Seventy-five county superintendents now devote their entire time to the work. The county superintendents are thoroughly organized into State and district associations, holding annual meetings for the discussion with each other and with the State Superintendent of their common problems, for an exchange of views and experiences, for mutual counsel and advice and for forming plans for carrying on more uniformly and successfully the great work of educating all the people in the schools for all the people. It has seemed to me that during this biennial period the county superintendents have shown an unusual improvement in the efficient and intelligent discharge of their duties and that on the whole they have manifested a fine spirit of loyalty and devotion to their work. Much progress has been made in the organization, training, and directing of their teaching force and in systematization, classification and gradation of the work in the rural schools.

As will appear elsewhere from the reports of Mr. Brogden and Mr. Newbold, the State Agents for Rural Schools, there has been during the year marked progress in a number of counties in closer and more efficient supervision of rural schools. At least 18 counties employed during the year competent, trained women to assist in the supervision of their rural schools.

Progress in Rural Public High Schools.—During the biennial period seven new public high schools have been established, making a total of 212 such schools in ninety-six counties of the State. There are, therefore, only four counties that do not have one or more of these schools. The annual State appropriation for their maintenance is \$75,000, and has not been increased since 1911. During the biennial period \$503,505.32 has been expended for the maintenance of these schools. The total enrollment of country boys and girls in them was 8,986 in 1915 and 10,379 in 1916, a total of 19,365 for the biennial period—9,406 boys and 9,959 girls. This is an increase of 3,103, or 19 per cent., in the total enrollment in 1916 over that of 1914. There has been an average daily attendance of 6,773 in 1915 and 7,873 in 1916. The percentage of the enrollment in average daily attendance for the past two years was 75 per cent.

In connection with some of these high schools dormitories have been built and equipped, in which high school students may secure board at the actual cost and pay for it in money or in provisions at the market price.

These figures show an encouraging increase in enrollment and attendance upon these public high schools, indicating a commendable growth in public sentiment among the rural population for high school education, for the elevation of the average of intelligence, and for better preparation for citizenship and service. A fuller report of these public high schools, prepared by the State Inspector of Public High Schools, is printed in another section of this report.

Increase in Rural Libraries.—During the biennial period 493 new libraries have been established costing approximately \$14,790.00, containing an average of about eighty-six volumes each of well selected books which are lent to the pupils of rural communities for their use; 248 new supplemental libraries have been added to the libraries formerly established, costing \$3,720.00, and adding about thirty-five books to each of these original libraries. The total number of rural libraries in the State at the close of the biennial period was 4,102, the total number of supplemental libraries 1,773. Almost one-half of all the school districts in the State, white and colored, are now provided with rural libraries.

Loan Fund for Building Schoolhouses.—During the biennial period the total amount of new loans made from the State Loan Fund for Building and Improving Public Schoolhouses was \$208,985, an increase of \$1,538 over the preceding biennial period, to seventy-four counties for building and improving houses valued at \$781,796. The total amount of loans made from this fund since its establishment in 1903 aggregates \$1,105,008.50 to ninety-eight counties for building and improving 1,772 houses valued at \$3,193,296. This means that nearly one-fourth of all the schoolhouses in the State have been built with the aid of this fund. The total amount of outstanding loans unpaid November 30, 1916, was \$524,963.80.

This fund continues to be of incalculable service in building and improving public schoolhouses; the loans from it often make possible at once much needed new houses where they would not otherwise be possible without closing the schools and using the entire apportionment for one or more years for building. A timely loan from this fund also often means to a district the difference between a poor cheap house and a good properly constructed one. By the method of extending the payments over a period of ten years and charging such a small rate of interest a district can take care of the repayment of a loan from this fund without seriously hampering the efficiency of the school, or materially shortening the school term. Loans from this fund are made only for houses constructed in accordance with plans approved by the State Superintendent of Public Instruction, and the plans for any house not constructed in accordance with one of the plans issued by the State Department must be submitted to the State Superintendent for his approval before the application will be filed or the loan made. A fuller and more detailed report of the loan fund will be found elsewhere in this report.

Boys' and Girls' Club Work, An Increased Interest in Agricultural Education.—With the aid of Mr. T. E. Browne, agent for Agricultural Extension Work, his corps of able assistants, Mrs. Jane McKimmon, agent in charge of Girls' Demonstration Work, and with the active coöperation of the county superintendents and teachers, boys' corn clubs, pig clubs, poultry clubs, baby beef clubs, and girls' tomato clubs have been organized in many communities in the State. The growth of this work has been most remarkable, and it is doubtless doing much toward giving the country boy and girl real practical instruction in agriculture and home economics. A report of the work of these clubs will be found elsewhere in this report.

Farm-Life Schools and Rural Uplift Movement.—Since the amendment to the farm-life school law, allowing any county that will provide the required equipment and an annual maintenance fund equal to the amount received from the State to avail itself of the State appropriation not to exceed a maximum of \$2,500 for instruction in agriculture, sewing, cooking, household

economics and other farm-life subjects in connection with one or more of its rural high schools, nine new farm-life schools have been established during the biennial period, making a total of twenty-one such schools in seventeen counties of the State. No part of the annual maintenance fund for these schools or of the funds for their necessary equipment is allowed to be taken out of the regular school funds and to shorten the regular public school term until those funds are sufficient to provide a minimum of six months. The significant and hopeful fact about their establishment through the coöperation and sacrifice of the people of the communities in which they are located is the evidence that it furnishes of intense interest in the education of country boys and girls for country life, and of the faith of the country people in a sort of education and school that can and will provide better preparation for more profitable, more comfortable, more healthful, more joyous and more contented living in the country.

The farmers, individually and through their various organizations, have lined up enthusiastically behind this movement. All the rural uplift forces of the State and county, educational, agricultural, public health, have actively coöperated in the movement.

These schools are in successful operation now, and their results more than justify the wisdom and the expense of their establishment and maintenance. In coöperation with the A. and M. College, arrangements have been completed for supervision and aid in the direction of the vocational and extension work of these schools by trained specialists in these subjects who are connected with the State Department of Public Instruction also as supervisor of these schools and of this sort of work in other public schools, devoting such time to that work as may be necessary.

As will be seen from the reports of Mr. Brogden and Mr. Newbold, found elsewhere in this report, a number of consolidated rural schools with three or more teachers are also doing some excellent work in instruction and practical training in farm-life subjects without State aid under the direction of the county superintendents and the rural school supervisors.

I regard the establishment of these schools and the remarkable increase in the number of them through the efforts and demands of the country people themselves as perhaps the most significant, practical, and far-reaching single forward step of this decade. In my opinion, it marks the beginning of a new era in rural education and in the adaptation of the work of the rural schools to the life and needs of the country people that is destined to result in increased efficiency of the rural population and in a redirection and a reorganization of rural life and a revolution of rural conditions within one or two generations.

Community Service Work.—One of the most hopeful, successful, and stimulating movements for rural uplift was the inauguration and observance of Community Service Week in 1914. So gratifying was the result that the idea was extended in 1915 to include a month, which was devoted entirely to the elimination of adult illiteracy and was known as Moonlight School Month. Again success was marked. But the feeling grew that community service should mean not a spasmodic, or periodic, but a continuous and permanent effort. The final culmination of this feeling was the formation, in 1916, of the State Bureau of Community Service, supported and directed coöperatively by the State Department of Public Instruction, State Board of Health, State Department of Agriculture, the Agricultural and Mechanical College, State

Experiment Station, State Normal and Industrial College, and State Farmers' Union. Through this bureau community service has been made a permanent part of our work by means of the organization and registration of local community service leagues under the following plan of organization and work:

1. The area covered by a Community Service League should consist of one school district of at least sixty white families.

2. Before a community is organized under this plan, it shall be visited by a representative of the State Bureau of Community Service and a report made indicating that conditions favor the success of the organization.

3. Each local league shall adopt its own method of electing officers and new members.

4. The officers shall be a president, a vice-president, a secretary-treasurer, and an executive committee consisting of the president and the secretary of the league, and the chairman of each of the five permanent committees named below.

5. The president and secretary of each local league shall keep in touch with and report to the State Bureau of Community Service, Raleigh, and circulars and literature from the bureau shall be sent to them.

6. The five permanent committees of the local league, and their duties, shall be as follows:

I. COMMITTEE ON EDUCATION. OBJECTS:

- (1) Increasing efficiency of community school in teaching, studies, attendance, etc.
- (2) Improving school grounds, buildings, equipment, and library.
- (3) Coöperative extension work: corn, pig, poultry, cooking, sewing, and canning clubs, traveling libraries; increasing book and newspaper reading among the people; teaching adult illiterates; making school community center, etc.

II. COMMITTEE ON FARM PROGRESS. OBJECTS:

- (1) Better farm methods, aiming especially at richer lands and crop diversification so as to make a self-feeding community, with "money crops" as surplus crops.
- (2) Increasing interest in live stock, dairying, poultry-raising, canning, and home industries.
- (3) Getting better tools and machinery and better breeding sires, with coöperation to effect this result.

III. COMMITTEE ON COÖPERATIVE MARKETING. OBJECTS:

- (1) To secure standardization of sales products, scientific grading, warehousing, and pooling.
- (2) To promote economical buying on cash basis, and encourage thrift, credit unions, coöperative associations, etc., as aids to this end.
- (3) To encourage good roads as aids to economical marketing.

IV. COMMITTEE ON HEALTH. OBJECTS:

- (1) To study local health conditions and promote community and home sanitation.
- (2) To teach individuals, adults and children, methods of disease prevention.
- (3) To combat agencies of fraud and superstition in treatment of disease.

V. COMMITTEE ON ORGANIZATIONS AND SOCIAL LIFE. OBJECTS:

- (1) To promote and assist the local farmers' organization, farm women's club, young people's debating society, and community fair.
- (2) To encourage lectures, debates, musicals, entertainments, local plays, picnics, celebrations, etc., and to make community surveys and maps.
- (3) To promote wholesome sports and recreation, outdoor and indoor games, and a community playground, and to cooperate with the committee on education in making the school the social and intellectual center of the community.

7. The executive committee of the local league, in consultation with the State Bureau of Community Service, will determine upon the specific and strategic lines of progress it is desirable to stress each year, selecting from the general and permanent aims of each committee some particular and urgent problem on which attention should be centered.

8. An official registration card shall be furnished free to each local league (one each for officers and chairmen of committees and one for filing in State Bureau). The registration card shall set out name of community, county, regular meeting place, names and addresses of all officers and chairmen and secretaries of committees, and the definite line of work each committee is to carry on for a given period, as agreed on under section 7.

9. All the services of the State Bureau of Community Service, including lectures, lantern slides, literature, etc., shall be rendered free to communities registered under this plan.

10. The executive committee of each league so organized and registered shall sign the following agreement:

We, the executive committee of Community Service League, in consideration of the aid offered by the State Bureau of Community Service in working out our community problems, hereby join the officials of said bureau in agreement to all of the articles of organization above set out.

The object of a Community Service League is to organize permanently the combined strength of a community. The purpose of such leagues is for each community to find ways to increase the happiness of country life; to improve the educational, social and moral conditions of the community; to conserve the health of the community dwellers; to lighten their labors by the introduction of home conveniences and farm machines; to add economically to the productivity of their farms; to encourage community thrift and saving, and in general to promote community welfare by united effort.

Poor schools and churches, pathetic loneliness, poverty of soil and soul, tenantry, isolation, bad roads, bad health, joyless drudgery in home and field—these are a few of the rural ills to be combatted by the organization of community service leagues.

During 1916, 33 communities were organized and registered through this bureau. Annual reports already in hand from 20 of these leagues show that, although the first was not organized until March, and the last in November, an aggregate of 152 meetings were held with an average attendance at each of 47.

In addition to the regular work of organizing and registering community service leagues and directing their activities, two great county-wide community service schools were held, one in Union County and the other in Sampson, where all the community service leagues of a county gathered in a great five-day school, and where the grown-ups were taught along the line of their everyday problems and the youngsters were given special instruction by experts.

Practical Instruction in Public Health and Hygiene.—With the valuable assistance and coöperation of the State Board of Health and its efficient and energetic secretary and assistant secretaries, much valuable work has been done in the public schools in increasing interest and giving instruction in public health and hygiene. Bulletins, dealing in a concise, simple, and practical way with the simple hygienic laws affecting the everyday life of the child and the people, have been prepared under the direction of the Secretary of the State Board of Health, and printed and distributed to teachers of the State by the State Department of Public Instruction. A list of these bulletins will be found under Educational Literature.

Directions have been given to the teachers, through the county superintendents, to make use of these bulletins for the systematic instruction of the children of their schools in public health and hygiene, and to give to the entire school at least three brief health talks a week, the information for which, progressively and logically arranged, has been furnished them in the Health Talks Bulletins. Another one of these bulletins, enlarging somewhat on the first ideas, is now in the course of preparation.

This health and hygiene work is a long step forward toward the improvement of sanitary conditions and public health in the rural districts. County superintendents and public school teachers have responded intelligently and enthusiastically to the call for it. Emphasis was laid upon this work in the county teachers' institutes, and special attention is being given to it in the county teachers' associations.

By addresses and talks to the teachers and to the general public, the secretary and assistant secretary to the State Board of Health and the physicians of the State generally are aiding greatly in this campaign for the instruction of the children and the people of the State in public health and hygiene and in the cultivation of public sentiment therefor. It is impossible to calculate how much can be done, through simple instruction, line upon line, precept upon precept, for the rising generation in the public schools for the prevention and eradication of typhoid fever, tuberculosis, hookworm disease, scarlet fever, smallpox, diphtheria, and other preventable diseases that constitute the chief scourges of our population. The sentiment is rapidly growing and the demand rapidly increasing that such instruction shall be made an essential and organic part of our educational work.

Whole-time health officers have been employed in a number of counties, and with their coöperation and the coöperation of the State Board of Health an excellent beginning has been made in several counties in medical inspection of school children.

Campaign for Education.—The campaign for education, by bulletins, through the press, and by public addresses, has been carried on without cessation. The State Superintendent has used all the time that he could spare from his work in the office for field work and educational campaign work.

In this work he has also been assisted by the State Agents for Rural Schools and the State Inspector of Public High Schools and other members of his staff.

In many counties, of course, enthusiastic and consecrated county superintendents have carried on almost continuously effective campaigns for public education and school improvement, by personal work, public addresses, circular letters, newspaper articles, etc. In this work many of them have been assisted by consecrated teachers and public spirited citizens of all classes and vocations. After all, the most effective part of this campaign is that carried on from year's end to year's end, without blare of trumpets, in the county, under the direction of an efficient county superintendent of common sense and consecration.

Woman's Association for the Betterment of Public Schoolhouses and Grounds.—Through the unselfish work of the patriotic women of the State, county and local associations, thousands of dollars have been raised for the improvement of schoolhouses and grounds, and much valuable voluntary service that cannot be measured in dollars and cents has been rendered in making the schoolrooms and school grounds more beautiful and attractive, and in cultivating public sentiment and public interest for the betterment of the public schools. Many county superintendents, public school teachers, county boards of education, and school committeemen have given their hearty coöperation to the women in this work.

County Commencements.—Another significant and distinctive forward step in the educational progress of the period has been the increased number of county commencements held and the increased interest and improvement in these events. Successful county commencements have been held in most counties in which thousands of school children participated in parades, contests, school exhibits, school fairs and other events and hundreds of children received certificates after examination for the completion of the work of the seven elementary grades.

These commencements have come to be, perhaps, the most effective educational rallies and the most popular public gatherings in the counties in which they have been held. They have proved one of the most effective agencies for the stimulation of county pride, school spirit, community emulation, for the cultivation of public sentiment for public education, and for the encouragement of children to remain in the public schools for the completion of the elementary grades and to enter the rural high schools and the farm-life schools. A bulletin on the county commencements, containing accounts of some of them, typical programs and valuable suggestions for their organization and successful conduction, has been issued from the State Department of Public Instruction, and a copy of the same can be obtained from any county superintendent.

MOONLIGHT SCHOOLS FOR TEACHING ADULTS TO READ AND WRITE

In response to the appeal of the State Superintendent, about five thousand public school teachers volunteered their services, without additional compensation, to teach night schools to instruct adults that could not read and write. The North Carolina press actively and generously joined in the campaign for the elimination of illiteracy, the State Council of the Junior Order of United American Mechanics appropriated fifteen hundred dollars to aid the work, and its State Councilor, Col. Paul Jones, unselfishly devoted much time

and effort to assisting in the work. The State Federation of Women's Clubs, local women's clubs, and other organizations in all parts of the State responded to the call and rendered most valuable assistance.

To ascertain the results of these schools in the reduction of adult illiteracy, a careful survey in two typical counties, Pasquotank in the East and Caldwell in the West, was conducted for the Department of Public Instruction by Mr. W. C. Crosby, Secretary of the Bureau of Community Service, in coöperation with the county superintendents of those counties.

The report of those surveys reveal the remarkable facts that in those counties white illiteracy has been reduced fifty per cent—one-half—since the census of 1910; that practically all illiterates under eighteen years of age in 1910 have since been taught to read and write in the public schools; that practically every one of the illiterates remaining at the time of the survey were past thirty years of age. These facts justify the belief that, with a proper enforcement of the compulsory attendance law, illiteracy in the present and in future generations can be prevented and that, with a well organized and properly directed system of night schools, practically all adult illiterates can be reached and taught to read and write in a few years.

I did not feel that it would be right to call upon the poorly paid, hard-worked public school teachers of the State to continue to give their services, without compensation, to this work of teaching night schools for adults, nor did I believe that this work could be efficiently and permanently conducted under a volunteer plan, therefore I have earnestly recommended for its continuation an appropriation by the State to be duplicated by the county and the community. With the aid of such an appropriation I confidently believe that adult illiteracy can be practically wiped out within the next few years.

Below is given a brief report of the surveys in Pasquotank and Caldwell counties:

A list of the white illiterates ten years of age and over, by name, age, and voting precinct, as found by the Federal census takers in 1910 in each of these counties, was secured from the United States Census Bureau. With this list in hand, a representative of the Bureau of Community Service visited each county and, with the aid of the local school officials, made canvasses and secured definite and, it is believed, accurate information concerning each illiterate.

In this manner the following significant facts were obtained:

Pasquotank County.—Nearly half, or 253, of the 569 illiterates reported in 1910 can now read and write—have learned to read and write since 1910. Thirty-six had moved away from the county, 68 could not be found at all, 51 are dead, and only 28 per cent, or 161, were definitely established as still being illiterate.

Caldwell County (five townships and town of Lenoir).—Six hundred and seventy-five of the 1,598 reported in 1910 can now read and write, 137 have moved away, 138 could not be found, 105 are dead, and 30 per cent, or 543, are still illiterate.

Granting that the reduction in illiteracy among those who moved away and those who could not be found is approximately the same as among those accounted for, and deducting from the number those who have died, we find that 62 per cent in Pasquotank County and 55 per cent in Caldwell have definitely passed from the illiteracy class. In Pasquotank County the percentage of the white population illiterate in 1910 was 7.5. According to the

above it would now be less than 3 per cent, while Caldwell County, which in 1910 had 18.8 per cent of the white population illiterate, there now would be only 8.5 per cent illiterate.

A most striking fact, and one that will be of especial interest to school folk, is that, almost without exception, it was found in both counties that those illiterates who were under 18 years of age in 1910 have since been taught to read and write in the public schools. Further, practically every one of the 704 illiterates remaining in the two counties was past thirty years of age. And here lies the task of the Moonlight Schools. If these people are to be reached at all, they must be reached either by these schools or by personal workers.

The facts disclosed by this survey are especially interesting and valuable, since they form a concrete basis upon which some idea of the present condition of illiteracy in the whole of North Carolina can be based.

Surveys are planned for two more counties—Lincoln and Catawba. The lists have been secured and the results will be published as soon as the surveys are completed.

Following will be found the tabulated results of the surveys in Pasquotank and Caldwell counties:

RESULTS IN PASQUOTANK COUNTY BY TOWNSHIPS.

Township	Total, 1910	Can Now Read and Write	Moved Away	Cannot Find	Dead	Still Illiterate
Elizabeth City (proper).....	158	65	15	30	11	37
Elizabeth City.....	21			23		1
Providence.....	75	23		1	13	32
Mount Hermon.....	77	37	3	4	5	28
Newland.....	71	30	11		6	24
Nixonton.....	76	45		11	5	15
Salem.....	88	47	6		11	24
Totals.....	569	253	36	68	51	161

RESULTS IN CALDWELL COUNTY BY TOWNSHIPS.

Township	Total, 1910	Can Now Read and Write	Moved Away	Cannot Find	Dead	Still Illiterate
Lenoir (proper).....	239	86	40	64	7	42
North Catawba.....	149	87	6	2	14	40
Little River.....	283	100	16	9	37	121
Hudson.....	217	94	32	4	11	76
Lower Creek.....	232	112	14	30	13	123
Lenoir.....	418	196	23	23	23	141
Totals.....	1,598	675	137	138	105	513

Important Educational Legislation.—Following is a summary of the educational legislation enacted by the General Assembly of 1915:

State-wide Bond Act for School Buildings.—This act enables any county, township, or school district which embraces an incorporated town or public high school, to vote upon the question of issuing bonds for building school-houses. The rate of interest shall not exceed 6 per cent, and the maximum amount that may be voted by any county is \$100,000, or by any district or township \$25,000. A sinking fund and interest are provided for by means of a special tax, and the bonds cannot be sold for less than par.

Census.—Section 4148 was amended so as to place the taking of the census in the hands of the school committee, and provides that they may employ the teacher or some other competent person in each district to take the census.

Compulsory Attendance.—The compulsory attendance law was amended so as to require monthly reports of absences from teachers instead of weekly, and also to require the teachers to notify the parents of absences of children. Further provides for attendance officer requiring parents to report on a certain day in each month to render excuse for unexcused absences of children.

High Schools.—The public high school law was amended so as to require an average daily attendance of 20 pupils to entitle the school to appropriation from the State. The minimum apportionment possible from the State was reduced to \$200 from \$250, and the maximum possible apportionment was raised to \$600 from \$500.

Educational Literature.—During the two years the following new educational literature has been prepared, published, and sent out from the office of the Superintendent:

Program for North Carolina Day, 1915, 40 pages.

Program for North Carolina Day, 1916, 16 pages.

Handbook for High School Teachers, 1916, 30 pages.

Public School Law, complete edition, 136 pages.

Public School Law, short edition, 93 pages.

Directory of School Officials, 1915, 48 pages.

Directory of School Officials, 1916, 48 pages.

Teachers' Reading Circle, 1915, 12 pages.

Teachers' Reading Circle, 1916, 50 pages.

Seventh Annual Report of the Inspector of Public High Schools, 1914, 96 pages.

Eighth Annual Report of the Inspector of Public High Schools, 1915, 96 pages.

Proceedings and Addresses of the North Carolina Teachers' Assembly, 1915, 347 pages.

Proceedings and Addresses of the North Carolina Teachers' Assembly, 1916, 279 pages.

Biennial Report of the Superintendent of Public Instruction, 1914-1916, 485 pages.

Daily Schedule of Work for Teachers' Institutes, 1915, 36 pages.

Daily Schedule of Work for Teachers' Institutes, 1916, 48 pages.

Song Collection for Teachers' Institutes, 1915, 56 pages.

Song Collection for Teachers' Institutes, 1916, 56 pages.

Public School Register, 48 pages.

Arbor Day, 1915, 36 pages.

Arbor Day, 1916, 32 pages.

How to Teach Spelling, 1916, 16 pages.

Uniform Gradation and Certification of Teachers, 1916, 16 pages.

Adult Illiteracy in North Carolina, 1916, 32 pages.

Twelve Lessons for Moonlight Schools, 1916, 40 pages.

Corn Bulletin, 1916, 96 pages.

Rules and Regulations of State Board of Examiners, 8 pages.

Course of Study for Farm-Life Schools, 1916, 50 pages.

Approved List of Books for Rural Libraries, 1916, 45 pages.

Reports of the Colleges of North Carolina, 1916, 13 pages.

How to Teach Reading, 1916, 104 pages.

Various pamphlets containing extracts from school law and other matters of interest.

In addition to these, a supply of the most valuable bulletins heretofore published and reported has been kept on hand and will continue to be kept on hand for distribution. Besides the foregoing, blanks covering every phase of school organization and work have been sent out. These have aided all school officials in keeping their records and making accurate reports of the work done. A new and improved system of accounting has been introduced throughout the State to aid in keeping record of school funds. A new system of statistical records of the county superintendents has been provided during this biennial period. The efforts along this line have aided greatly in the gradation of rural schools, which means a great saving of time to the children who attend these schools by enabling them to do more consistent and consecutive work. A card index system for the statistical record of the schools has also been devised and furnished the counties where desired.

RECOMMENDATIONS OF THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION

In accordance with my duty under the law, I beg to submit the following recommendations and statement of the reasons therefor:

I. The Establishment of a State Board of Examiners and Institute Conductors.

For the uniform certification, by examination and by accrediting without examination, of all public school teachers, principals, and superintendents, rural and urban, except second and third grade teachers, the examination and certification of whom will be left in the hands of the county superintendents, by some equitable, definite, uniform plan for examination, gradation, and accrediting. For the conduct, in coöperation with county superintendents, of county teachers' institutes and the supervision and direction of other work in the county for the professional improvement of the rank and file of public school teachers.

The need of a better method of examining, accrediting, and certifying teachers and superintendents in North Carolina is apparent from the following explanation of the present method that has been in operation in this State, almost without the crossing of a "t" or the dotting of an "i," since 1881:

1. All teachers in the elementary rural public schools are required to be examined and certificated by the county superintendent of the county in which they teach: first grade teachers biennially, second and third grade teachers annually. There is no provision for them to secure exemption from this endless round of examinations on the same subjects. Their certificates are valid only in the county in which they are issued. The same teacher may be legally required to be subjected to a new examination on the same subjects in every other county to which he removes and desires to teach. There is no legal provision for the renewal of certificates without further examination, for the issuance of permanent or life certificates, or for allowing credits towards certification without examination for work done in standard colleges, normal schools, or high schools, or for successful experience. Previous preparation and successful experience count for nothing toward certification. All must be subjected to the same examination on the same subjects for all grades of certificates in the elementary rural schools.

2. All teachers in all city, town, and other public schools operated under special acts of the General Assembly are exempt from examination or certification of any sort by anybody.

3. Each county superintendent is authorized to prepare his own examination questions and grade his examination papers. With a hundred county superintendents, some rigid, some lax, all differing temperamentally and intellectually, it is possible to have a hundred different standards for the same grade of certificate in North Carolina; it is impossible to establish any uniform standard of qualification or certification for teaching or any State standard that will command or deserve the respect of the public or of the profession, or that will afford reasonable protection in either.

4. Some rural high school teachers, only those in State-aided rural high schools, are required to be examined and certificated; others are not. No high school teachers in city and town schools are required to be examined or certificated.

5. Under the present law there are no required qualifications in scholarship, professional training, or experience for superintendents of city and town schools, and only the glittering generalities of a liberal education and two years experience in teaching within the five years preceding their election for county superintendents.

6. The tyro just entering the work of teaching, often as a stepping-stone to something else or as a mere temporary means of making a little money to do something else, is placed upon the same footing as the professional teacher. Under such a system there can be no adequate protection to the teaching profession or to the public against incompetents and charlatans; without professional protection there is no adequate inducement to strong men and women to enter it as a life work, and no guarantee to the public and to the taxpayers against the waste of money and the sacrifice of the precious time and the interests of their children by the employment of incompetent, untrained, and inexperienced teachers on the same footing and practically at the same salaries in unjust competition with competent, trained, and experienced teachers. Every other profession in North Carolina has been granted by the General Assembly the professional protection that it asked for itself and for the public against incompetents and charlatans in the profession.

From the above explanation of the present law regulating the examination and certification of teachers in North Carolina, its injustice, its inconsistency, its lack of uniformity, though Article IX, sec. 2, of the Constitution of North Carolina explicitly directs the establishment of a uniform system of public schools, its inadequacy to meet the changed conditions in the State and to conform to the progress in education along other lines, and to the demand for a better guarantee for better trained teachers and better service for largely increased expenditures for teaching, ought to be evident to everybody. A law enacted thirty-six years ago, fairly well adapted, perhaps, to the needs of that time, could hardly be expected by any reasonable man acquainted with the changed conditions since that time to be adequate to the needs of this time. It is out of date, a half-century behind progressive legislation upon this subject in many other States and out of harmony with progressive educational thought everywhere upon this subject.

For these and other reasons, in the name of a long suffering profession, and a long suffering public, I earnestly and confidently recommend to this General Assembly the enactment of a law for the uniform certification of teachers and superintendents, urban and rural, by examination, and without examination, by a proper accrediting for previous preparation and successful experience, by a competent representative State Board of Examiners in cooperation and consultation with county and city superintendents. Forty-five of the 48 States of the United States already have State examination and certification of public school teachers.

After an investigation of the methods of examination and certification of teachers in many other States, I beg to suggest the following outline of the plan that I would recommend as best adapted to our needs at this time in this State:

(a) That the work of examining, accrediting, and certifying all superintendents and public school teachers, except second and third grade teachers, and the work of conducting county institutes and of supervising and directing other work in the counties for the professional improvement of the rank and file of public school teachers, and for allowing them proper credits for such work, be combined under one board to be known as "The State Board of Examiners and Institute Conductors." That the work of this board shall be conducted in coöperation and consultation with the county superintendents.

(b) That the Board shall consist of not less than six appointive members—three men and three women—who shall devote their entire time to its work, and who shall conduct in person—one man and one woman to each county—the two weeks biennial county institutes for teachers. These members of the Board can devote to the county institute work thirty-two weeks each annually, thereby holding institutes in half of the counties of the State each year. This will leave twenty weeks annually to be devoted by the members of the Board to certification of teachers and to the other work of the Board. The members of the Board in this way will be brought into close, sympathetic touch with the county superintendent and with the rank and file of the public school teachers of every county at least two weeks every two years. The knowledge and sympathy thus acquired by them at first hand will fit them better for planning wisely, sympathetically, and conservatively the work of examination and certification, and for planning and successfully carrying out a continuous, progressive, systematic course of work and study through county teachers' institutes, teachers' associations, reading circles, etc., for the professional improvement of these teachers. This will largely remove the serious objection and the possible danger of a Board of Examiners that might become too unsympathetic, exacting, and theoretical because of a lack of practical knowledge of the educational needs and conditions of the different counties of the State by personal acquaintance with county superintendents and teachers, and of an appreciation of the difficulties under which so many of these in so many counties are compelled to labor. By providing a whole-time stenographer and a whole-time secretary for this Board, and making provision for the employment of competent help in the grading of examination papers when found absolutely necessary, such a board will, in my opinion, be able to handle with ease all this certification, county institute, and teacher training work, to correlate it all, and to have it all done much more efficiently, expeditiously, and, in the long run, economically. The money required to be appropriated biennially by every county for institute work to institute workers working at it only a few weeks each summer and constantly changing, could be used far more wisely for paying the salaries and expenses of the members of the State Board of Examiners and Institute Conductors, who could give their entire time and thought to the work, and would certainly be able to render more valuable service. From \$10,000 to \$12,000 is now annually spent for this desultory and, in many respects, unsatisfactory and uncorrelated county institute work. About \$1,000 is annually expended for the work of the present State Board of Examiners for the certification of high school teachers in 214 State rural high schools, and for the certification of a comparatively small number of first grade elementary public school teachers. Not more than \$10,000 additional would be needed for the

salaries and the expenses of this combined Board of Examiners and Institute Conductors. It is evident, without argument, that such a whole-time board could do all of this work far more satisfactorily, systematically, and professionally, with little additional cost to the State, and that the increased efficiency of the work would far more than compensate for the small increase in cost.

(c) That this Board shall be authorized to establish a uniform standard, scholastic and professional, for the certification of all public school teachers, superintendents and principals, rural and urban, by examination, or without examination in accordance with a uniform plan of accrediting applicants for satisfactory work in standard colleges, normal schools, and high schools.

(d) That the certificates issued by it upon examination or upon credits and successful experience without examination shall not be valid until signed by the county superintendent or the city superintendent for the county or city in which the applicant resides, or by whom the examination is conducted, who shall have authority to pass upon the personality, character, and general qualifications, other than scholarship, of all such applicants for the work of teaching, and to withhold for valid reasons his approval of such certificate, with the right of appeal by the applicant, however, to the county board of education, or the city board of trustees, and from them to the State Board of Examiners for review and investigation of the causes of such refusal and for final determination of the matter.

(e) That certificates so issued and validated shall be valid without further examination in every county in the State, subject, however, to revocation by the State Board of Examiners for good and sufficient cause.

(f) That examinations prepared by the Board shall be conducted by the county superintendents and the town and city superintendents under such rules and regulations as may be prescribed, and the papers transmitted to the State Board for gradation.

(g) That the State Board shall arrange a uniform plan for the classification of certificates and for the promotion of teachers from one class to another, for the renewal of certificates and for the issuance of life certificates that shall encourage and reward successful experience, professional training, and advanced scholastic attainment.

(h) That all certificates heretofore issued shall be valid until the date of their expiration without further examination, and that the State Board shall provide for issuing certificates without examination, upon satisfactory evidence of character and qualification to all teachers now engaged in teaching in town and city schools in which certificates to teach have not heretofore been required, and for the renewal and extension of such certificates.

(i) That the Board shall make similar provisions for certificating, without examination, all county, city, and town superintendents and assistant superintendents now in service. The Board shall fix a uniform minimum professional and scholastic requirement for each class of certificates issued by it upon examination or without examination, for all teachers and superintendents entering the work hereafter, and shall gradually and conservatively raise this minimum standard of requirement after due notice in advance.

(j) That the Board shall require at least the same minimum qualifications in scholarship, professional training and experience for county and city superintendents hereafter entering that work as shall be required for the highest grade teachers whom they supervise.

(k) That the examination or certification of second and third grade elementary teachers shall be left in the hands of the county superintendent of each county as at present, thereby preventing a dearth of teachers in any county until more first grade teachers can be prepared, and leaving open the door of entrance to the profession to all worthy aspiring young men and women of limited means and limited opportunity for preparation for first grade work, with ample opportunity to fit themselves later for such work.

The advantages of this proposed plan for examination and certification of teachers and for the organization and efficient direction and correlation of the county institute work and the whole teacher training work in the counties for the professional improvement of the rank and file of the public school teachers over the present plan ought to be evident without further argument to any thoughtful person who will take the time to compare the two plans.

SOME OF ITS ADVANTAGES MAY BE SUMMED UP AS FOLLOWS:

1. It will establish a uniform standard of qualifications for all public school teachers, urban and rural, without special privileges to any.

2. It provides reasonable protection to the profession and the public and to the children against incompetents and charlatans.

3. It provides for the rational certification of teachers with or without examination, and the classification of certificates according to the work to be done and the subjects to be taught.

4. It provides for academic and professional credits for work done on the basis of scholarship and training and successful experience.

5. It gives relief from the everlasting round of senseless examinations of the same teachers on the same subjects for the same grade of certificate by making provision for renewals of certificates without examination and for permanent and life certificates.

6. It will protect the members of the teaching profession from unjust competition with inexperienced, unqualified, and untrained teachers, and make it possible to develop and maintain a real teaching profession in North Carolina.

7. It will gradually eliminate incompetent teachers, stimulate professional pride, and encourage better preparation, scholastic and professional, by putting a premium upon this.

8. It will relieve superintendents from the embarrassment of personal and political influences in behalf of local applicants and from criticism and antagonism, injurious to the schools, from the friends and relatives of applicants refused certificates by them for lack of scholarship and for other good reasons.

9. It takes care of all the worthy among the present teachers and superintendents and throws proper safeguards around entrance to the profession in the future.

10. With little additional cost it provides a much more efficient and systematic plan for examination and certification of teachers and for the conduct of teachers' institutes and all other teacher training work of the counties for the improvement of the rank and file of teachers.

11. It leaves open for those who are not qualified for first grade certificates and high school certificates, second and third grade certificates, so that no worthy person need be deprived of his means of livelihood. In the meantime

he is afforded a better opportunity for professional improvement and for qualifying for higher and better paid work in the profession.

THE SUCCESS AND PRACTICABILITY OF STATE CERTIFICATION ALREADY
DEMONSTRATED.

In 1907, when the rural State high schools were established, in order to safeguard them against unqualified high school teachers, a State Board of Examiners was established for the certification of teachers in these schools by examination and by accrediting without examination for satisfactory work in standard colleges and normal schools. This Board was also empowered to issue five-year State-wide first grade elementary certificates. The work of this Board has been most successful and has resulted in maintaining a high standard of efficiency for teachers in these high schools and in encouraging and stimulating higher scholastic and better professional preparation. What such a board has accomplished for this limited number of schools and teachers can be accomplished for all the schools and all the teachers of the State by the State Board of Examiners and Institute Conductors under the plan recommended. In fact, the establishment, under this recommendation, of a larger and better equipped State Board of Examiners to have charge of the certification of all superintendents, high school teachers, and all first grade elementary teachers would be simply an enlargement and improvement of a plan already in successful operation for the past ten years for a limited number of such teachers. The success and practicability of such a plan has already been demonstrated, therefore, in the State. Under the present law, however, the chief clerk in the Department of Public Instruction is secretary of the State Board of Examiners, and the stenographer of the State Superintendent has been compelled to do the stenographic work of the Board. The work of the Board and the necessary correspondence has increased so greatly that at least one-half or more of the time of the chief clerk and the stenographer in the State Superintendent's office is now required to attend to the work and the correspondence of the Board of Examiners. In the meantime the regular work of this office has greatly increased also. The work of the State Superintendent's office has consequently suffered greatly, necessitating unavoidable and sometimes annoying delays in the work of the office and imposing much work upon the chief clerk and the stenographer, with no additional compensation. It is impossible for this arrangement to continue. Unless this recommendation for a Board of Examiners and Institute Conductors with a whole-time secretary and stenographer to take charge of all the work of examination and certification of teachers is adopted, it will be absolutely necessary either to abolish the present State Board of Examiners or to provide an additional secretary and stenographer for it.

RESOLUTIONS OF THE N. C. TEACHERS' ASSEMBLY AND THE STATE ASSOCIATION OF
COUNTY SUPERINTENDENTS FOR STATE EXAMINATION AND CERTIFICATION.

At the annual business meeting of the North Carolina Teachers' Assembly, held in Raleigh, December 1, 1916, the following resolution was unanimously passed:

That we renew our pledge of support to the efforts being made by the State Department of Education to improve the standards of the teaching profession. We request the Legislative Committee of the Assembly to strive vigor-

ously in assisting the state superintendent to induce the Legislature to enact a uniform plan of examination and certification of public school teachers.

At the annual meeting of the State Association of County Superintendents the following resolution was unanimously passed:

Resolved, That we heartily endorse the bill for the establishment of a State Board of Examiners and Institute Conductors for the uniform examination and certification of teachers and general direction of the county institutes and other teacher training work, respectfully and earnestly petition the General Assembly of North Carolina to enact it into law for the protection and elevation of our profession and the advancement of the cause of education, and pledge ourselves to use all honorable means to secure its passage.

Similar resolutions in favor of State certification and examination of teachers have been passed by teachers assembled in the summer schools and by many County Teachers' Associations, and hundreds of personal petitions from individual teachers for its adoption are already on file. All of these will be presented to the General Assembly later.

II. The Appointment of an Educational Commission.

My second recommendation is for the appointment of an educational commission of three or five members to make a thorough study of the school laws and the entire educational system of the State and a careful survey of the educational conditions, and to report to the General Assembly of 1919, with a view to codifying the laws, and recommending such amendments as will give the State a complete, correlated, coördinated public school system that shall in all respects be modern and effective.

For forty years we have been gradually amending and improving our school laws and improving and enlarging our school system a little at a time. We started with the University and the elementary schools. One by one at different times the A. and M. Colleges and the Normal schools were added. In 1907 a general system of public secondary schools was started; in 1911 the first provision was made for starting a system of vocational secondary schools. Each of these necessary and important parts of a complete educational system has been started at different times and developed more or less independently of the other and more or less disproportionately, according to the influence and activity of its respective advocates and friends. Naturally in a system that had to be developed in this way there are some duplications of work and some lack of uniformity, correlation, and coördination.

In my opinion, the time has come for a thorough study of the whole system, a careful survey of the State's educational conditions and needs, and a comparative study of the best in the school systems of other States by a competent educational commission in coöperation with the State Department of Public Instruction, with authority to call to its assistance in this work any expert help that may be available either from public or private foundations. I have the assurance of such assistance from some of these foundations, if desired and requested. As State Superintendent, I should welcome the assistance of such a commission. With its aid a much more thorough and comprehensive study can be made of the whole educational system, its conditions and needs, in two years than would be possible in many years by the State Superintendent and his corps or workers, each busy with his special work and with the numerous executive details thereof. The report and

recommendations of such a commission ought to form a safe basis for progressive educational legislation in the State in 1919, that would at once set the State forward educationally many years and make it possible for North Carolina to have one of the most modern, complete, and efficient public school systems in this whole country. Such commissions have proved successful and helpful in other States, notably so recently in the State of Maryland. After investigation of the cost of this work in Maryland, I feel sure that with such assistance as can be easily obtained from outside sources, if desired, the cost of this work to this State need not exceed \$5,000.

III. County Boards of Education.

The present plan of selecting county boards of education has, in my opinion, some serious defects. In the first place, it is not uniform. Six counties of the State are allowed by special acts of the General Assembly to elect the members of their county boards of education, and three of these counties are also allowed to elect their county superintendents. County boards of education in all other counties of the State are appointed by the General Assembly, and county superintendents of these counties are elected by the county boards of education. Section 2, Article IX, of the Constitution directs the General Assembly to provide for a general and uniform system of public schools. To have elected boards of education in some counties and elected superintendents in some counties and appointive boards of education with authority to select county superintendents in all other counties, in my opinion, is a violation of the spirit of this mandate of the Constitution; and whether this be true or not, it is certainly unwise and has become a constant source of agitation and irritation.

Experience everywhere has demonstrated that partisan and factional politics cannot be mixed with the management of the public schools without proving disastrous to their best interests. Both political parties in North Carolina profess to favor removing the public schools from politics. The present plan of appointing county boards of education by the General Assembly has not removed the public schools from politics, and, from the very nature of the method of appointing the chief administrative officers of the county school system by a political body upon recommendation of political and sometimes partisan factional representatives, or of the executive committee of a political party, cannot remove them from politics. It has not been satisfactory mainly because these appointments have been too subject to factional and political influences and have sometimes been thus controlled, to the injury of the schools.

The law inaugurating this plan of appointing county boards of education was enacted by the Democratic General Assembly of 1901, before the present State Superintendent came into office. It is not his plan, and is not the plan that he has recommended or that he now recommends. He has advocated the appointive plan in preference to the plan of electing county boards of education by popular vote advocated by the Republican Party in its platform, in its campaigns, strenuously fought for by its representatives in every General Assembly for the past ten or fifteen years, and favored by some Democrats, because he believed and still believes it to be a better plan, in that it removes the selection of the chief administrative officers of the county school system, and, therefore, the county schools, farther from political and factional influences and wrangles.

ELECTION OF COUNTY BOARDS OF EDUCATION BY POPULAR VOTE.

The election of county boards of education by popular vote would necessarily make the county school system and the county schools more subject to political influences, political prejudices, political and factional discontent, and political and factional revenge than the appointment of them. It would make it easier to revolutionize the educational policy of the county every two years, more difficult to secure a reasonable degree of stability, permanency, and continuity of progressive educational policies in the county, found by experience here and everywhere to be absolutely necessary for getting the best results in educational work and for permanent growth and development in that work. From the very nature of education its growth and development must be comparatively slow; the results of educational policies cannot be fairly tested in a few years. The election of county boards of education would finally mean the indirect election of the county superintendent, who would generally be the main issue in the election of the board. This would make it difficult and almost impossible to maintain a proper professional standard of qualification for this position, and would reduce the position of county superintendent to the plane of a political office instead of a professional position. The best qualified men for county boards of education and county superintendent, the most important and, at present, the most poorly compensated positions in the county, would not be willing to enter a political scramble for these offices. I can conceive of no greater disaster that could befall the schools of any county than the adoption of a plan of election that would make possible and almost unavoidable the selection of the county superintendent, the head of the county school system, for political rather than professional qualifications.

The election of county boards of education by popular vote would always place the county school systems of a considerable minority of the counties of the State under the control of the minority political party of the State and render it practically impossible to secure uniformity and harmony in administering the State system and in enforcing the State educational policies of the majority party. The constant temptation to play the county system in these counties in antagonism to the State system and policies for which the majority political party is held responsible for political gain to the minority party would, I fear, be too great for political nature to resist.

A business, like education, that is mainly professional can never be most successfully administered under a method of selecting its chief administrative officers that is mainly political.

The minority party in its recent platform and political campaign made the election of county boards of education by popular vote in each county and the administration of the public schools the chief issue, and was defeated by an overwhelming majority.

For these reasons, and others that might be mentioned if time and space permitted, I cannot recommend the election of county boards of education by popular vote. I believe that the present plan of appointment by the General Assembly is preferable to that plan.

SUGGESTED PLAN FOR SELECTION OF COUNTY BOARDS OF EDUCATION.

I believe that the public schools of North Carolina are very close to the hearts of the people, and that a great majority of our people honestly desire

that the administration of their schools shall be removed as far as possible from partisan politics and factional bitterness. The leaders and campaign speakers of both political parties in their discussion of this subject with the people have vied with each other in their advocacy of keeping the public schools out of politics. The Republican Party definitely proposed to do this by election of county boards by popular vote; but the people had sense enough to see that the schools could not be taken out of politics by a plan that necessarily threw them into the turmoil of partisan or factional politics in every county every two years.

Have not the people by an overwhelming majority in the recent election declared that election of county boards of education by popular vote is not the remedy that they desire or approve?

In my opinion, the wisest way to select county boards of education would be through a State board or council of education appointed by the Governor or the General Assembly, or by the Governor confirmed by the Senate, composed of representative men, teachers, farmers and men of other professions and vocations, at least one or more from every congressional district of the State, acquainted with the conditions and needs and with the people of the various counties of those districts. This board or council should be non-partisan, having, like the State Board of Elections, minority representation of the minority party of the State. Every county board of education should have at least one representative of the minority party of the State, where a suitable representative can be found. The members of this board for the selection of county boards of education and the members of the county boards of education should be chosen because of their known interest in education and their known fitness in character and intelligence for this position. Since the schools are maintained by the taxes of all the people, patronized by the children of all the people, irrespective of their political views, and need for their success the hearty support and interest of all the people, they should be removed as far as possible from partisan politics and directed by a board of education as nonpartisan as is consistent with the constitutional requirement for a uniform system of education and with the responsibility of the majority political party of the State for the successful administration of the system in every county of the State. It is wise, fair, and just that wherever well qualified men can be found in the minority party, representation should be given to both of the leading political parties upon the county boards of education in every county.

If the two political parties, their leaders and their representatives in the General Assembly of 1917, are honest in their protestations and their advocacy of taking the public schools out of politics, they have an opportunity of showing it. Let them advocate and enact into law a plan that will remove the selection of county boards of education, the chief administrative officers of the county school system, farthest from political and factional influences.

There is a division in the Democratic Party upon this question of the selection of county boards of education, manifesting itself in almost bitter dissension in the last General Assembly and in several previous General Assemblies, to the injury of the party and to the injury of the educational interests of the State. Would it not be wise for the representatives of the Democratic Party in the General Assembly of 1917, responsible for State educational policies, to meet in the early days of the session, to call to their

counsel, if necessary, some of the wisest and most representative citizens and leaders of the party in the State to consider carefully and discuss freely this whole question, in the hope of finding and agreeing upon a plan for the selection of county boards of education that will remove their selection as far as possible from the turmoil of partisan and factional politics, and that will be more satisfactory than the present plan of appointing them by the General Assembly, inaugurated by the Democratic Party, or the proposed plan to elect them by popular vote, advocated by the Republican Party and rejected by the people? I believe that the plan I have recommended, or some similar plan for a nonpartisan representative State board for the appointment of nonpartisan county boards of education with a majority control of the majority party of the State of each board, would remove the administration of the schools as far as is possible in a democracy from partisan and factional politics and would add greatly to the efficiency of our public school system.

IV. County Supervision.

In every county the county superintendent is necessarily the business and professional head and director of the county school system. No big business can be permanently successful without a competent head devoting his entire time and ability to the organization and direction of the business in all of its departments. The education of thousands of children through scores of schools and teachers in each county is the biggest and most important business in that county. The business has been growing bigger and more important in every county every year. The expenditures for it by State, county, and district taxation have been rapidly increasing every year until in 1916 they were in the State at least five times what they were in 1902. The business has grown most rapidly and its success along all lines has been greatest in those counties that have employed competent whole-time superintendents at a living salary and have given these superintendents adequate assistance where needed.

Increased expenditures, increased attendance, increased teaching force, lengthened school terms, demonstrated successful results in counties that have tried it as set forth elsewhere in my biennial report, seem to me to make the conclusion irresistible that the time has come for the employment of a competent whole-time county superintendent at a living salary in every county, and, in the larger counties for the employment of such additional assistance, clerical and professional, at the expense of the county, as efficient administration and supervision of the work may demand.

I, therefore, recommend for more efficient supervision:

(a) That the law be so amended as to require the county board of education of each county to employ for his entire time a competent superintendent, who shall be required to give his entire time to the direction of the educational work of the county and the visitation and supervision of the schools while in session and who shall be forbidden to engage in any other profession or regular business while superintendent.

(b) That county boards of education in the larger and wealthier counties be specifically authorized to employ such additional clerical and professional assistance for the county superintendent as may be deemed necessary for the greater efficiency of the work; provided, however, that each county

shall provide the additional expense necessary for such assistance out of its special levy, or its regular county school funds, and that no part of the same shall come directly or indirectly from the State Equalizing Fund.

It is, of course, apparent that the additional expense necessary for the employment of a whole-time superintendent in counties employing only part-time superintendents now, will be provided by the special levy for necessary expenses for a four-months term, or out of the "State Equalizing Fund" in counties in which such a levy is unnecessary. As the State, therefore, bears directly or indirectly this additional expense for whole-time county superintendents, as the school term in the county will not be shortened thereby, as the smaller and weaker counties, because of their lack of them heretofore, need them worse now, I can conceive of no valid objection to providing whole-time county superintendents for these counties as well as for larger and stronger counties, practically all of which now have them at State expense. Nor can I see any reasonable objection to authorizing specifically any county to provide at its own expense additional assistance for its superintendent, if it is able to do so and needs it.

V. Increase in State Appropriation for Rural High Schools.

I urgently recommend an increase of at least \$25,000 annually in the State appropriation for rural high schools. There has been no increase in this appropriation since 1911. The enrollment and daily attendance have rapidly increased, and will continue to increase. In 1911 the enrollment in these high schools was 6,514 and the daily attendance 4,716. In 1916 the enrollment was 10,379 and the daily attendance 7,873. These schools are the only means of placing high school education within the reach of the vast majority of the country boys and girls, of giving them preparation for college and better preparation for citizenship and life. The cities and towns of the State have public high schools, and the country people ought not to be compelled to move to town to get high school advantages for their children. Without an increase in the State appropriation for these rural high schools it will be impossible to meet the increasing attendance and the increasing demands upon those already established, or to establish others where they are badly needed, for the establishment of which numerous applications are on file. For fuller information about the very successful work and growth of these rural high schools and the need of increased appropriations for their future development, I beg to ask your careful consideration of the report of Prof. N. W. Walker, State Supervisor of Rural High Schools, contained in my biennial report.

VI. Compulsory Attendance.

I recommend that the compulsory attendance law be amended so as to extend the compulsory attendance age from 12 to 14 years, and so as to strengthen the provisions for its enforcement.

VII. Health Inspection and Medical Inspection.

I recommend an amendment to section 4116 of the Public School Law that shall authorize the county board of education to make an appropriation out of the public school fund not to exceed \$500 annually to be used in coöperation with the State Board of Health and the county board of health, for health

instruction and medical inspection of the children of the public schools, and to include such appropriation in the budget of annual necessary expenses, for which a special tax shall be levied.

VIII. Increase in Salaries of Clerks and Stenographer.

In consideration of the largely increased cost of living, their constantly increasing work, their efficient and faithful service, and the inadequacy of their present salaries to the work required and the responsibility imposed, I earnestly and urgently recommend an increase of the salary of the stenographer of the Department from \$900 to \$1,500 a year, and an increase of 25 per cent in the salaries of the Chief Clerk and of the Statistical and Loan Fund Clerk.

WORK TO BE DONE AND HOW TO DO IT

Notwithstanding the encouraging progress along all former lines and the encouraging beginning along new lines of educational work during the past two years, as revealed by the official reports, the work to be done and the ways and means of doing it have not been materially changed since my preceding report. As I discussed most of these subjects somewhat fully and to the best of my ability in that report, basing my discussion and suggestions on the most careful study of our educational conditions that I have been able to make, I have deemed it wise to bring forward, with some changes and additions, parts of my previous biennial report. This is the work to be done, as I see it; these are the ways and means of doing it, as I see them. I can do no better than to cry aloud and spare not until the General Assembly and the people hear and heed the suggestions or in their wisdom find and adopt some better ways of doing this needed work.

Thoroughness in Essentials.—The foundation of all education is, of course, a mastery of the rudiments of knowledge—the elementary branches of reading, writing, arithmetic, and spelling. A knowledge of these and the training and development which comes from the effort necessary for the acquisition of such knowledge are absolutely essential for every human being. It is folly to talk about higher education or special training along any line for any useful sphere of life or work until the children have secured at least this much instruction. According to the United States Census of 1910 12.3 per cent of the white population and 31 per cent of the colored population over ten years of age in North Carolina could not read and write. While I have no doubt that we have reduced this per cent of illiteracy during the past six years, it is still painfully true that there is yet a large number of illiterates among us and a large number of children on the straight road to illiteracy.

A large majority of our country schools are still one-teacher schools. The average length of our white rural school term is still only 117.6 days. Our chief attention should, therefore, be given to doing thoroughly this foundation work and making adequate provision for it. If the foundation be not well laid first, the entire educational structure must fall to pieces.

The law now wisely forbids the teaching of any high school subjects in any school having only one teacher. It requires, however, the teaching of thirteen subjects in these one-teacher schools. It is absolutely impossible for one teacher, with as many children as are to be found in the average rural school in seven grades, to do thorough work in so many subjects. It seems to me that the number of required subjects should be reduced, that the teacher in every one-teacher school should be required to devote more time—in fact, most of the time—to teaching thoroughly these fundamental essentials—reading, writing, arithmetic, and spelling. It is folly to attempt the impossible. In my opinion, at least the first four years of the elementary school with only one teacher should be devoted almost exclusively to these four subjects, sandwiching in just enough of geography, mainly in the form of nature study, talks on everyday hygiene, etc., to give a little variety to the course and to furnish some foundation for a little more extensive work in these and kindred subjects later.

There is more educational value, more acquisition of power and of correct intellectual habits in a thorough mastery of a few subjects than in a superficial knowledge, a mere smattering, of many. The one lays the foundation for real culture; the other lays the foundation for nothing better than veneering. I am satisfied that there is great need for a substantial reform along this line in the required course of study in our elementary schools. The sensible teachers in the one-teacher schools are not attempting to teach this multiplicity of required subjects, and those who are attempting to teach all of these are failing to teach any as they should be taught. The law ought not to require a vain and foolish thing.

Public High Schools.—Every child has the right to have the chance to develop to the fullest every faculty that God has endowed him with. It is to the highest interest of the State to place within the reach of every child this chance. By the evidence of the experience of all civilized lands of the past and the present, the study of the higher branches is necessary for the fullest development of these faculties. Unless provided in the public schools, instruction in these cannot be placed within reach of nine-tenths of the children of North Carolina. If the great masses of our people are to be limited in their education to the elementary branches only, we cannot hope for any material improvement in their intelligence and power and any material increase in their earning capacity. This State cannot expect to compete successfully with those States that have provided such instruction in their public schools for the highest and fullest development of all the powers of all their people.

“The old idea that instruction in the public schools must be confined to the rudimentary branches only, or the three R’s, as they were called, was born of the old false notion that the public schools were a public charity. This notion put a badge of poverty upon the public school system that was for many years the chief obstacle to the progress and development of public education in North Carolina. The notion still lingers in the minds of the few that at heart do not believe in the power and rights of the many. It has no place in a real democracy. It must give place to that truer idea, accepted now in all progressive States and lands, that public education is the highest governmental function—in fact the chief concern of a good government. This was the conception of our wise old forefathers when they declared in their Constitution that ‘Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged,’ and when they wrote into their Bill of Rights, ‘The people have a right to the privilege of education, and it is the duty of the State to guard and maintain that right.’

“No man in this age will dare maintain that instruction in the mere rudiments of learning can be called an education or that the people have been given the right to an education when instruction in these branches only has been placed within their reach. Under this broader democratic conception of public education and its function the obligation of the Government to the poorest is as binding as its obligation to the richest. The right of the poorest to the opportunity of the fullest development is as inalienable as the right of the richest. Good government and the happiness of mankind are as dependent upon the development of the fullest powers of the poorest as upon the development of the fullest powers of the richest. Where the Creator has hidden the greatest powers no man can know till all have been given the fullest

opportunity to develop all that is in them. Every taxpayer, rich or poor, has an equal right to have an equal chance for the fullest development of his children in a public school with the fullest course of instruction that the State in the discharge of its governmental function is able to provide.

"Public high schools constitute a part of every modern, progressive system of public education. If our system of public schools is to take rank with the modern, progressive systems of other States and other lands, to meet the modern demands for education and supply to rich and poor alike equal educational opportunity, instruction in these higher branches, whereby preparation for college or for life may be placed within the easy reach of all, must find a fixed and definite place in the system."

Under the act of the General Assembly appropriating \$75,000 from the State Treasury to aid in the establishment of public high schools, 212 public high schools in 96 counties of the State have been established, and applications for the establishment of many others have had to be refused each year on account of the insufficiency of the appropriation. A report of these schools by Prof. N. W. Walker, State Inspector of Public High Schools, is published elsewhere in this report. I commend it to your careful attention.

Under the law and the rules adopted by the State Board of Education, not more than four of these schools can be established in any one county. No public high school can be established except in connection with a public school having at least two other teachers in the elementary and intermediate grades, and the entire time of at least one teacher must be devoted to the high school grades. No public high school can be established in a town of more than twelve hundred inhabitants.

Each district in which a public high school is established is required to duplicate by special taxation or subscription the amount apportioned to the school from the State appropriation; each county is required to apportion to each public high school out of the county fund an amount equal to that apportioned to it out of the State appropriation. The minimum sum that can be apportioned annually from the State appropriation for the establishment and maintenance of any public high school is \$200 and the maximum sum \$600. The total sum annually available for any public high school established under this act ranges, therefore, from \$600 to \$1,800. The high school funds can be used only for the payment of salaries of the high school teachers and the necessary incidental expenses of the high school grades.

No teacher can be employed to teach or can draw salary for teaching any subjects in any public high school who does not hold a high school teacher's certificate covering at least all subjects taught by said teacher in said public high school, issued by the State Board of Examiners, of which the State Superintendent is *ex officio* chairman. The course of study is prescribed by the State Superintendent of Public Instruction.

As indicative of the need and demand for these schools, I beg to call your attention to the fact that there have been applications for many more such schools than could be established with the appropriation, and that the number of such applications would have been greatly increased had it not been understood that the appropriation was already exhausted. As a further striking indication of the need for them, of the desire among the masses of the country people for higher instruction, and of their willingness and determination to avail themselves of the opportunities placed within their reach for such instruction, I beg to call your attention to these significant facts, taken from

the official reports of these schools, all of which are in country districts or small towns of less than twelve hundred people: 10,379 country boys and girls were enrolled in the high school grades of these schools during the ninth year, and of these 7,873 were in average daily attendance.

Do not the large enrollment and the remarkable average daily attendance of more than 76 per cent of the enrollment in these high schools indicate almost a pathetic eagerness of the country boys and girls for high school instruction, and a commendable willingness on the part of their parents to make the sacrifices necessary to give their children a chance to avail themselves of the opportunities to get it? Is it not more than probable that perhaps nine-tenths of all these boys and girls enrolled in all the grades of these high schools would never have had an opportunity for any higher instruction or better preparation through higher instruction for service and citizenship had not these public high schools been established within their reach and means?

The State and county cannot afford to ignore this demand and need. An adequate system of public high schools will be found to be a part of every modern system of public education in all progressive cities and States in the country and in the most progressive and prosperous countries of the world. It is a need and demand of the age. By no other means than by the public high school can high school instruction be placed within the reach of the children of the many. By no other means than by the rural public high school can it be placed within the reach of the great majority of the country boys and girls.

The private high school cannot meet this demand, because the tuition and other necessary charges for its maintenance place it beyond the means of the majority of the country boys and girls, and because the number of country parents who are able to bear these necessary expenses of instruction in private high schools for their children is far too small to maintain enough of these private high schools to be within reasonable reach of more than a very small minority of the country boys and girls. No one church is able to support enough of these high schools to place high school instruction within reasonable reach or within the financial ability of more than a mere handful of boys and girls in the rural districts.

The church high school could hardly hope for the patronage of more than the children of the families accepting its tenets or inclined to its doctrines. For a complete system of high schools, therefore, that would reach all the children, it would seem to be necessary for each denomination to maintain a system of high schools in every county and to have as many systems of high schools in each county as there are denominations in that county. The impracticability and expensiveness of meeting adequately the demand for high school instruction among the masses of the people, especially in the rural districts, by private high schools or by church high schools must be apparent, therefore, to any thoughtful student of rural conditions.

The task of placing high school instruction within reasonable reach of all the children of all the people, irrespective of creed or condition, is too great and too complicated, it seems to me, ever to be successfully performed by church, private enterprise or philanthropy. If performed at all, it seems to me, it must be by all the people supporting by uniform taxation a system of public high schools of sufficient number to be within the reasonable reach of all the children of every county and community, with doors wide open

to the children of the poor and the children of the rich, irrespective of creed or condition, affording equality of educational opportunity to all the children of a republic, of which equality of opportunity is a basic principle.

The church high school and the private high school will still find a place and an important work in our educational system, but they can never take the place or do the work of the public high school for the masses of the people. There will always be those among us who will prefer the church or private high school, and who will be able to indulge this preference, but the main dependence of the many for higher education must still be the public high school, supported by the taxes of all the people, belonging to all the people, within reach of all the people. God speed the work of the church and the private high school in this common battle against ignorance and illiteracy. There is work enough for all to do; but surely in a republic like ours, one of the cardinal principles of which is and must ever be the greatest good to the greatest number, friends of the church high school and of the private high school will never undertake to say that all the people must get out of the way of a few of the people, and that the many public high schools, supported by all the people for the benefit of all the children, must get out of the way for a few private and church high schools that can at best hope to reach but a few of the children of the people.

Future Development of Public High Schools.—There are now from one to four public high schools in each of 96 counties of the State. There are, therefore, four counties in which no public high schools have yet been established. For the proper maintenance and development of these high schools more money will, of course, be required.

It is our hope to be able to select the best high school in each county, taking into consideration the location, the accessibility, the environment, etc., and develop this into a real first-class county high school, doing thorough high school work for four full years and some vocational work in agriculture, sewing and cooking and other rural life subjects. Around this school should be built a dormitory and a teachers' home. The dormitory, properly conducted, would afford an opportunity for the boys and girls from all parts of the county to board at actual cost. Many of these could return to their homes Friday evening, coming back Monday morning. Many of them who do not have the money to spare to pay their board would probably be able to bring such provisions as are raised on the farm and have them credited on their board at the market price. A small room rent could be charged each student. The principal's home would make it possible to secure a better principal and keep him probably for years, thereby giving more permanency to the school and more continuity to the work, making a citizen of the teacher and enabling him and his family to become potent factors in the permanent life of the community, contributing no small part to uplifting it, morally and intellectually, by their influence.

It is my hope to be able to secure the development of a number of these central county high schools in the most favorable counties, equipped with dormitories and teachers' homes, and demonstrate the practicability, success and the value of them. Having done this, it will be easy to secure their establishment and development in other counties. We should gradually develop in every county of the State at least one first-class county high school with dormitory and teacher's home. Then the other high schools in different sections of the county should be correlated with this central school, and the

course of study in these should be limited probably to not more than two years of high school work, requiring all students desiring to pursue the last two years of the four-year course to attend the central county high school, which will be fully equipped in all respects for thorough high school work.

The central county high schools, as they grow and develop, should become also the *nuclei* for successful industrial and agricultural training. Parallel courses of study for the last two years might be arranged, one course offering thorough preparation for college of the small number of students desiring such preparation and the other offering practical industrial and agricultural training for the large number whose education will end with the high school. The dormitory would afford a splendid equipment for practice work for the girls in cooking, domestic science, household economics, etc.; while the boys, during the last two years, could have training in agricultural subjects that will fit them for more intelligent and profitable farming. The practical side of this work could be supplied by acquiring by purchase or lease a small farm in connection with the high school.

All this development must, of course, be a gradual and perhaps a somewhat slow growth. It is best that it should be. We must be content with the day of small things. We cannot far outrun the desire, demand, and ability of the people. Our schools must have their roots in the life and needs of the people and grow out of these. They must not be lifted at once so high above these that their roots cannot touch them and that the people will be unable to reach up to them. They must connect with the life and conditions as they now are, and grow upward slowly, changing these gradually and lifting them upward with them as they grow.

The best colleges of the State are raising their entrance requirements with a gradual elevation of their courses of study to standard colleges, thereby emphasizing the necessity for the development of more high schools prepared to give a full four years course of high school instruction, in order to prepare students at home for entering these higher institutions.

The demand for vocational work in agriculture, sewing, cooking, household economics and other rural life subjects for preparation of country boys and girls at home for country life is increasing, and becoming more insistent every year, thereby also emphasizing the necessity for the establishment and maintenance of more rural high schools with a full four years course of study including instruction in these rural life subjects. If these demands are to be met, there must be an increase in the State, county, and district appropriations for the establishment and maintenance of more of these central rural high schools, prepared in faculty and material equipment, to give a full four years course of study for preparation for college and for vocational preparation for country life.

Industrial and Agricultural Education.—"Every complete educational system must make provision also for that training in the school which will give fitness for the more skillful performance of the multitudinous tasks of the practical work of the world, the pursuit of which is the inevitable lot of the many, for that training which will connect the life and instruction of the school more closely with the life that they must lead, which will better prepare them for usefulness and happiness in the varied spheres in which they must move. All these spheres are necessary to the well being of a complex life like ours. The Creator, who has ordained all spheres of useful action, has not endowed all with the same faculties or fitted all for the same sphere of action.

*"We are all but parts of one stupendous whole,
Whose body Nature is, and God the soul!"*

"Every wise system of education, therefore, must, beyond a certain point of educational development, recognize natural differences of endowment and follow to some extent the lines of natural adaption and tastes, thus coöperating with Nature and God. The education that turns a life into unnatural channels and into the pursuit of the unattainable fills that life with discontent and dooms it to inevitable failure and tragedy. In recognition of these established laws of Nature and life, manual training and industrial education are beginning to find a fixed and permanent place in systems of modern education. They have already been given a place in some of the higher institutions of our public school system—in the A. and M. College for the white race at Raleigh, in the State Normal and Industrial College for women at Greensboro, in the A. and M. College for the colored race at Greensboro, and in our county farm-life schools. Under the new supervision industrial training is emphasized in the State Colored Normal Schools at Winston, Fayetteville, and Elizabeth City. Some of the city graded schools, notably those of Durham, Asheville, Wilmington, Winston, Greensboro, Charlotte, and Raleigh, have introduced manual training and industrial education.

"This sort of education, however, must come as a growth, a development of a general school system that provides first for the intellectual mastery of those branches that are recognized as essential for intelligent citizenship and workmanship everywhere. It must be remembered that the first essential difference between skilled labor and unskilled labor is a difference of intelligence as well as of special training; that a skilled farmer must be first of all a thinking man on the farm; a skilled mechanic, a thinking man in the shop; that a skilled hand is but a hand with brains put into it and finding expression through it; that without brains put into it a man's hand is no more than a monkey's paw; that without brains applied to it a man's labor is on the same dead level with the labor of the dull horse and the plodding ox; that a man with a trained hand and nothing more is a mere machine, a mere hand. The end of education is first to make a man, not a machine.

"It will be well to remember, also, that industrial education is the most expensive sort of education, on account of the equipment necessary for it and the character of the teachers required for it. Teachers prepared for successful instruction in this sort of education must, of course, be in some sense specialists in their line, and always command good salaries. For the majority of the public schools of the State, therefore, with one-room schoolhouses without special equipment and with one teacher without special training, with the present meager salary, and barely money enough for a five months term and for instruction in the common school branches, with more daily recitations already than can be successfully conducted, industrial education and technical training are at present impracticable.

"A study of the history of this sort of education will show that it has come as a later development, after ample provision had been made for thorough instruction in the lower and in the higher branches of study, in those schools that were provided with school funds sufficient for instruction in the ordinary school studies, for the expensive equipment and for the teachers trained especially for industrial and technical education. In fact, I think it will be found that such education has been provided first in towns and cities and

great centers of wealth and population or in institutions generously supported by large State appropriations or by large endowments. To undertake such education in the ordinary rural schools of the State in their present condition, with their present equipment and with the meager funds available for them, would result in burlesque and failure, and would, in my opinion, set back for a generation or two this important work."

We can and should, however, continue to give in all our public schools elementary instruction in agriculture, and to encourage nature study in these schools. An admirable little text-book on agriculture has been adopted for use in the public schools, and in the course of study sent out, nature study has been provided for every grade.

In a number of counties, with the aid of the county superintendents and their assistants in rural school supervision, many public schools with three or more teachers have been organized by consolidation and enlargement of small districts. In these schools, without interference with thorough instruction in the required elementary school subjects, some efficient instruction is being successfully undertaken in sewing, cooking, gardening, agriculture, and other subjects adapted to country life. We must reduce to a necessary minimum, as rapidly as possible, the one-teacher schools, and multiply as rapidly as possible the number of schools with three or more teachers if we expect to place more thorough instruction in the prescribed elementary branches and any sort of efficient industrial and agricultural education within close reach of the majority of the country children. I beg to call special attention to the fuller reports of the work of the elementary rural schools of this type and to the encouraging results thereof, contained in the reports of the State Agents in Rural Supervision published elsewhere in this report.

I beg to call attention, also, to the discussion of these subjects contained in the address of the State Superintendent to the State Association of County Superintendents published elsewhere in this report.

The longest and most successful step in the direction of efficient industrial and agricultural education for preparation of country boys and girls for country life yet taken, is the establishment of the county farm-life schools, a fuller discussion of which will be found in the first part of this report.

Illiteracy and Nonattendance, and How to Overcome Them—Compulsory Attendance.—With 131,992 native white illiterates over ten years of age, or 12.3 per cent, according to the United States Census of 1910; with only 79 per cent of the white children between the ages of six and twenty-one enrolled in the public schools and only 57 per cent of them in regular daily attendance; with about 115,000 white children between these ages unenrolled in the public schools; with North Carolina still standing in the United States Census of 1910 near the last in the column of white illiteracy; the urgent need of finding and enforcing some means of changing as rapidly as possible these appalling conditions must be apparent to every thoughtful, patriotic son of the State. Two means suggest themselves: (1) Attraction and persuasion. (2) Compulsory attendance.

Attraction and Persuasion.—"Much has been done, much more can be done, to increase attendance through the attractive power of better houses and grounds, better teachers, and longer terms. An attractive schoolhouse and a good teacher in every district, making a school commanding by its work public confidence, respect and pride, would do much to overcome nonattendance. The attractive power of improved schools and equipment to increase

attendance is clearly demonstrated by the statistics of this Report, which show, with few exceptions, the largest per cent of attendance in consolidated districts, rural special tax districts and entire counties that have the largest school fund, the longest school terms, and the best schools.

"The general rule seems to be, then, that attendance is in direct proportion to the efficiency of the schools and the school system. I have already called your attention to the fact that with the improvement in the public school-house and schools, and the increased educational interest during the past few years, has come also an increase in the per cent of enrollment and attendance in the public schools.

"Much can also be done to increase the attendance upon the public schools by earnest teachers, who will go into the homes of indifferent or selfish parents whose children are not in school, and by persuasive argument and tact and appeals to parental pride induce many of these parents to send their children; who will seek out children in homes of poverty, and remove, through quiet, blessed charity, the causes of their detention from school. From the census and from the report of the preceding teacher recorded in the school register each teacher can ascertain at the beginning of the session the names of all illiterates and non-attendants of school age in the district and reported cause of nonattendance. Under the rules recommended by the State Superintendent and adopted by many county boards of education the teacher is required to spend two days immediately preceding the opening of the school in visiting the parents and making special efforts to get these children to attend school. I have no doubt that many of these can be and will be reached by these efforts. Much can be done, also, by active, efficient school committeemen and other school officers who will take an interest in the school and aid the teachers in finding and bringing in the children.

"The compelling power of public opinion will do much to bring children into the school. Logically, as public sentiment for education increases, public sentiment against nonattendance will increase. Public opinion might, in many communities, be brought to the point of rendering it almost disgraceful for parents to keep children at home without excellent excuse during the session of the schools. Self-respecting parents would be loath to defy such a public opinion and run the risk of forfeiting the esteem of the best people of the community.

"It is the tragic truth, however, that there are some parents so blinded by ignorance to the value and importance of education, and others so lazy, thriftless or selfish that they cannot be reached by the power of attraction and persuasion, or the mild compulsion of public opinion." It is the sad truth that those whose children most need the benefits offered by the public schools are hardly to be reached by any other means but compulsion.

Compulsory Attendance.—The tendency of illiteracy is to perpetuate itself. The majority of illiterate children are the children of illiterates and perhaps the descendants of illiterates. It is natural that ignorance and illiteracy, being incapable of understanding or appreciating the value and the necessity of education, should be indifferent and apathetic toward it—just as natural as it is for the children of darkness to love darkness rather than light. The intervention of the strong arm of the law is the only effective means of saving the children of many illiterates from the curse of illiteracy. The intervention of the strong arm of the law is, in my opinion, the only hope of saving, also,

the children of literate, and sometimes intelligent, parents from the carelessness, indifference, incompetency, laziness, thriftlessness or selfishness of such parents.

No child is responsible for coming into the world, nor for his environment when he comes. Every child has a right to have a chance to develop the power to make the most possible of himself in spite of his environment during the helpless and irresponsible period of childhood. No man, not even a parent, has any right to deprive any child of this inalienable right. This right is vouchsafed as a constitutional right to every child in North Carolina by the following clauses of our State Constitution:

"The people have the right to the privilege of education, and it is the duty of the State to guard and maintain that right." Article I, section 27.

"Religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." Article IX, section 1.

"Every person presenting himself for registration (to vote) shall be able to read and write any section of the Constitution in the English language" (which went into effect December 1, 1908). Article VI, section 4.

The right of the State to intervene and protect the child is his right, and to protect itself, society, and humanity against the ignorance of the child is recognized and clearly set forth in the following clause in the State Constitution: "The General Assembly is hereby empowered to enact that every child of sufficient mental and physical ability shall attend the public schools during the period between the ages of six and eighteen years for a term of not less than sixteen months, unless educated by other means." Article IX, section 15.

Not only has the child a natural and constitutional right to have the chance to develop through education the powers that God has given him, and thereby make the most of himself, and, therefore, to have the law intervene, if necessary, to secure this right to him, but the taxpayer, also, has a right to demand the intervention of the Government that compels him to pay his taxes for the support of the schools, to secure to him the protection that he pays for against the ignorance of the child. The Government has the right to intervene, if necessary, to protect itself, society, liberty, and property against the dangers to all to be found in ignorance, according to the experience of mankind and the evidence of all human history. If it has the right to tax its citizens for protection, it has the right to adopt the necessary means to insure, as far as possible, that protection. If the State or the community has the right to correct and punish crime and vice, so often resulting from ignorance and illiteracy, it ought to have the right to take the necessary steps to remove the cause. Prevention is cheaper and better always than correction and punishment.

Compulsory attendance laws are the only means found effective by other States and other countries of the world for overcoming illiteracy or largely reducing it. Practically all important foreign countries, except the ignorant countries of Russia, Spain, and Turkey, have found it necessary to adopt compulsory attendance laws in order to overcome illiteracy, and have found them effective in overcoming it. Forty-five of the forty-eight States of the American Union have been compelled to resort to the same means of overcoming it, and are finding the means effective. Illiteracy is least in the States and countries that have compulsory attendance laws, and greatest in those that have

not. No State or country in modern times, so far as I have been able to ascertain, has ever repealed a compulsory attendance law after it was once enacted. If such laws have been found beneficial and effective in all these great States and countries, will they prove otherwise for North Carolina? One of the most striking illustrations of the effectiveness of compulsory attendance laws in reducing illiteracy is that of France. In 1882 a compulsory education act went into effect. At that time 31 per cent of the French people were illiterate; in 1900, the illiteracy had been reduced to 6 per cent, only one-fifth of what it was eighteen years before.

As bearing upon the question of effectiveness of compulsory attendance laws in reducing or overcoming illiteracy, the following tables of comparative illiteracy in typical Southern States that have no compulsory attendance laws and typical New England and Western States that have such laws will be interesting and suggestive:

TABLE A. NATIVE WHITE ILLITERATES OVER TEN YEARS OF AGE.

		<i>Per Cent.</i>
Virginia	81,105	8.2
North Carolina	131,992	12.3
South Carolina	50,112	10.5
Georgia	79,875	8.0
Mississippi	28,344	5.3
Rhode Island	944	0.7
Connecticut	1,707	0.5
Michigan	9,561	1.0

TABLE B. NATIVE WHITE ILLITERATES OF VOTING AGE.

		<i>Per Cent.</i>
Virginia	33,488	9.9
North Carolina	49,619	14.1
South Carolina	17,535	11.0
Georgia	29,936	8.9
Mississippi	11,129	6.1
Rhode Island	466	1.0
Connecticut	893	0.7
Michigan	5,254	1.6

The tide of emigration has evidently flowed from illiterate to literate; from ignorance to intelligence; from darkness to light.

To sum up, in view of the fact that only 78.5 per cent of the total school population of the State, 79 per cent of the white and 75 per cent of the colored, is ever enrolled in the public schools, and only about 57 per cent of the white school population and about 48 per cent of the colored is in daily attendance; in view of the large number of illiterates, white and colored, and of the large number of children of school age on the straight road to illiteracy in North Carolina, can any honest citizen doubt the need of the intervention of the strong arm of the law through compulsory attendance to overcome such conditions? In view of the constitutional provisions guaranteeing to every child the privilege of education and imposing upon the State the duty to provide it and encourage the means for it, and of the constitutional amendment recently adopted prescribing an educational qualification for suffrage and citizenship; in view of the divine right of every child to make the most possible of himself in spite of any sort of environment in childhood, for which he can in no sense be held responsible, can any citizen fail to recognize the constitutional and the natural right of every child to have guaranteed to

him the opportunity to get an education, and the duty of the law to intervene to prevent any man from depriving any child of his natural and constitutional right? In view of the fundamental fact established by the experience of mankind that in universal education is to be found the best protection to life, liberty, and property, and that, therefore, it is right and wise for the Government to tax every citizen to provide the means of universal education, and thereby secure protection to himself and to every other citizen; in view of the further fact that every citizen taxed for this purpose has the right to demand from the Government compelling him to pay the tax the protection that he has paid for against the ignorance of every child, can any reasonable man doubt the right and the duty of the State and the community to compel the child to use the means of protection provided, and to intervene to prevent the parent from preventing the child from using them? In view of the further fact that compulsory attendance laws are the only means found effective in all other States and in all foreign countries for reducing and overcoming illiteracy, is not any reasonable man forced to the conclusion that North Carolina will be compelled to resort to the same means in order to bring all of her children into the schools provided for them and thus reduce illiteracy and secure to every child his right, to the Government its safety, and to the taxpayer the protection that he pays for?

I have brought forward from my previous biennial reports this argument for compulsory attendance in North Carolina, for the information, convenience, and assistance of those who believe in it, and are seeking to enforce it and to convert others to it, and for the enlightenment and possible conversion of honest opponents and skeptics on the subject. The General Assembly of 1913 wisely enacted a State-wide compulsory attendance law for North Carolina, an explanation and discussion of which will be found in the first part of this report.

Since the beginning of the operation of this compulsory attendance law the average daily attendance upon the public schools of the State has been increased 113,646, or 30 per cent. This increase in attendance was, of course, mainly attributable to the compulsory attendance law. The reports show that in a number of counties where the law was properly enforced, from 90 to 95 per cent of all the children between the ages of eight and twelve—the compulsory period prescribed by the law—were enrolled in the public schools. When it is remembered that the public school age in this State is from six to twenty-one years, that the compulsory attendance period is from eight to twelve, and that the increase in attendance was necessarily mainly from the children of the compulsory attendance age, and that this increase was sufficient to increase the attendance of children of all ages upon the public schools of the State 113,646, it will be apparent that a very large per cent of the children between the ages of eight and twelve must have attended the public schools.

The results of the operation of the compulsory attendance law have been very encouraging. The task before us now, however, for the elimination of nonadult illiteracy in the present and the prevention of illiteracy in the future, is to raise gradually the age limits of the compulsory period, to increase the annual length of the period until it shall at least cover the entire school term in each public school district, and to strengthen the machinery for its enforcement. All of these things we hope to accomplish as rapidly as public sentiment and available funds will justify. In the meantime, we must

continue persistently to work for their accomplishment and for providing the means through which they shall be accomplished.

Adult Illiteracy and Its Elimination.—The census of 1910 shows that, with the exception of Louisiana and New Mexico, North Carolina has the largest percentage of native born white illiterates in the United States, ranking forty-sixth in this particular. By reaching this generation of children as they pass through the public schools, our compulsory attendance laws, properly amended from time to time and properly enforced, ought to eliminate illiteracy in the next generation of adults. In the meantime, this vast army of adult illiterates, already beyond the reach of the schools and all compulsory attendance laws, must be reached, if reached at all, during this generation, by means outside of the public schools. The honor of the State and our manifest duty to these adult illiterates—our fellow-citizens—demand that we shall find and put into successful execution at once, some effective means for reaching them immediately, for reducing rapidly, and finally eliminating adult illiteracy in North Carolina.

By strong resolutions, the State Association of County Superintendents, the North Carolina Teachers' Assembly, the Junior Order of United American Mechanics, and the North Carolina Educational and Coöperative Union have pledged themselves to coöperate actively in the movement for the elimination of adult illiteracy. I have no doubt of the hearty coöperation of the churches, the women's clubs, and all social service organizations of all sorts, in this movement. By a properly organized and wisely directed movement for this purpose in every community in North Carolina having any considerable number of adult illiterates, we ought to be able to eliminate adult illiteracy within the next few years.

OUR PROBLEM OF ILLITERACY

The following is North Carolina's problem of illiteracy so far as the facts can be ascertained from the United States Census of 1910:

Total number of illiterates twenty-one years of age and over, 232,226. Total illiterates of all ages, 291,497—18.5 per cent; native white illiterates of all ages, 132,189—12.3 per cent. (The separate figures for white and negro adult illiteracy are not obtainable from the census.) Total number of native white male illiterates of voting age 49,710—140 out of every thousand—14 per cent of the white male population, the largest percentage of native born adult white male illiteracy in the United States. (It has been impossible to ascertain the figures for the adult female population, but it is safe to assume that there are as many illiterate white women as men.) Percentage of illiteracy or total native white population ten years of age and over—12.3 per cent, as against 3.7 per cent for the United States, and 7.7 per cent for the South, and as against 19.5 per cent for North Carolina in 1900.

I give below extracts from an address on this subject delivered by the State Superintendent of Public Instruction to the North Carolina Press Association in 1915:

Realizing that the press is the most potent of all agencies in molding sentiment, in shaping public policies, and in promoting all movements for public welfare, I count it not only a pleasure and an honor, but a great opportunity as well, to speak to the members of the North Carolina Press Association.

In my opinion, with the exception of the teachers and others actively engaged in educational work, the editors of North Carolina have contributed more for less pay than any others to the educational progress of this State

during the thirteen years of my administration. With the exception of the public school, the public press is perhaps the greatest instrumentality for public education. Appreciating your activity and assistance in this great work in the past, I shall take the liberty of talking to you today informally, as to friends and coworkers in a great cause for the common good, about some of the most important parts of our educational program.

Adult Illiteracy and Its Elimination.—The limitation of the time, however, compels me to content myself with the briefest statement of the first two problems, with which you are already familiar, and to devote the remainder of my time to the third problem, with which you are less familiar.

With 12.3 per cent of the total white population over ten years of age and 14 per cent of the white voting population unable to read or write, according to the last census, the editors of North Carolina will agree with the teachers and all other patriotic citizens that the reduction and final elimination of illiteracy is one of the first and most urgent educational duties—a duty already too long neglected. The recent decision of the United States Supreme Court in the Oklahoma Suffrage Amendment case adds new emphasis to this question of adult white illiteracy in North Carolina. In the enactment and enforcement of the compulsory attendance law for children between the ages of 8 and 12, conservatively strengthened later, will be found a most effective means for the elimination of illiteracy in the rising generation and its prevention in future generations. The present crop of adult illiterates already beyond the reach of the regular public schools must be reached by some other means. They constitute an army of 132,189 native white illiterates, of which 49,710 are native white illiterates of voting age, 140 out of every thousand white voters unable even to read their ballots—an army marching under the black banner of ignorance, a prey to all the ills that follow in the wake of ignorance, a menace to all that is best in civilization in a democracy, doomed to darkness, inefficiency, intellectual and industrial bondage, ambitionless, hopeless, helpless, unless some effective means be found and found quickly for their relief and liberation.

This army of adult illiterates is an inheritance from former generations, from slavery, from an aristocratic instead of a democratic civilization, from civil war and the devastation, the poverty, and the destruction of our school system and institutions that followed. It must inevitably handicap the progress of the State, discourage immigration of the desirable sort, and in the future, as in the past, invite the sneers of the scorners and the defamation of the witling to the shame and injury of the State for the next two or three generations, unless we find and put into immediate operation some effective means of reducing, and, if possible, eliminating adult illiteracy during this generation. It is our duty to the State and to these illiterates who are bone of our bone and flesh of our flesh, and who are not responsible for their illiteracy, to seek and find a way to reach and teach them without further delay.

These are the tragic facts about white illiteracy in North Carolina. Let them speak for themselves—speak to the hearts of men, to the love of humanity in men, to the sense of duty in men, to the judgment and the patriotism of men, to the desire for safety and self-preservation in men!

By the accident of birth, the fortune of environment, the love of our fellow-men, expressed in private and public schools for us, here sit we smugly in the light; yonder at our doors are our brothers, thousands of them, in the shadow of the world, in the bitterness of darkness, in the bondage of illiteracy—mature men and women, old men and women, but children still—

*“Children crying in the night,
Children crying for the light,
And with no language but a cry.”*

That cry, from the depths of some divine despair, rising from mountain-top and cove, from plain and valley, ringing in the ears of men, ascending to the courts of heaven—shall we not heed it? Duty points the way, conscience lights the path. Shall we not go down to them, these grown-up children, these lame ones—lame of mind, lame of soul, lame, so many of them, from their mother's womb; lame, most of them, because, in the language of one of them, they “hain't never had no chance”? Shall we not go down to them and bid

them in the name of Jesus Christ of Nazareth, "Rise up and walk"? Shall we not take them by the hand and lift them up, that they may gather strength to stand alone, to walk alone, to live in the light, to dwell in the darkness no more forever?

Editors of North Carolina, you have it in your power more than any others to get these facts before the people, to hammer them into their minds and souls until they are aroused to their manifest duty to these less fortunate brethren of theirs, to help in the presentation and the successful execution of the plans for the elimination of illiteracy in North Carolina.

I do not need to remind you that you would be great gainers in the increased circulation, the appreciation, and the influence of your papers from the elimination of illiteracy and the dissemination of intelligence. I make my appeal on higher grounds to this body of men, confident that now, as in the past, they will respond promptly and enthusiastically to the high call for the betterment of their fellow-men and the honor and safety of their State.

I do not need to say more, then, than simply in conclusion to outline in brief our plan for the elimination of illiteracy and indicate how you may help, through your papers, in the successful execution of these plans.

We have now in press for general distribution through the State Department of Public Instruction a bulletin of information giving the facts about illiteracy in the State and in each county, containing short arguments and appeals from the heads of a number of professional, civic, social, industrial, and agricultural organizations and orders of the State that have pledged their enthusiastic cooperation in this work. This bulletin will be used for carrying on the publicity campaign for getting the facts before the people and arousing them to action. It will, of course, be sent to every newspaper in the State first, the contents to be used by the editor as he sees fit, supplemented, of course, by editorials from week to week.

This bulletin will be followed by another that will be a hand-book for the teachers and workers. This will contain twelve lessons, three a week for four weeks, in reading, writing, and arithmetic for adult illiterates, together with suggestions to the teachers. By an amendment to the school law, 1915, the names of all adults as well as nonadult illiterates in each school district are required to be reported in the school census of the district. Personal invitations and solicitation from friends, neighbors, associates in lodges and other organizations, and all other tactful means will be used to induce these illiterates to enroll in the "Moonlight Schools," which are simply night schools, conducted on moonlight nights, if possible, for the convenience of the country people in reaching the school.

These schools will be conducted in the schoolhouse or, if more convenient, in some other place, at least three nights a week for at least four weeks. Of course, we shall have to rely mainly upon the public school teachers to volunteer for the teaching. Many of them have already indicated their willingness to do this. Others will be given opportunity to volunteer at summer schools and teachers' institutes this summer and later at county teachers' associations. The teachers can always be relied upon to do their part in every altruistic movement for community improvement and civic betterment. This part of the work will necessarily be largely under the direction of the county superintendent, the teachers, the county board of education and committeemen, as it is distinctly educational.

The "Moonlight Schools" have proved successful in dealing with this problem of adult illiteracy in other places, notably in Kentucky, where they were first inaugurated about three years ago, in Rowan County, by Mrs. Cora Wilson Stewart, at that time superintendent of schools of that county. The story of the movement in that State under her wonderful leadership is inspiring, and the results have been marvelous. Largely as the result of the discussion of this subject at the annual meeting of the State Association of County Superintendents, at the Teachers' Assembly last November, eighty-two "Moonlight Schools" were conducted in twenty-nine counties in this State last year, enrolling sixteen hundred illiterates, of an average age of forty-five, most of whom learned to read and write. The forthcoming bulletin contains an exact reproduction of a letter written by an adult illiterate on the fourth night of his attendance upon one of these schools in Columbus County. These schools have, therefore, passed beyond the experimental stage.

Adult illiteracy will be one of the principal subjects emphasized this year during "Community Service" week early in October, and immediately following that week these "Moonlight Schools" will be opened and conducted for at least a month in all parts of the State.

Local organizations like the Farmers' Union, Junior Order, Women's Clubs, School Improvement Leagues, churches, Sunday-schools, etc., will be asked to cooperate with teachers and school authorities in securing attendance, in meeting any necessary incidental expenses, and in providing short social entertainments of various sorts to make the pupils of these schools feel at home and comfortable and to make it pleasant and interesting for them.

The county papers will be asked to publish in their columns or in a little supplement each week's lessons a week in advance. The names and postoffice addresses of the illiterates enrolled in the schools will be furnished the paper, with the request to send a copy of the paper containing the week's lessons to each pupil, who will be directed to bring it to school with him each night. The paper will be his text-book. As he learns to read, he will, of course, have the balance of the paper for additional practice in reading.

Short news items from each district, some of them about happenings in these schools, in words and sentences comprehensible to adult beginners in reading, will be sent to the paper weekly. In this way they can be interested and encouraged from the start. If the county papers will cooperate with us in this plan, I believe that it will prove the most successful plan yet devised for teaching adult illiterates.

The printing of the lessons and the locals and the extra copies of the paper could not cost much. In addition to the sweet reward of an approving conscience for a valuable service rendered, the editors would, I believe, soon reap a financial reward in advertisement and increased subscription list. A very large majority of those to whom the paper was sent, as soon as they learned to read, would become permanent subscribers and grateful friends to the paper.

The editors and the teachers of North Carolina occupy the strategic position in this plan. Without their voluntary services, involving some sacrifices on their part, these plans cannot be successfully carried out; this work will fail, thousands of men and women, some of whom offered their lives for us in the time that tried men's souls, will be doomed to stumble on in darkness to the end of a joyless journey.

I know I can speak for the teachers of North Carolina. They never yet have turned a deaf ear to any worthy call of humanity; they never yet have flinched at any reasonable sacrifice demanded therefor. They'll do their part!

Editors of North Carolina, I've seen your mettle tried before and often. I've learned of what fine, sturdy stuff these Tar Heel editors are made. I know you'll do your part.

All together, then, for the elimination of illiteracy in North Carolina, for the emancipation of every man, woman, and child from its tragic limitations!

Improvement of Teachers and Increase of Teachers' Salaries.—"Without the vitalizing touch of a properly qualified teacher, houses, grounds, and equipment are largely dead mechanism. It is the teacher that breathes the breath of life into the school. Better schools are impossible without better teachers. Better teachers are impossible without better education, better training, and better opportunities for them to obtain such education and training. Better education and better training and the utilization of better opportunities for these by teachers are impossible without better pay for teachers. Reason as we may about it, gush as we may about the nobility of the work and the glorious rewards of it hereafter, back of this question of better teachers must still lie the cold business question of better pay.

"The average salary of rural white teachers in North Carolina in 1916 was \$41.83; the average salary of colored teachers was \$25.19; the average length of the rural school term was 117.6 days for white and 104 days for colored; making the average annual salary of rural white teachers in North Carolina,

therefore, \$257.77, and the average annual salary of rural colored teachers \$131.01. For such meager salaries men and women cannot afford to put themselves into the long and expensive training necessary for the best equipment for this delicate and difficult work of teaching. The State may supply the best opportunities that the age affords for the training of the teachers, but as long as the rank and file of them receive such meager salaries, these opportunities will be beyond their reach, and they must inevitably divide their attention between the service of two masters to make even a bare living. As long as they must work at some other business for six or seven months of the year, and at the business of teaching school for only five or six months, they can scarcely hope to become professional and masterful teachers. The teacher who does something else seven months of the year for a living and teaches school five months of the year for extra money must continue to be more of something else than a teacher.

"With short school terms, small salaries, poor schoolhouses, and other conditions adverse to success, we cannot hope to command and retain first-class talent in this business of teaching the rural school, however good or however accessible the opportunities for improving teachers may be made. We must, in the outset, face the cold business truth that, as the South comes more and more rapidly into her industrial and agricultural heritage, and the channels of profitable employment multiply, the best men and women in the profession of teaching cannot be retained in it, and little inducement will be offered to other men and women of ambition, ability, and promise to enter it, unless the compensation for the teacher's service is made somewhat commensurate with that offered in other fields of labor. As long as the annual salary paid the teacher who works upon the immortal stuff of mind and soul is less than that paid the rudest workers in wood and iron, less than that paid the man that shoes your horse or plows your corn or paints your house or keeps your jail, the best talent cannot be secured and kept in the teaching profession—the teaching profession must continue to be made in many instances but a stepping-stone to more profitable employments or a means of pensioning inefficient and needy mediocrity.

"The first step, then, in the direction of improvement of teachers is an increase in the salary of teachers so as to make it worth the while of capable men and women to enter the profession of teaching, to remain in it, to put themselves in training for it, and to avail themselves of the opportunity offered for improvement. An increase in the monthly compensation and an increase in the annual school term are the only two ways of increasing the teacher's salary. The only means of increasing the compensation and the school term is by increasing the available school funds for each school. The only practical means of doing this under present conditions are consolidation and local taxation.

"That the counties and districts that pay the best salaries secure, as a rule, the best teachers, is the best evidence that this question of better teachers is largely a question of better salaries. With the growth of educational sentiment and enthusiasm the demand for better teachers has grown, but every community that demands a better teacher ought to remember that the demand is unreasonable and unlikely to be met unless the means for better pay be provided by the community.

"The raising of the standard of examination and gradation of teachers will be ineffective, and perhaps unfair, unless it is accompanied by a corresponding

increase in the wages of teachers. Of what avail will it be to raise the requirements without raising the compensation, when even now, with the present low standard of qualifications, it is almost impossible in many counties to get enough teachers to teach the schools, and even now the same qualifications will command much better compensation in almost any other vocation? The logical result of raising the standard of examination and gradation without raising the prices paid would be to decrease the supply of teachers and render it practically impossible to supply the schools with teachers. An increase in the requirements for teaching, a multiplication of the opportunities for the improvement of teachers, and a mandatory requirement of teachers to avail themselves of these opportunities must, in all reason and fairness, be accompanied by a corresponding increase in salary. Better work deserves and commands better pay."

The increase in teachers' salaries during the past ten years has not been at all commensurate with the increase in living expenses and with the increase in salaries and wages of those engaged in other professions and callings. In considering this question of the salary of the teacher, it must be remembered that the teacher must live twelve months in the year, even though he receives salary for only four or five or six months. The financial demands upon the teachers must also be remembered. They must live and dress well in order to command the respect of the children and the patrons. To maintain their professional growth and increase the effectiveness of their work, they must spend a considerable part of their salary for special courses of work in summer schools and institutions, and for the purchase of professional books and magazines. It must be remembered, also, that teachers must look forward to the years when it will be impossible for them to teach, for, as they grow old, they become less efficient for the arduous work of the school. Their salaries, therefore, should be sufficient to lay aside something for old age, as no pensions are provided for teachers. Finally, it should be remembered that in a republic the intelligence, morality, power, effectiveness, and earning capacity of the common people are dependent largely upon the work of the teachers of the public schools, and that, therefore, their work is of the most vital importance, and should command a salary commensurate with its importance. Unless we can bring our people to a realization of these truths and thereby create a public sentiment and a public demand for better salaries for better teachers, the ranks of the rural school teachers will continue to be filled with many untrained, incompetent, inexperienced persons, using this holiest of callings as a mere stepping-stone to some other profession or calling, with mere tyros without serious purpose teaching for a short time simply to make a support until something better turns up. There will continue to be a dearth of men, because they can command better salaries for almost anything, even for breaking rocks on the road, than for teaching rural schools a few months in the year. There will continue to be a dearth of trained and experienced women of power, because such women can now easily command far better salaries in other callings open to women, and almost any woman can command a larger annual salary for measuring calico and selling buttons than for training minds, inspiring souls, and forming characters in the rural schools. The situation is serious. The demand for good teachers, and especially for good male teachers, is greatly in excess of the supply, because the salaries paid will not command and retain such teachers. Let us wage a campaign from mountain to sea, through press and public speech, for the

education of public sentiment to an appreciation of the teacher's work, and to an insistent demand for better qualification and compensation for that work.

County Institutes and Summer Schools.—As has been pointed out in a previous part of this report, and as will appear from the report of the work of the teachers' institutes and teachers' associations elsewhere in this report, the county institutes and the county teachers' associations and the teachers' reading circles have been made effective means for the improvement and home training of the rank and file of the rural teachers. As previously recommended, provision has been made for conducting summer schools for teachers at all of the State educational institutions, thereby further increasing the means for placing, at small expense, within easy reach of the rural teachers still better opportunities for professional improvement. With a good system of county institutes, county teachers' associations, county reading circles, summer schools, permanent normal schools, the State Normal and Industrial College and departments of education at the University and several of our denominational colleges, professional improvement ought to be within easy reach of any teacher; and there ought to be within a few years even more marked improvement in the teaching force of the State.

County Supervision.—"As pointed out in the first part of this report, there has been marked improvement in county supervision. The average salary of the County Superintendent has been quadrupled since 1901. The superintendents in all the counties of the State are devoting more time to the work than ever before, but there is still much work to be done before county supervision can be made as efficient as it should be. The more I learn of the educational work of the State in the discharge of my official duties and through my visitations and field work, the more clearly I see that the real strategic point in all this work today is the county superintendent. Upon this subject I beg to quote from my annual address to the State Association of County Superintendents: "The work of the State Superintendent must be done and his plans executed largely through the county superintendent. The work of the County Board of Education must be carried on and its plans executed largely through the county superintendent. The work of the school committeemen will not be done properly without the stimulation and direction of the county superintendent. No proper standard of qualifications for teachers can be maintained and enforced except by the county superintendent. No *esprit de corps* among the teachers can be awakened and sustained save by a county superintendent in whom it dwells. No local and permanent plans for the improvement of public school teachers through county teachers' associations, summer institutes and schools, township meetings, etc., can be set on foot and successfully carried out save under the leadership of an energetic county superintendent. All campaigns for the education of public sentiment on educational questions and for the advancement of the work of public education along all needful lines are doomed to failure, or, at least, to only partial and temporary success without the active help and direction of a county superintendent knowing his people, knowing the conditions and needs of his county, knowing something of the prejudices and preferences of the different communities, endowed with tact, wisdom, common sense, character, grit, and some ability to get along with folks, and enjoying the confidence of teachers, officers, children, and patrons. Upon the county superintendent mainly must depend the bringing together of all those forces in the county—public and

private, moral and religious, business and professional—that may be utilized for the advancement of the educational work of the county and for the awakening of an educational interest among all classes of people, irrespective of poverty or wealth, religion or politics. The work of educating the children of all the people is too great a task to be performed by any part of the people. No real county system composed of a large number of separate schools unified and correlated in their work, each pursuing a properly arranged and wisely planned course of study in the subjects required, and the whole system fitting into its proper place in a great State system, can ever be worked out save through the aid and under the direction of a county superintendent with an adequate conception of his work and with an ability to do it.

“Such a work requires for its successful execution a man of mind and heart and soul, a gentleman, a man of common sense, tact, energy, consecrated purpose, education, special training, and business ability—a man who can give all his time and thought and energy to the work. You cannot command the services of such a man in any business without paying him a living salary, for such men are in great demand for any work. May we not hope, therefore, that as recommended in the first part of this report the salary attached to so important an office may be sufficient in every county to employ trained and competent men for all their time, to unfetter the earnest, competent men already engaged in the work so that they may have a chance to do their best work and show what is in them, and to justify men in the coming years in placing themselves in special training for this special work?

“It is noticeable and significant that educational progress along all lines is more rapid in those counties in which competent superintendents have been put into the field for all their time, and that in almost every county in which this has been done the school fund has been increased by local taxation and by economical management of the finances, and by looking carefully after the sources of income, much more than the increase in the salary of the superintendent. You cannot make a success of any great business like this business of education without a man at its head devoting all his time, thought, and energy to it. Wherever this is the case the educational work of the county is moving, wherever it is not the case the work is lagging. You cannot do anything worth doing in the world without a man. It is the highest economy to put money into a man.”

For efficient supervision of a large number of schools, scattered over the large territory of an entire county, the county superintendent, even when employed for his whole time, needs assistance. A number of counties have provided clerical assistance in the office for the correspondence, bookkeeping and other business details, so as to give the county superintendent more time for field work, and have also provided for one or more competent, well trained women as assistant county superintendents or rural school supervisors, to aid in the supervision and direction of the professional side of the work in the schools and for the teachers, and also in the community service side of the work. The results in counties in which such assistance has been provided fully justify the wisdom of the expenditure and furnish examples in closer and more efficient supervision that should be followed by many other counties as rapidly as they can provide the necessary money.

More Money and How to Get It.—For all this work yet to be done in the way of building and improving schoolhouses and grounds, lengthening the school term, increasing the salaries of teachers and county superintendents,

providing high school instruction, etc., more money must, of course, be provided. Two ways of providing this money may be suggested:

1. *The adoption and enforcement of some plan for getting taxable property on the tax books and assessing it at its real value, or something near its real value.*—An examination of the tables of the statistical reports in this volume showing the school funds raised in each county from the property tax of 20 cents on the \$100 and of the list of counties asking aid from the special State appropriation for equalizing school terms, and the amounts received by these counties from this appropriation will convince any reasonable man, I think, that there is something wrong in the method of assessing the value of property. Upon any reasonable and uniform valuation of property many of these counties would have money enough for a four months school term without any special tax for a four months term, and many others would have enough for a much longer term without aid from the "State Equalizing Fund." To one who has traveled through many of these counties and observed their prosperity and rapidly increasing wealth, it is self-evident that there is something wrong in the method of assessing property, when counties like Cleveland, Franklin, and a number of others that might be mentioned, fail to receive from a 20 cents property tax enough money for a four months school term at the present low salaries of teachers, and counties like Guilford, Wake, and others fail to receive enough for more than four months. Upon a correct valuation of property, of course, the school fund derived from this 20 cents property tax would be largely increased in every county. In my opinion, if all the property in the State could be placed on the tax books at a fair and reasonable valuation, the public school fund would be sufficient to maintain the public schools of the State for an average school term of five months without any increase of the present rate of taxation for school purposes, and the "Equalizing Fund" would be ample to provide a minimum term of six months.

2. *Local taxation.*—This business of public education is like any other great business. For successfully conducting it, enough capital must be invested in it to supply the necessary equipment and to employ the necessary number of competent trained men and women to carry on the business according to modern progressive business and professional principles. I have undertaken to show in this report that for better houses and equipment, better teachers, better supervision and longer school terms more money is the fundamental need. The constitutional limit of taxation has already been reached in all the counties of the State. Without an amendment to the Constitution, therefore, or special legislation for each county, the general school fund can not be increased except for a four months term. A special annual per capita State appropriation of \$250,000 has already been made to the public schools by the General Assembly. A State Equalizing Fund amounting in 1916 to \$447,940.45 has been provided by setting aside annually five cents of the State tax levy on each \$100 of property to lengthen the school term to a minimum of six months or as near thereto as the fund will provide. As heretofore shown in this report, by reasonable consolidation the present available funds can be greatly economized by reducing the number of schools and the number of teachers necessary to teach a given number of children. In this way more money from the present funds will be available for each school for more teachers, better salaries, better houses and equipment, and a longer term. After making the present available funds go as far as possible through the

economy of reasonable consolidation, the only other means of increasing the school fund of any local school is local taxation.

"Under section 4115 of the School Law, upon a petition of one-fourth of the freeholders residing therein, a special tax district may be laid off within any definitely fixed boundaries, and upon approval of the County Board of Education an election upon a local tax for the schools within that district, not to exceed 30 cents on the \$100 and 90 cents on the poll, must be ordered by the County Board of Commissioners. This places an election upon local taxation for public schools within easy reach of any county, township, or school district in North Carolina. I have already reported the progress in local taxation during the past two years. While it is encouraging, still, when it is remembered that only 1,834 districts out of a total of about 5,423 white districts in the State have yet adopted local taxation, it will be readily seen that the work of local taxation is scarcely more than well begun.

"Sixty-nine per cent of all the money raised for public schools in the United States is raised by local taxation. More than one-fourth of all the funds expended for the maintenance of the public schools in North Carolina is now raised by local taxation. In all the States having systems of public schools well equipped and adequate to the education of all their people, a large per cent of the public school fund is raised by local taxation. In some of these States as much as 95 per cent is raised by local taxation. In North Carolina the only towns, cities, and rural communities that have succeeded in providing a system of schools open eight or ten months in the year, adequately equipped with houses and teachers, have been compelled to supplement their State and county school funds by local taxation. The experience of other States and of these communities in our own State compels the conclusion that the only hope of largely increasing the present available funds for the rural schools, and thus making these schools equal to the demands of the age and adequate to the education of all our population, is to be found in the adoption of local taxation.

"The principle of local taxation is right and wise. It involves the principles of self-help, self-interest, self-protection, community help, community interest, and community protection. Every cent of the money paid by local taxation for schools by any community remains in the community for the improvement of the community school, and every cent of it is invested through a better school in the minds and soul and character of the rising generation, in an increase in the intelligence and efficiency of the entire community. Every cent of this local tax that goes into a better school to give the children of all a better chance to be somebody and to do something in the world is invested in the best possible advertisement for the best class of immigration, and is the surest possible means of keeping in the community the best people already residing there by giving them a better opportunity to give their children a better chance to get an education that will better fit them for coping with the world without having to move into another community to get it. Every cent of money, therefore, invested by local taxation in a better school, by inviting a better class of immigration and preventing the disastrous drain upon its best blood by other communities that offer better school facilities, enhances the value of every cent of property in the community by increasing the demand for it by the best people. The wisdom, then, of such a tax for such a purpose is too manifest to need further argument."

Schoolhouses.—There are still 117 white and 100 colored school districts in North Carolina to be supplied with houses. There are 40 white and 125 colored log houses, and many old frame houses unfit for use, to be replaced. There are hundreds of old houses to be repaired, enlarged, equipped, and beautified. The equipment of most of the old houses is poor and entirely inadequate. Some idea of the inadequacy of this equipment may be obtained when it is remembered that in 1916 only \$117,702.71 was spent for furniture and equipment for rural schoolhouses. A comfortable, well equipped schoolhouse is the first essential of a successful school. Such a house insures permanency and inspires in children and patrons pride and confidence.

In every county there should be a strict enforcement of the law placing the building of schoolhouses under the control of the County Board of Education, and requiring all new houses to be constructed in accordance with plans approved by the State Superintendent of Public Instruction and that board. A revised and enlarged pamphlet of approved plans for schoolhouses has been recently issued from the office of the State Superintendent of Public Instruction, and copies of it can be secured upon application. The pamphlet contains bills of materials, specifications, cuts, floor plans, blank contracts, etc., for the erection of any house in it. It also contains sketches, suggestions and directions for planning and planting school grounds, schoolroom decoration, care of buildings, sanitation, playgrounds, home-made athletic apparatus, etc.

The law requiring the contract for buildings to be in writing and the house to be inspected, received and approved by the county superintendent before full payment is made, should always be rigidly enforced. No more money should be allowed to be wasted on cheap, temporary, improperly constructed houses. Properly enforced, the law is now ample to insure the construction of permanent, comfortable schoolhouses and to prevent the imposition of inefficient contractors and builders.

School Districts and Consolidation.—In my preceding Biennial Reports this subject has been so fully discussed that I deem it unnecessary to enter into any full discussion of it again. Much good work has been done in reasonable consolidation and enlargement of districts. With much benefit to their school interests, some counties have been entirely redistricted. Hundreds of unnecessary little districts have been abolished, but in many counties there are still too many of these little districts. There are still 5,423 white school districts and 2,337 colored school districts. The average area of the white school districts in the State is 8.9 square miles. The white school districts might be decreased to half the present number, where streams, swamps, etc., do not prevent, and the average size might be increased to double the present area, and still, as a little calculation will show, in a district of fairly regular size, with a schoolhouse near the center, the farthest child would be within three miles of the house, and a large majority of the children would, of course, be much nearer. The decrease in the number of school districts means, of course, an increase in the money for each district, an increase in the number of children in each school, an increase in the number of schools with more than one teacher, affording instruction in more advanced branches of study, a better classification of the children, a reduction in the number of classes necessary for each teacher, an increase in the time that each teacher can give to each class, a concentration of the energies of the teacher upon fewer subjects, a stimulation of the children to greater effort by the greater competition and greater mental friction of larger numbers.

This work of enlarging the school districts by the consolidation of unnecessary small districts or by redistricting townships and counties must, of course, be carried on with wisdom, discretion, and justice. Every child has a right to be within reasonable walking distance of some school until conditions and funds justify provision for transportation; but any healthy child can better afford to walk two or three miles to get to a good school than to attend a poor one at his gate. It is wiser and more economical to have one school taught in one good house with two or three good teachers than to have two or three little schools in poor little one-room houses, taught by one teacher with a handful of children, with almost as many classes as children. For a fuller and more detailed discussion, however, of this subject and of the extravagance and unwisdom of a multiplicity of unnecessary little districts, I beg to refer you to my preceding Biennial Reports.

Transportation of Pupils.—It is hoped that in the near future improvement in roads and rural conditions will warrant consolidation of schools on a larger scale, and the adoption of transportation of children by wagons and teams to central schools, which is now in successful operation in many Western States. Transportation is also in successful operation in a number of districts in Virginia and Louisiana.

The State Superintendent visited, for observation and study, a number of centralized rural schools in Indiana and Ohio, where transportation of pupils is in most successful operation. All of the schools in some townships had been consolidated into one central school; in others were found but two or three schools in the entire township. These schools covered areas of from 20 to 50 square miles. Children were transported to them from distances of from 1 to 7 miles. The schools were conducted in houses costing from \$8,000 to \$30,000, with heating plants and modern conveniences such as you would find in our larger towns.

The schools had from four to ten teachers, affording to the country children, in houses, equipment, supervision, teachers, libraries, gradation, classification, high school instruction, all the educational advantages of our best town schools, with the added advantages in all instances of rural environment, and in some instances of practical instruction in agriculture, sewing, cooking, and other subjects pertaining to country life and home making. Among other advantages observed in these centralized rural schools were a most commendable pride and school spirit on the part of teachers, children, school officers, and patrons, excellent attendance, protection of the health of the children by prevention of exposure to bad weather, etc., economy of time in reaching school and home. In some of these schools the daily attendance for the month was found to be 98 per cent of the school population; the lowest attendance reported was 89 per cent of the school population.

The transportation is at the expense of the township in neat, comfortable, covered two-horse wagons, each wagon carrying about twenty children. The wagons run on schedule time and tardiness is practically eliminated, as is also irregularity of attendance on account of bad weather. The drivers of the wagons are usually farmers of the community of character and reliability, who are held responsible for the safety and good conduct of the children to and from school. The wagons are owned in most instances by the township, and the horses are owned and furnished by the drivers. The wagons are operated at a monthly cost of from \$40 to \$60. Some of these schools operate

as many as ten wagons, the number varying from three to ten. Space forbids that I give fuller details of my study of these schools at this time.

The results of my visit and observations convinced me that in consolidation, with transportation of pupils, is to be found the only solution of the problem of placing adequate educational facilities within reach of country boys and girls in sparsely populated farming districts. I believe that the conditions in some of our counties in North Carolina are such as to warrant at once beginning in some townships consolidation by transportation.

Better Classification and More Thorough Instruction.—Through the use of a revised graded course of study sent out in pamphlet form from my office and the new registers and new blanks for teachers' reports, some good work has been done in classifying and grading the rural public schools. Much more remains still to be done. Upon this subject I beg to quote from my previous Biennial Report:

"A recent inquiry concerning the course of study and the classification of pupils in the public schools of the State reveals a great lack of uniformity and, in some counties of the State, a somewhat chaotic condition. I sent to all county superintendents blanks for reports of the daily programs and of the progress made by the various classes. These blanks were sent to the public school teachers, and the superintendents were requested to send the best ten to my office. A careful examination of these and a compilation of their contents showed that the average number of recitations in the school with one teacher undertaking to give instruction in all subjects required by law to be taught in the public schools varied from 35 to 55.

"In order to give instruction in all the subjects the teaching of which is made mandatory under the law, at least 21 recitations a day will be required. The legal length of a school day is six hours, hence an average of only twelve minutes could be allotted to a recitation in any school with only one teacher. The folly of even expecting thorough and successful instruction in so many subjects in so many classes by one teacher is apparent without argument. The need of a better classification so as to reduce the classes to the smallest possible number, thereby giving the longest possible time to each class, is also apparent. Owing to the different ages of children, ranging from six to twenty-one years, and the different degrees of advancement, about as many classes will be necessary in a school with one teacher as in a school with two or more teachers, the chief difference being, of course, in the number of children in a class. Unless some means, therefore, can be found for increasing the number of schools with two or more teachers and decreasing the number of schools with only one teacher, I see but little hope of successful instruction in any of the high school branches, or of improving materially the instruction even in the elementary branches known as the common school branches. It is apparent that in a well classified school with two or three teachers, with few if any more classes than a school with one teacher, each teacher will have two or three times as much time for each class, and will be able to concentrate his thought and energies upon fewer classes and subjects and, consequently, to do more thorough teaching in those subjects, and that at least one of the teachers would have time for instruction of the older children in the higher branches. The law now limits instruction in one-teacher schools to the elementary branches.

"The only means of reducing the number of schools with only one teacher and getting more schools with two or more teachers and the better classifica-

tion, more thorough instruction and more advanced work so necessary for the growth and development of our public school system are to be found in reasonable consolidation and local taxation. By means of consolidation more teachers and more children can be brought together into one school, and by means of local taxation more money will be available for the employment of more teachers at better salaries and for the lengthening of the school term. In the meantime, through the adoption of the graded course of study heretofore referred to, and its enforcement in all the public schools, the work of the public schools can be greatly improved in uniformity, definiteness, thoroughness, and classification." There has, of course, been marked improvement in classifying and grading the rural public schools since 1904, but there is still great need for reducing the number of classes and the number of subjects in the one-teacher school, in order to secure more thoroughness in the few essentials, and also great need for increasing the number of schools with more teachers.

The Education of the Negro.—As the conditions have not changed since my last report, and as I have seen no reason to change my views upon the subject of the education of the negro, I shall repeat here the views expressed in my preceding Biennial Report, changing only the figures used in that report so as to conform to the correct figures for this biennial period.

"It would be easier and more pleasant for me to close this report without undertaking to discuss this most perplexing problem of the education of the negro, about which there are so many conflicting and widely divergent views among my people. This is a part, however, of the educational problem of the State, and, in some respects, the most difficult part. It is, therefore, my duty to study it and to give to you and through you to the General Assembly and to the people my honest views about it.

"In considering this question of negro education it is necessary to lay aside, so far as possible, prejudice on the one hand and maudlin sentimentality on the other. There has been too much of both. For an expression of my general views upon this question I beg to refer you to my Report for 1900-1902, pages 6 to 12. I have seen no reason to change or materially to modify these general views.

"In justice to the negro and for the information of our people who have been misled into thinking that too large a part of the taxes that the white people pay is spent for the education of the negro, it may be well in the outset to give a brief statement of the facts in regard to the apportionment of the school fund. As is well known, under section 4116 of the School Law the apportionment of the school fund in each county is practically placed absolutely under the control of the County Board of Education. The Constitution directs that in the distribution of the fund no discrimination shall be made in favor of either race. This report shows that in 1916 the negroes of city and rural districts received for teachers' salaries and building schoolhouses \$639,066.16 for 265,613 children of school age. The whites received for the same purposes for 560,707 children of school age \$3,942,529.51. The negroes, therefore, constitute about 32 per cent of the school population and receive in the apportionment for the same purposes less than 14 per cent of the school money. It is estimated that the negroes paid for schools in taxes on their own property and poll, not including corporations, about \$216,094.84, or less than one-half of all that they received for school purposes. Add to this their just share of fines, forfeitures and penalties and their share of the large school

tax paid by corporations to which they are entitled under the Constitution by every dictate of reason and justice, and it will be apparent that the part of the taxes actually paid by individual white men for the education of the negro is so small that the man that would begrudge it or complain about it ought to be ashamed of himself. In the face of these facts, any unprejudiced man must see that we are in no danger of giving the negroes more than they are entitled to by every dictate of justice, right, wisdom, humanity, and Christianity.

"Their teachers are not so well qualified and have not spent so much money on their education, their expenses of living are much less, and, therefore, they do not need and ought not to have as much per capita for the education of their children; but there is more real danger of doing the negro an injustice in the apportionment of the school fund, even after considering all these things, by withholding his equitable part, than of doing the white race any injustice by giving him too much.

"When we are apportioning only \$639,066.16 for the education of 265,613 negro children—and some of us are complaining about that—we need not be entertaining many hopes of giving the negro much helpful industrial education yet, for everybody ought to know that this amount is not sufficient to give this number of children thorough instruction in the mere rudiments of reading, writing, and arithmetic, so essential to civilized living and intelligent, efficient service in the humblest calling of life. As long as we are apportioning only this much money for this number of children, nobody need have any real concern about turning the negro's head by the study of Latin and Greek and other higher branches of learning. The fact is that at present we are not giving the negro in the public schools more than instruction in the mere rudiments of learning, nor is it possible with our present available funds to give him more than this. No one believes more thoroughly than I in industrial and agricultural education for the negro; but, as pointed out above, however desirable it may be, such education for the majority of negroes is hardly to be considered unless we put more money into their schools.

"The negro is here among us through no fault of his own, and is likely to remain here. There are but two roads open to him. One is elevation through the right sort of education; the other is deterioration and degradation through ignorance and miseducation, inevitably leading to expulsion or extermination. We must help him into the first if we can. If we do not, our race will pay the heaviest penalty for the failure.

"My experience and observation in this work and my larger acquaintance with the people of the State and their feelings have deepened my conviction that the only hope in education beyond the point of mastery of the rudiments of learning for the negro race is to be found in agricultural and industrial training—largely in agricultural training. Unless we can give him such training in the schools as will help to make him a more industrious and efficient workman and to save him from vice and idleness, the negro race is doomed; and unless we can demonstrate this objectively to the white people of the South through the living epistles of the lives and characters of negroes so educated, they will find a way, justly or unjustly, to withdraw all their aid to his education. The opponents of negro education contend that the sort of education the negro has been receiving in the public schools has put false notions into his head, has turned him away from work and encouraged him to make a living by his wits without work. They point to the superiority of the old-issue negro over the new-issue negro in character, industry, reliability,

and in nearly all the virtues that make up good citizenship. The contrast between the negro of the old school and the modern negro is too often to the detriment of the modern negro.

"These opponents of negro education, with the lack of logic characteristic of the man who draws general conclusions from a few particulars and sees only what is superficially discernible without looking for deeper and more far-reaching causes, ascribe the cause of this difference to the little education that the negro has received. The modern negro has had some sort of education and the old-issue negro had none; therefore, they argue, education is the cause of the inferiority of the modern negro. They forget that the best of the old negroes were trained in the best industrial schools, on farms and in shops for the work that they were to do in life, under the direction of intelligent masters; that in many instances the intimacy of relation between them and the families of humane masters afforded them an environment, association, and example that proved most potent in shaping and strengthening their characters; and that the whole social system of the old régime was conducive to training the negro in obedience, self-restraint, and industry. Though these old negroes were ignorant of books, they were, from earliest infancy, trained and educated in many of the essentials of good citizenship and efficient service. The present generation of negroes has been given a mere smattering of the essentials of knowledge and left untrained in those other things so essential to life and happiness and progress. The new generation, without preparation, were ushered into freedom and have been left to follow largely their own will, without direction or restraint save that of the criminal law, without elevating associations, without leaders or teachers, save a few rare exceptions.

"Under the old régime their masters were educated, and many of their masters, as the negro saw it superficially, lived without work, while they were compelled to work. Is it any wonder, therefore, that the negro should have had a false idea of education, and followed it to his ruin in too many cases? Is it any wonder that work was associated in his mind with slavery, and, therefore, disgraceful; that idleness was associated with education and wealth as embodied in his former master, and, therefore, honorable? A race not trained to think would not find it hard to draw from these superficial facts the conclusion that the great blessing of education was freedom from work, that idleness was honorable, that work was dishonorable. The few among the negroes, therefore, who succeeded in acquiring a little knowledge first became at once a sort of aristocracy, and the temptation to these few to make their living by their wits out of the ignorant many of their race was too great for a race in its childhood to resist. Is it any wonder, then, that we had after the days of Reconstruction a multitude of pretentious, half-taught, bigoted preachers and school teachers constituting themselves leaders of their race and filling the negroes by example and precept with all sorts of false notions about education, character, life, work, and citizenship? Their conception of their own importance was greatly magnified by the court paid to them as self-constituted leaders of their race, by political demagogues desiring to ride into positions of prominence and profit upon negro votes. By the constitutional amendment we are happily rid of this danger. The negro's ideals were not much elevated by the example and teachings of our Northern neighbors who came among us as educational missionaries to him, but who were ignorant of the real social and industrial conditions of the South, and who were

often prompted by honest but blind prejudice, and oftener, perhaps, by honest but tragic fanaticism. After the lapse of forty years we are reaping the harvest of such sowing. Is it not time for us to have learned the lesson that it teaches? We must take charge of negro education and direct it along saner lines. We must no longer leave the blind to lead the blind.

"We cannot answer effectively the prejudice against negro education, arising from the results produced by causes largely attributable, perhaps, to revolutionized social, political, and industrial conditions wrought by the tornado of civil war, save with the practical demonstration of the better results of a better education. All the evils of a reconstruction of society, life, and government upon a weak race unprepared for such changes, ushered into the new order of things with but few intelligent, wise, right-thinking leaders, without power of proper self-restraint or self-direction, have been laid by the demagogues, by the unthinking, and by some other men and women as honest and patriotic as any that breathe, at the door of partial education as the quickest, easiest and most plausible solution of the unsatisfactory results. Too few stop to think what might have been the result if the new generation of negroes had been allowed to grow up in absolute ignorance under these changed conditions, with the rights and freedom of citizens of a republic without the restraint of the training and the association of educated masters, as under the old system. Too few stop to think that whatever of deterioration there may have been in the new generation of negroes as compared with the old may be more attributable to a change in civilization and in the whole order of things than to the little learning that he has received. Too few stop to think of the danger and the unfairness of the sort of reasoning that compares the best of the old generation of negroes with the worst of the new, that compares the partly educated negro of the present generation with the illiterate negro of the old generation, who, though ignorant of books, had much knowledge of many useful industries and trades and better opportunities of acquiring such knowledge, instead of comparing the literate negro of the new generation with the illiterate negro of the new generation, and that ascribes all the faults found in the new generation to the smattering of learning that they have received and all the virtues found in the old generation to their illiteracy. One is partly educated, the other was illiterate; therefore education is the cause of the faults of the one and illiteracy of the virtues of the other. The absurdity of such logic ought to be manifest to the average man. Here are two men, one educated, the other ignorant. One becomes a murderer, for there have been educated murderers in all times; the other becomes a good citizen, for there have been ignorant good citizens in all times; therefore education makes murderers and ignorance makes good citizens.

"In the consideration of a great question like this men should look deeper than the mere surface facts and see the danger of drawing universal conclusions from single facts and undertaking to settle the educational destiny of a whole race for all time by the experience of a mere quarter of a century under the most unfavorable conditions. The old order has passed, never to return. We must face the future under the new order. Would it not be wise to ask and to seek to answer without prejudice or partiality these and similar questions: Are not the changes in the negro most attributable to the changes in the order of things? According to the testimony of all the ages, has ignorance ever been found a remedy for anything? According to the testimony of

all the ages, may not education of the right sort, properly directed by those who have right ideals and know how to direct it, prove a remedy for many of these undesirable changes in the negro incident largely to this unavoidable and radical change in his life, environment and relations to those about him? Might not his condition and character have been infinitely worse and more brutal under the changed order of things without the little training that he has received from conscientious teachers here and there, even in the poor schools that have been open to him, and without the glimpses of a better life and the aspirations for it and the acquisition of a little power to reach out after it that he has obtained here and there even in these schools? These are questions to which conscientious men and women should give serious consideration before condemning and abandoning the experiment of the education of the negro.

"It is my firm conviction, as I have said above, that we must demonstrate by a better sort of education for the negro, and a more effective sort, that it may be helpful to him and to us before we can hope to convince many of our people that education, even of the right sort, is a good thing for the negro. We cannot answer argument and prejudice much longer by theory and appeals to conscience. It is my conviction, also, that the best training and education for the masses of the negroes in the South is agricultural. It is, of course, absolutely essential for every human being to have first a mastery of the essentials of knowledge such as will give him a reasonable degree of intelligence. The negroes have not yet acquired this; nor would I preclude the few negroes that manifest an adaptedness to scholarship and learning and a power to acquire them from the opportunity to pursue the study of the higher branches of learning. I must express the conviction, however, that this class of negroes will be found to constitute but a small per cent of the race at present, and perhaps for generations to come.

"I believe the farm life offers the safest environment for the negro, or, as for that matter, for any other race, in its primitive stage of progress and civilization. Strange to say, however, the tendency of the negro is to flock to the towns where the temptations to idleness and vice and dissipation of every sort are far more numerous than in the country, and are usually greater than negro weakness can stand. The health conditions, too, in the towns are worse. Scores are sometimes huddled together in small rooms and houses without regard to the laws of health or sex. It can but prove ruinous to the negro if he seeks town life before his race has grown stronger in character and intellect and industry and in all the essentials of racial strength by the Antean touch of Mother Earth in the quiet country life on the farm.

"There is greater demand on the farm for the negro in the South at present. It is the one open door for him, as I see it. Not only is there great demand for his services on the farms already under cultivation, but there are also vast territories of uncultivated lands, exceeding, perhaps, the cultivated territory, that invite his industry and offer ample compensation for intelligent cultivation and for increase in the wealth and prosperity of the State. If the negro can be trained and educated to occupy this field intelligently and contentedly, thus demonstrating that his education has fitted him for making better crops and more money for himself and his landlord, and has developed in him the power and ambition gradually to acquire little holdings of his own and to help redeem from waste the great wealth of these thousands and hundreds of thousands of acres of untilled lands, he will win the confidence,

respect, support, and aid of Southern white men, because he will deserve them, and he will win a permanent place in Southern life because he will have made himself indispensable to it. Unless he does this, the time is not far distant when Southern farmers will be compelled to import foreign white laborers, when even this safest door will be closed to the negro.

"Since the consolidation of the State colored normal schools, under the supervision of the new superintendent, we have already begun to develop in a small way, at the three colored normal schools, departments for industrial and agricultural training with a view to giving this training to the teachers of the race and instilling into them right ideals. We have been handicapped, however, in this work by the insufficiency of the appropriation for these schools and by lack of permanent plants for them; but with the State appropriation for buildings and equipment granted by the General Assembly of 1907, and with the small additional appropriation for maintenance, we will soon have fair buildings and equipment, as will be seen from the report of the superintendent of these schools, printed elsewhere. I do not see why these State colored normal schools and the A. and M. College for the Colored Race at Greensboro might not be made the *nuclei* for eventually working out a successful plan of agricultural and industrial education for the negro race by training at these institutions teachers for this sort of education, and, finally, when the means can be found for it, establishing in the counties, especially the counties with large negro population, one or more schools for giving this sort of training to the negroes, making these schools a part of the same general system and placing them all under the same general management and supervision. It will, however, require time and money to work out this plan.

"This question of negro education is, after all, not a question of whether the negro shall be educated or not, for it is impossible for any race to remain in this great republic in the twentieth century uneducated. The real question is, therefore, how he shall be educated and by whom it shall be done. If his education is not directed by us, others that do not understand our social structure, that are ignorant of the nature and needs of the negro and have false notions of his relation to the white race in the South, will take charge of it. Our safety, then, lies in taking charge of it ourselves, and directing it along lines that shall be helpful to him and to us, and in harmony with our civilization and society and with his nature.

"There is another phase of this problem of negro education worthy of the serious consideration of our people. It is manifest to me that if the negroes become convinced that they are to be deprived of their schools and of the opportunities of an education, most of the wisest and most self-respecting negroes will leave the State, and eventually there will be left here only the indolent, worthless, and criminal part of the negro population. Already there has been considerable emigration of negroes from the State. There is no surer way to drive the best of them from the State than by keeping up this continual agitation about withdrawing from them the meager educational opportunities that they now have. Their emigration in large numbers would result in a complication of the labor problem. Some of our Southern farms would be compelled to lie untenanted and untilled. The experience of one district in Wilson County some years ago illustrates this. The County Board of Education found it, for various reasons, impossible to purchase a site for a negro schoolhouse. Before the year was out the board received several offers from farmers in the district to donate a site. Upon inquiry by the chairman

of the board as to the reason of these generous offers he was told that when it was learned that no site for the schoolhouse could be secured, and that the negroes were to have no school in that district, at least one-third of the best negro tenants and laborers there moved into other districts where they could have the advantages of a school. This is a practical side of this question that our people would do well to consider. What happened in this district will happen in the entire State if we give the best negroes reasonable grounds to believe that their public school privileges are to be decreased or withdrawn."

OUR TASK AND OUR OPPORTUNITY

As a further discussion of the work to be done and how to do it, I append my opening address before the State Association of County Superintendents, November, 1913:

Our task, our opportunity, our duty now, as superintendents and directors of the country school systems, is the development of more efficient schools for country boys and girls adequate to meeting the needs of the country people and better adapted to their life and environment: schools that shall be more closely related to country life and shall provide for country boys and girls instruction and training that shall prepare them to make the most out of country things—soil, plant, and animal—and to get the most of efficiency, of health and strength, of character and beauty, of joy and comfort and contentment out of country environment.

According to reliable statistics, 82 per cent of all boys and girls of this State live in the country, and ought to continue to live there for their own good and for the good of the State. At least 95 per cent of these boys and girls are absolutely dependent upon the country schools for all their education, training, and preparation for citizenship and service. Five thousand eight hundred and twenty of the 7,688 public schools of this State are one-teacher schools. The one-teacher school with seven grades of required work in one room can never be made adequate to the task of educating and training country boys and girls for country life; can never be made to do but little more than give them instruction in the mere rudiments of knowledge. It has been tried and found wanting in efficiency for the needs and demands of country life in this age. The two-teacher school is better, but it is also sadly inadequate for the necessary work of the country schools. We must begin now to plan carefully, wisely, and far ahead for the gradual reorganization of each county country school system and for the redirection of the work of the country schools toward country life. Here lie our task and our opportunity. The time is therefore opportune for me to offer for your consideration and discussion some suggestions for this work.

I. THE REORGANIZATION OF RURAL ELEMENTARY SCHOOLS AND THE CONSTRUCTION OF A COUNTY PLAN.

If the country school of the future is to be made an intellectual, social, literary, moral, agricultural, and industrial, in a word, a cultural and vocational center for the country community—and it must be made such before it can become an effective factor in the uplift of rural civilization, in the improvement and enrichment of rural life, in the breaking up of rural isolation, in the checking of the exodus from the country to the town—then, in my opinion, we must set to work with definite, well matured plans of enlargement, consolidation, and local taxation for the gradual elimination of unnecessary small districts with their inefficient one- and two-teacher schools, and for the gradual development about intelligently chosen centers of population and taxation in all parts of the county of better, larger, and more efficient schools, properly equipped in buildings, teaching force, and grounds for becoming real community centers. In my opinion, the smallest type of rural school that we can hope to make efficient for the cultural and vocational work of the country school is the three-teacher school, and this should

be the smallest type of school contemplated in our permanent plan for the development of our country school system. I do not mean, of course, that we shall not need to have for many years to come many one- and two-teacher schools in many counties; nor that we shall not make these as efficient as possible as long as they must exist; but I do mean that, if we are finally to evolve an efficient system of country schools, we must begin now to make definite plans, towards which we can work persistently, patiently, and tactfully through the years, that shall contemplate the gradual elimination of all rural schools of less than three teachers. For the sort of work that the country school must do, the country schoolhouse must have not less than three classrooms, a kitchen, some laboratory equipment, an auditorium for community, social, literary, and business meetings, ample playgrounds, garden and farm plats, and a teacher's home.

For the intelligent selection of these centers in every county and for carrying on wisely the work of consolidation, transportation, and local taxation necessary for the development of such schools about them, there should be made at once a careful survey and map of each county, showing roads, streams, swamps, mountains, homes, churches, school districts and schoolhouses, centers of population and taxation. Such a map will not be very expensive, and the board of county commissioners, if properly approached, can in most instances be induced to share with the county board of education the expense thereof. If necessary, an act of the General Assembly can doubtless be secured requiring such maps at joint expense of these two boards in every county. Some counties already have maps that give most of this information, and the balance of the needed information can be easily and inexpensively added. Such a map, kept up to date, is absolutely necessary as a sort of permanent chart for the intelligent guidance of the county superintendent and board of education in this important work which will necessarily cover years of patient labor.

This work will have to be accomplished by wise enlargement and consolidation, first within walking distance, and then, as soon as feasible and necessary, by transportation. The entire territory of the townships and of the county must be taken into consideration in this work of enlargement and consolidation. Of course, the work must be carried on with patience, tact, and wisdom. The people themselves must be taken into our confidence, and those who mold public sentiment in their communities convinced and enlisted in making sentiment for this work. For these centers of development the best existing schoolhouses should be used, if possible. All properly located existing local tax districts should be utilized; small adjacent local tax districts can be consolidated, others enlarged by taking in adjacent territory by vote, as provided by law. In many, in fact in most, of the counties have already been established local tax districts with good school buildings, and, in some instances, good high schools that will furnish excellent centers to begin this development. At least one of the best high schools in every county, properly located, should be selected for development into a county center, and here should be established and equipped a county farm-life school. In the larger counties, perhaps two such might profitably be selected and developed. I would strongly advise, however, concentration on only one of these schools in a county at first, and making that strong enough in all respects to become a county center and a potent factor in stimulating, directing, and supervising the country life and high school work of the other schools of the county, the demonstration and extension work for boys and girls and adults, and the teacher training work for the rank and file of country school teachers in country life subjects through short courses of instruction.

If the work of the country school is to be reorganized and redirected, there must be established at least one central school of this type in each county, with money enough and equipment enough to become a strong directing force in this work of reorganization and redirection, and a training school for the workers. There must be developed in each county at least one such school, prepared in faculty and equipment to give more extensive and thorough courses of study and work—cultural and vocational—covering at least four years in advance of the seven elementary years work prescribed in the other schools of the county, with which the work of the elementary and other high schools of the county shall be correlated.

The most important work now is to plan intelligently and wisely for the future development of the country rural schools, as indicated above, and work towards the accomplishment of this plan persistently, patiently, and wisely, year in and year out.

II. LOCAL TAXATION.

In this plan for the development of larger, more efficient country schools around wisely chosen community centers, local taxation must continue to be a most important factor. Whereas, heretofore, a large part of local tax funds has been required to lengthen school terms, now that a longer term has been provided by State and county taxation, the larger part of the local tax can, in the future, be used for increasing the efficiency of the school in teachers, equipment, and work. Larger areas of taxation, producing larger annual income for larger, more efficient schools, can be successfully planned. Our slogan for local taxation now and henceforth should be, "Larger areas of taxation for the development of community country schools in community centers by reasonable consolidation and by transportation of pupils where necessary and feasible." In the working out of this plan many small, adjacent local tax districts must be consolidated, others enlarged by voting in new adjacent territory, and additional ones established. It will be seen, therefore, that there never was greater need for pushing wisely the campaign for local taxation, because there has never been a time when local taxation could be made so effective in increasing the efficiency of the country schools.

III. ORGANIZATION OF ALL FORCES INTO A CO-OPERATIVE PLAN OF WORK FOR THE ACCOMPLISHMENT OF DEFINITE RESULTS.

Another important and necessary step in this plan for the development of the country schools and the county system is the organization of all the forces, National, State, county, and community, at work in the county, or that can be set to work, into a coöperative, correlated, definitely arranged plan of work for rural uplift, in which there shall be no duplication of work and in which each shall help the other in a united, sympathetic effort for the attainment of the purpose of each and the common purpose of all. For the arrangement of such a plan a conference of these forces should be held, and a series of annual coöperative educational conferences under the auspices of the County Board of Education arranged at several accessible points in the county, participated in by representatives of State and county departments of education, agriculture, and health, and of all the other workers for moral, religious, and social uplift, for the purpose of emphasizing the various phases of the common work and arousing interest in all. Most successful conferences of this sort have been held this year in several counties of the State, and I shall ask the county superintendents of those counties to tell you about them before our meeting adjourns. Preacher and teacher, doctor and editor, demonstration agent and agricultural worker, farmer and farmers' organizations of every sort, committeeman, plain citizen and patron of the schools, men and women, can be and should be actively enlisted in a united, permanent, continuous, carefully planned campaign of work for the accomplishment of definitely understood results.

CONCLUSION.

It seems to me the State was never more astir with educational interest and educational hope. The work seems moving on apace along all lines. The people are behind it; great organizations like the Farmers' Union, 35,000 strong, the Junior Order of United American Mechanics, 31,000 strong, the woman's clubs, many thousand strong, and others, are giving it united and enthusiastic support. The greatest need of the hour now is thorough organization of the forces into coöperative effort and wise, constructive leadership in every county. For these all must look, have a right to look, to superintendents and teachers.

The demand of the agricultural and industrial masses in this agricultural and industrial State of ours, and, in fact, in all the world today, is for the development of a system of schools that shall minister adequately to the agricultural and industrial, as well as the purely cultural needs of their chil-

dren; that shall seek to banish inefficiency as well as ignorance, and to free men from the last form of human bondage, profitless drudgery. In a democracy the insistent demand of the many, born of the insistent needs of the many, cannot go long unheeded without revolution. The danger lies in extreme professional conservatism on one hand and extreme vocational radicalism on the other. Educators themselves, who know most about educational problems and systems, must recognize the educational needs of the people and of the age, and lead the people and enlist their support and active aid in the development of our present system of schools to meet their needs and their reasonable demands. Otherwise the people may destroy what we have and call to the work of reconstructing on its ruins another system leaders who are not prepared by training and experience to do it wisely.

There's a fount about to stream,
 There's a light about to gleam,

* * * * *

There's a midnight blackness changing into gray;
 Men of thought and men of action,
 CLEAR THE WAY!

STATISTICAL RECORD OF TWO YEARS' PROGRESS

The following tables give concisely the educational facts as compiled for the biennial period 1912-1913 and 1913-1914.

TABLE I, SCHOOL FUND AND SOURCES 1915-1916.

	Rural	City	North Carolina
REVENUE RECEIPTS:			
General county property and poll taxes, 1915-'16.....	\$1,946,485.17	\$ 604,001.79	\$ 2,550,486.96
General county property and poll taxes, 1914-'15.....	1,769,031.59	486,749.01	2,255,780.60
Increase.....	177,453.58	117,252.78	294,706.36
Local district taxes, 1915-'16.....	703,600.51	937,385.29	1,640,985.80
Local district taxes, 1914-'15.....	602,859.41	849,231.36	1,452,070.77
Increase.....	100,761.10	88,153.93	188,915.03
Fines, forfeitures and penalties, 1915-'16.....	155,144.71	2,093.24	157,237.95
Fines, forfeitures and penalties, 1914-'15.....	162,894.17	1,054.55	163,948.72
Increase.....	*7,749.46	1,038.69	*6,710.77
State \$250,000 per capita appropriation, 1915-'16.....	245,514.77		245,514.77
State \$250,000 per capita appropriation, 1914-'15.....	241,217.98		241,217.98
Increase.....	4,296.79		4,296.79
State equalizing fund appropriation, 1915-'16.....	476,134.69		476,134.69
State equalizing fund appropriation, 1914-'15.....	385,726.16		385,726.16
Increase.....	90,408.53		90,408.53
High schools and farm life schools, 1915-'16.....	96,302.71	8,600.00	104,902.71
High schools and farm life schools, 1914-'15.....	89,000.00	6,300.00	95,300.00
Increase.....	7,302.71	2,300.00	9,602.71
Private donations and State appropriations for li- braries, 1915-'16.....	44,969.15	2,178.42	47,147.57
Private donations and State appropriations for li- braries, 1914-'15.....	42,771.69	4,342.57	47,114.26
Increase.....	2,197.46	*2,164.14	33.32
Tuitions and all other revenue sources, 1915-'16.....	58,153.52	75,612.85	133,766.37
Tuitions and all other revenue sources, 1914-'15.....	44,030.61	40,470.52	84,501.13
Increase.....	14,122.91	35,142.43	49,265.24
Total revenue receipts, 1915-'16.....	3,726,305.23	1,629,871.59	5,356,176.82
Total revenue receipts, 1914-'15.....	3,337,511.61	1,388,448.01	4,725,959.62
Increase.....	388,793.62	241,423.58	630,217.20
NON-REVENUE RECEIPTS:			
Sale of bonds, 1915-'16.....	67,739.61	540,708.66	608,448.27
Sale of bonds, 1914-'15.....	64,710.33	297,817.34	362,527.67
Increase.....	3,029.28	242,891.32	245,920.60
State loan fund, 1915-'16.....	76,230.08	21,378.00	97,608.08
State loan fund, 1914-'15.....	94,800.00	7,000.00	101,800.00
Increase.....	*18,569.82	14,378.00	*4,191.92
Borrowed from banks (temporary loans) 1915-'16.....	143,436.46	382,931.08	826,367.54
Borrowed from banks (temporary loans) 1914-'15.....	311,985.26	368,035.23	680,020.49
Increase.....	131,451.20	14,895.85	146,347.05
Sale of school property, insurance, and all other non- revenue receipts, 1915-'16.....	46,583.14	24,593.97	71,177.11
Sale of school property, insurance, and all other non revenue receipts, 1914-'15.....	17,830.58	4,557.45	22,406.03
Increase.....	28,752.56	20,036.52	48,789.08
Balance brought forward, July 1, 1915.....	213,637.10	99,172.78	313,109.88
Grand total of all receipts, 1915-'16.....	4,573,931.62	2,698,956.08	7,272,887.70
Grand total of all receipts, 1914-'15.....	4,116,829.08	2,328,194.56	6,445,323.64
Increase.....	457,102.54	370,761.52	827,564.06

TABLE II, PER CAPITA AMOUNT RAISED FOR EACH CHILD.

	Rural	City	North Carolina
Total available fund, 1915-'16.....	\$4,573,931.62	\$2,698,956.03	\$ 7,272,887.70
Total available fund, 1915-'15.....	4,116,829.08	2,328,494.56	6,445,323.64
Increase.....	457,102.54	370,461.52	827,564.06
School population, 1915-'16.....	662,641	163,679	826,320
School population, 1914-'15.....	645,314	156,053	801,397
Increase.....	17,327	7,596	24,923
School enrollment, 1915-'16.....	536,601	112,645	649,246
School enrollment, 1914-'15.....	502,676	103,674	606,350
Increase.....	33,925	8,971	42,896
Available fund for each child, 1915-'16.....	6.99	16.49	8.80
Available fund for each child, 1914-'15.....	6.38	14.92	8.04
Increase.....	.61	1.57	.76
Available fund for each child enrolled, 1915-'16.....	8.52	23.96	11.19
Available fund for each child enrolled, 1914-'15.....	8.19	22.46	10.61
Increase.....	.33	1.50	.58
Total funds raised for schools by taxation, 1915-'16.....	2,650,085.68	1,541,378.03	4,191,472.76
Total funds raised for schools by taxation, 1914-'15.....	2,371,871.00	1,335,980.37	3,707,851.37
Increase.....			
Per capita amount raised by taxation for each child, 1915-'16.....	4.00	9.42	5.07
Per capita amount raised by taxation for each child, 1914-'15.....	3.68	8.56	4.63
Increase.....	.32	.86	.44
Per capita raised from revenue sources for each child 1915-'16.....	5.62	9.95	6.48
Per capita raised from revenue sources for each child 1914-'15.....	5.17	8.89	5.90
Increase.....	.45	1.06	.58
Value of all taxable property.....			\$90,917,321.00
Taxable property for each child.....			1,078.17

*Decrease.

TABLE III, AMOUNT RAISED BY TAXATION FOR EACH \$100 TAXABLE PROPERTY AND FOR EACH INHABITANT, CENSUS 1910.

	Rural	City	North Carolina
Available fund for each child, 1915-'16.....	\$ 6.99	\$ 16.49	\$ 8.80
Per capita amount raised by taxation for each child of school age, 1915-'16.....	4.00	9.42	5.07
Taxable property for each child, 1915-'16.....			1,078.17
Amount raised for each \$100 value of taxable property.....			.89
Amount raised by taxation for each \$100 value of property, 1915-'16.....			.48
Per capita amount raised for each inhabitant, 1915-'16, census 1910.....			3.29
Per capita amount raised by taxation for each inhabitant, census 1910.....			1.90
Per capita amount raised from revenue sources each in- habitant, census 1910.....			2.45

TABLE IV. SUMMARY OF EXPENDITURES, 1915-1916.

	Rural	City	North Carolina
Total expenditures, 1915-'16.....	\$4,277,982.81	\$2,283,664.03	\$ 6,561,646.84
Total expenditures, 1914-'15.....	3,903,191.98	2,229,021.78	6,132,213.76
Increase.....	374,790.83	54,643.25	429,433.08
EXPENSES: (Cost of conducting school system)			
Teaching and supervision, 1915-'16.....	2,842,665.80	1,211,987.14	4,054,652.94
Teaching and supervision, 1914-'15.....	2,618,918.23	1,113,741.19	3,732,659.42
Increase.....	223,747.57	98,245.95	321,993.52
Administration, 1915-'16.....	180,492.84	36,276.21	216,769.05
Administration, 1914-'15.....	164,731.52	35,437.94	200,169.46
Increase.....	15,761.32	838.27	15,599.59
Operation and maintenance of plants, 1915-'16.....	131,253.64	168,858.55	300,112.19
Operation and Maintenance of plants, 1914-'15.....	123,240.65	159,108.75	282,349.40
Increase.....	8,012.99	9,749.80	17,762.79
OUTLAYS: (For permanent improvements and repayment of bonds, loans, etc.)			
Outlay payments for new buildings, sites, and repairs, 1915-'16.....	563,089.25	358,428.54	921,517.79
Outlay payments for new buildings, sites, and repairs, 1914-'15.....	639,116.94	595,349.33	1,234,466.27
Increase.....	*76,037.69	*236,920.79	*312,948.48
Borrowed money repaid, bonds, etc., 1915-'16.....	560,481.28	508,113.59	1,068,594.87
Borrowed money repaid, bonds, etc., 1914-'15.....	357,184.64	325,384.57	682,569.21
Increase.....	203,296.64	182,729.02	386,025.66
Balance on hand, June 30, 1916.....	295,948.81	415,292.05	711,240.86
Percentage spent for teaching and supervision, 1915-'16.....	66.60	53.5	61.9
Percentage spent for administration, 1915-'16.....	4.20	1.6	3.2
Percentage spent for operation and maintenance, 1915-'16.....	3	7.4	4.5
Percentage spent for new buildings and equipment, 1915-'16.....	13.15	15.7	14.1
Percentage spent for repaying borrowed money, 1915-'16.....	13.05	22.2	16.3

*Decrease.

TABLE I. SPENT FOR TEACHING AND SUPERVISION, 1915-1916.

	Rural	City	North Carolina
Total of all expenditures, 1915-'16.....	\$4,277,982.81	\$2,283,664.03	\$ 6,561,646.84
Total of all expenditures, 1914-'15.....	3,903,191.98	2,229,021.78	6,132,213.76
Increase.....	374,790.83	54,642.25	429,433.08
Supervision (superintendents), 1915-'16.....	116,947.70	143,080.52	260,028.22
Supervision (superintendents), 1914-'15.....	113,550.18	131,855.19	245,405.37
Increase.....	3,397.52	11,225.33	14,622.85
White teachers, 1915-'16.....	2,353,660.38	904,691.65	3,258,352.03
White teachers, 1914-'15.....	2,156,275.29	838,446.72	2,994,722.01
Increase.....	196,385.09	66,244.93	263,630.02
Colored teachers, 1915-'16.....	372,057.72	164,214.97	536,272.69
Colored teachers, 1914-'15.....	349,092.76	143,439.28	492,532.04
Increase.....	22,964.96	20,775.69	43,740.65
Total for teaching and supervision, 1915-'16.....	2,842,665.80	1,211,987.14	4,054,652.94
Total for teaching and supervision, 1914-'15.....	2,618,918.23	1,113,741.19	3,732,659.42
Increase.....	223,747.57	98,245.95	321,993.52
Percentage for teaching and supervision, 1915-'16.....	66.6	53.5	61.9
Percentage for teaching and supervision, 1914-'15.....	67.1	50	61
Increase.....	.5	3.5	.9
Percentage for supervision alone, 1915-'16.....	2.7	6.3	4
Percentage for supervision alone, 1914-'15.....	2.9	5.9	4
Increase.....	*.2	.4	-----
Average salary of superintendents, 1915-'16.....	1,157.90	1,337.20	1,250.14
Average salary of superintendents, 1914-'15.....	1,091.83	1,280.14	1,191.27
Increase.....	66.07	57.06	58.87

*Decrease.

TABLE VI. SPENT FOR ADMINISTRATION, ETC., 1915-1916.

	Rural	City	North Carolina
Expenses of county superintendent, 1915-'16.....	12,046.86	.....	12,046.86
Expenses of county superintendent, 1914-'15.....	11,584.91	.....	11,584.91
Increase.....	461.95	.....	461.95
Census, 1915-'16.....	17,669.32	1,218.06	18,887.38
Census, 1914-'15.....	18,853.43	1,919.92	20,773.35
Increase.....	*1,184.11	*701.86	*1,885.97
Mileage and per diem of county board, 1915-'16.....	15,045.52	.....	15,045.52
Mileage and per diem if county board, 1914-'15.....	11,974.83	.....	11,974.83
Increase.....	3,070.69	.....	3,070.69
Expenses of County Board, 1915-'16.....	10,801.07	.....	10,801.07
Expenses of County Board, 1914-'15.....	10,711.00	.....	10,711.00
Increase.....	90.07	.....	90.07
School committeemen, 1915-'16.....	2,604.14	2,909.19	5,513.33
School committeemen, 1914-'15.....	3,234.74	2,034.47	5,269.21
Increase.....	*630.60	874.72	244.12
Treasurer, 1915-'16.....	46,498.71	10,370.73	56,869.44
Treasurer, 1914-'15.....	47,257.28	9,505.42	56,762.70
Increase.....	*758.57	865.31	106.64
Office assistance, 1915-'16.....	24,788.13	1,295.00	26,083.13
Office assistance, 1914-'15.....	17,833.79	2.00	17,835.79
Increase.....	6,954.34	1,293.00	8,247.34
Teachers institutes, 1915-'16.....	5,277.52	.....	5,277.52
Teachers institutes, 1914-'15.....	11,009.76	625.00	11,634.76
Increase.....	5,732.24	625.00	6,357.24
All other administrative expenses, 1915-'16.....	45,761.57	20,483.23	66,244.80
All other administrative expenses, 1914-'15.....	32,271.78	21,351.13	53,622.91
Increase.....	13,480.79	867.90	12,621.89
Total for administration, 1915-'16.....	180,492.84	36,276.21	216,769.05
Total for administration, 1914-'15.....	164,731.52	35,437.94	200,169.46
Increase.....	15,761.32	838.27	15,599.59
Percentage for administration, 1915-'16.....	4.2	1.6	3.2
Percentage for administration, 1914-'15.....	4.2	1.6	3.2

TABLE VII. SPENT FOR OPERATION AND MAINTENANCE OF SCHOOL PLANTS, 1915-1916.

	Rural	City	North Carolina
Spent for fuel and janitors, 1915-'16.....	\$ 74,869.99	\$ 111,692.57	\$ 186,562.56
Spent for fuel and janitors, 1914-'15.....	72,855.82	96,671.42	169,527.24
Increase.....	2,014.17	15,021.15	17,035.32
Spent for supplies, brooms, buckets, etc., 1915-'16.....	38,230.53	44,520.20	82,750.73
Spent for supplies, brooms, buckets, etc., 1914-'15.....	30,373.61	40,491.00	70,864.61
Increase.....	7,856.92	4,029.20	11,886.12
Spent for insurance, 1915-'16.....	14,486.38	11,050.78	25,537.16
Spent for insurance and rent, 1914-'15.....	20,011.22	17,946.33	37,957.55
Increase.....	5,524.84	6,895.55	12,420.39
Spent for rent, 1915-'16.....	3,666.74	1,595.00	5,261.74
Total spent for operation and maintenance, 1915-'16.....	131,253.64	168,858.55	300,112.19
Total spent for operation and maintenance, 1914-'15.....	123,240.65	159,108.75	282,349.40
Increase.....	8,012.99	9,749.80	17,762.79
Percentage for operation and maintenance, 1915-'16.....	3	7.4	4.5
Percentage for operation and maintenance, 1914-'15.....	3.2	7.1	4.6
Increase.....	*.2	.3	.1

*Decrease.

TABLE VIII. OUTLAY PAYMENTS, NEW BUILDINGS, SITES, REPAIRS, APPARATUS AND FURNITURE, 1915-1916.

	Rural	City	North Carolina
New buildings, repairs and sites, white, 1915-'16.....	\$ 429,048.80	255,128.68	\$ 684,177.48
New buildings, repairs and sites, white, 1914-'15.....	514,372.75	473,938.35	988,311.10
Increase.....	*85,323.95	*218,809.67	*304,133.62
New buildings, repairs and sites, colored, 1915-'16.....	45,317.30	57,476.17	102,793.47
New buildings, repairs and sites, colored, 1914-'15.....	37,917.99	67,960.96	105,878.95
Increase.....	7,399.31	*10,484.79	*3,035.48
Furniture and apparatus, 1915-'16.....	79,158.32	38,544.39	117,702.71
Furniture and apparatus, 1914-'15.....	74,887.64	47,658.57	122,546.21
Increase.....	4,270.68	*9,114.22	*4,843.50
Libraries, white, 1915-'16.....	9,124.83	7,279.30	16,404.13
Libraries, white, 1914-'15.....	11,361.75	5,791.45	17,153.20
Increase.....	*2,236.92	1,487.85	*749.07
Libraries, colored, 1915-'16.....	440.00		440.00
Libraries, colored, 1914-'15.....	577.02		577.02
Increase.....	*137.02		*137.02
Total outlay payments, 1915-'16.....	563,039.25	358,428.54	921,517.79
Total outlay payments, 1914-'1915.....	639,117.15	595,349.33	1,234,466.48
Increase.....	*76,037.69	*236,920.79	*312,948.48
Percentage of total expenditures for outlays, 1915-'16.....	13.15	15.7	14.1
Percentage of total expenditures for outlays, 1914-'15.....	16.3	26.7	20.1
Increase.....	*3.15	*11	*6

*Decrease.

TABLE IX. BORROWED MONEY REPAID, INTEREST, BONDS, SINKING FUNDS, 1915-1916.

	Rural	City	North Carolina
Repaid State Loan Fund, 1915-'16.....	102,377.17	620.00	102,997.17
Repaid State Loan Fund, 1914-'15.....	99,314.38		99,314.38
Increase.....	3,062.79	620.00	3,682.79
Borrowed money, temporary loans, repaid, 1915-'16.....	403,073.67	423,261.23	826,334.90
Borrowed money, temporary loans, repaid, 1914-'15.....	233,000.40	245,608.43	478,608.83
Increase.....	170,073.27	177,652.80	347,726.07
Interest, 1915-'16.....	24,742.88	8,270.70	33,013.58
Bond and sinking fund payments, 1915-'16.....	14,995.60	74,118.72	89,114.32
Bond and sinking fund payments, 1914-'15.....	6,034.43	77,135.50	83,219.93
Increase.....	8,911.17	*3,016.78	5,894.39
Taxes refunded, errors, and overcharges, 1915-'16.....	15,291.96	1,842.94	17,134.90
Taxes refunded, errors and overcharges, 1914-'15.....	18,848.43	2,640.64	21,489.07
Increase.....	*3,556.47	*797.70	*4,354.17
Total borrowed money repaid, 1915-'16.....	560,451.28	508,113.59	1,068,594.87
Total borrowed money repaid, 1914-'15.....	357,247.64	325,384.57	682,632.21
Increase.....	203,296.64	182,729.02	386,025.66
Percentage of total expenditures borrowed money repaid, 1915-'16.....	13.05	22.2	16.3
Percentage total expenditures borrowed money repaid, 1914-'15.....	9.20	14.6	11.1
Increase.....	3.85	7.6	5.2

*Decrease.

C. SCHOOL ATTENDANCE

TABLE X. SCHOOL ATTENDANCE BY COUNTIES AND TOWNS, 1915-1916.

	Rural	City	North Carolina
Total school population, 1915-'16.....	662,641	163,679	826,320
Total school population, 1914-'15.....	645,314	156,983	801,397
Increase.....	17,327	7,596	24,923
White school population, 1915-'16.....	455,779	104,928	560,707
White school population, 1914-'15.....	440,275	100,135	540,410
Increase.....	15,504	4,793	20,297
Colored school population, 1915-'16.....	206,862	58,751	265,613
Colored school population, 1914-'15.....	205,039	55,948	260,987
Increase.....	1,823	2,803	4,626
Total enrollment, 1915-'16.....	536,601	112,645	649,246
Total enrollment, 1914-'15.....	502,676	103,674	606,350
Increase.....	33,925	8,971	42,896
White enrollment, 1915-'16.....	371,556	77,881	449,437
White enrollment, 1914-'15.....	346,951	71,951	418,902
Increase.....	24,605	5,930	30,535
Colored enrollment, 1915-'16.....	165,045	34,764	199,809
Colored enrollment, 1914-'15.....	155,725	31,723	187,448
Increase.....	9,320	3,041	12,361
Total average daily attendance, 1915-'16.....	363,164	83,027	446,191
Total average daily attendance, 1914-'15.....	333,286	76,854	410,140
Increase.....	29,878	6,173	36,051
White average daily attendance, 1915-'16.....	258,072	60,845	318,917
White average daily attendance, 1914-'15.....	235,940	56,543	292,483
Increase.....	22,132	4,302	26,434
Colored average daily attendance, 1915-'16.....	105,092	22,182	127,274
Colored average daily attendance, 1914-'15.....	97,346	20,311	117,756
Increase.....	7,746	1,871	9,617
Percentage of school population enrolled, 1915-'16.....	81	69	78.56
Percentage of school population enrolled, 1914-'15.....	77.9	66.5	75.66
Increase.....	3.1	2.5	2.90
Percentage of white school population enrolled, 1915-'16.....	81.5	74.2	80.1
Percentage of white school population enrolled, 1914-'15.....	78.8	71.85	77.4
Increase.....	2.7	2.35	2.7
Percentage of colored school population enrolled, 1915-'16.....	79.8	59.2	75.3
Percentage of colored school population enrolled, 1914-'15.....	76	57	72
Increase.....	3.8	2.2	3.3
Percentage of enrollment in average daily attendance, 1915-'16.....	67.7	73.7	68.8
Percentage of enrollment in average daily attendance, 1914-'15.....	66.3	74.1	67.7
Increase.....	1.4	*.4	1.1
Percentage of white enrollment in average daily attend- ance, 1915-'16.....	69.5	78.1	71
Percentage of white enrollment in average daily attend- ance, 1914-'15.....	68	78.6	69.8
Increase.....	1.5	*.5	1.2
Percentage of colored enrollment in average daily attend- ance, 1915-'16.....	64	64	64
Percentage of colored enrollment in average daily attend- ance, 1914-'15.....	62.5	64	63
Increase.....	1.5		1

*Decrease.

D. SALARIES OF TEACHERS AND LENGTH OF SCHOOL TERM

	Rural	City	North Carolina
Total number of teachers, 1915-'16.....	12,015	2,535	14,550
Total number of teachers, 1914-'15.....	11,447	2,428	13,875
Increase.....	568	107	675
White teachers, 1915-'16.....	9,146	1,919	11,065
White teachers, 1914-'15.....	8,715	1,869	10,584
Increase.....	431	80	511
Colored teachers, 1915-'16.....	2,869	556	3,425
Colored teachers, 1914-'15.....	2,732	559	3,291
Increase.....	137	27	164
Amount paid all teachers, 1915-'16.....	2,725,718.10	1,068,906.62	3,794,624.72
Amount paid all teachers, 1914-'15.....	2,505,368.05	981,886.00	3,487,254.05
Increase.....	220,350.05	87,020.62	307,370.67
Amount paid white teachers, 1915-'16.....	2,353,660.38	904,691.65	3,258,352.03
Amount paid white teachers, 1914-'16.....	2,156,275.29	838,446.72	2,994,722.01
Increase.....	196,385.09	66,244.93	263,630.02
Amount paid colored teachers, 1915-'16.....	372,057.72	164,214.97	536,272.69
Amount paid colored teachers, 1914-'15.....	349,092.76	143,439.28	492,532.04
Increase.....	22,964.96	20,775.69	43,740.65
Average annual amount paid each teacher, 1915-'16.....	227.84	434.58	264.36
Average annual amount paid each teacher, 1914-'15.....	218.87	421.41	253.12
Increase.....	8.97	13.17	11.24
Average annual amount paid each white teacher, 1915-'16.....	257.77	486.13	296.62
Average annual amount paid each white teacher, 1914-'15.....	247.42	473.43	285.59
Increase.....	10.35	12.70	11.03
Average annual amount paid each colored teacher, 1915-'16.....	131.01	272.78	155.80
Average annual amount paid each colored teacher, 1914-'15.....	127.77	256.60	149.66
Increase.....	3.24	16.18	6.14
Average term of all schools (in days), 1915-'16.....	114.6	169.4	124.2
Average term of all schools (in days), 1914-'15.....	113.3	169.6	123
Increase.....	1.3	* .2	1.2
Average term of white schools (in days), 1915-'16.....	117.6	170.5	127
Average term of white schools (in days), 1914-'15.....	116	170	125.6
Increase.....	1.6	.5	1.4
Average term of colored schools (in days), 1915-'16.....	104	166	114.6
Average term of colored schools (in days), 1914-'15.....	102.4	168	113.5
Increase.....	1.6	*2	1.1
Average monthly salary paid all teachers, 1915-'16.....	39.79	51.22	42.42
Average monthly salary paid all teachers, 1914-'15.....	38.64	49.69	41.16
Increase.....	1.15	1.53	1.26
Average monthly salary paid white teachers, 1915-'16.....	42.84	57.02	46.51
Average monthly salary paid white teachers, 1914-'15.....	42.66	55.64	45.60
Increase.....	1.16	1.38	.91
Average monthly salary paid colored teachers, 1915-'15.....	25.19	32.87	27.16
Average monthly salary paid colored teachers, 1914-'15.....	24.95	30.55	26.21
Increase.....	.24	2.32	.95

*Decrease.

E. SCHOOLHOUSES, SCHOOL DISTRICTS, AND SCHOOLS

TABLE XII. SCHOOL PROPERTY, 1915-1916.

This table shows by races the number and value of public school houses and grounds, rural and city.

SUMMARY OF TABLE XII AND COMPARISON WITH 1914-1915.

	Rural	City	North Carolina
Total value of all school property, 1915-'16.....	\$6,135,060.18	\$5,354,821.59	\$11,489,881.77
Total value of all school property, 1914-'15.....	5,738,209.75	4,695,907.41	10,434,116.86
Increase.....	396,850.43	658,914.18	1,053,764.91
Value of white school property, 1915-'16.....	5,467,795.61	4,738,064.16	10,205,859.77
Value of white school property, 1914-'15.....	5,137,494.25	4,133,089.46	9,270,583.71
Increase.....	330,301.36	604,974.70	935,276.06
Value of colored school property, 1915-'16.....	667,261.57	616,757.43	1,284,022.00
Value of colored school property, 1914-'15.....	609,715.50	562,817.65	1,163,533.15
Increase.....	66,549.07	53,939.78	120,488.85
Total number schoolhouses, 1915-'16.....	7,743	345	8,088
Total number schoolhouses, 1914-'15.....	7,719	330	8,049
Increase.....	24	15	39
Number white schoolhouses, 1915-'16.....	5,449	225	5,674
Number white schoolhouses, 1914-'15.....	5,427	213	5,640
Increase.....	22	12	34
Number colored schoolhouses, 1915-'16.....	2,294	120	2,414
Number colored schoolhouses, 1914-'15.....	2,292	117	2,409
Increase.....	2	3	5
Average value of each schoolhouse, 1915-'16.....	792.08	15,521.22	1,420.63
Average value of each schoolhouse, 1914-'15.....	743.39	14,230.02	1,296.32
Increase.....	48.69	1,290.20	124.31
Average value of each schoolhouse, white, 1915-'16.....	1,003.43	21,058.06	1,798.71
Average value of each schoolhouse, white, 1914-'15.....	946.65	19,404.18	1,643.05
Increase.....	56.78	1,653.88	155.66
Average value of each schoolhouse, colored, 1915-'16.....	290.89	5,139.62	531.91
Average value of each schoolhouse, colored, 1914-'15.....	262.09	4,810.41	482.99
Increase.....	28.80	329.21	48.92

TABLE XIII. LOG SCHOOLHOUSES, DISTRICTS, DISTRICTS WITHOUT HOUSES, AND DECREASE IN NUMBER OF DISTRICTS, 1915-1916.

This table shows the number of districts, the number of log schoolhouses, the number of districts without schoolhouses, and the decrease in the number of districts, by counties and races.

SUMMARY OF TABLE XIII, AND COMPARISON WITH 1914-1915.

	1914-'15	1915-'16	Decrease
Number of school districts.....	7,781	7,797	*17
White.....	5,447	5,445	2
Colored.....	2,337	2,352	*15
Number of log schoolhouses.....	140	110	30
White.....	32	29	3
Colored.....	108	111	*3
Number of districts having no house.....	211	213	* 2
White.....	99	88	11
Colored.....	112	115	*13

*Increase.

TABLE XIV. NUMBER OF WHITE RURAL SCHOOLS, 1915-1916.

	1914-'15	1915-'16	Increase
Number of white rural schools.....	5,481	5,500	19
Rural white school population.....	440,275	455,779	15,504
Total area of State.....	48,740	48,740	-----
Average area covered by each rural school.....	8.9	8.9	-----
School population to each rural school.....	80.3	81	.7
Number of schools having only one teacher.....	3,261	3,069	192
Number of schools having two or more teachers.....	2,220	2,431	211
Number of schools in which some high school subjects are taught.....	1,235	1,235	-----

TABLE XV. NUMBER OF COLORED RURAL SCHOOLS.

	1914-'15	1915-'16	Increase
Number of colored rural schools.....	2,337	2,356	19
Rural colored school population.....	205,039	206,862	1,823
Land area of State in square miles.....	48,740	48,740	-----
Average area covered by each rural school.....	20.8	20.4	*.4
School population to each rural school.....	88	88	-----
Number of schools having only one teacher.....	1,934	1,945	11
Number of schools having two or more teachers.....	413	411	*2
Number of schools in which some high school subjects are taught.....	79	46	*33

*Decrease.

F. TEACHERS

TABLE XVI. NUMBER OF TEACHERS EMPLOYED, 1915-1916.

	Rural *	City	North Carolina
Total number teachers employed, 1915-'16.....	12,015	2,535	11,550
Total number teachers employed, 1914-'15.....	11,417	2,428	13,875
Increase.....	568	107	675
White teachers, 1915-'16.....	9,146	1,949	11,095
White teachers, 1914-'15.....	8,715	1,869	10,584
Increase.....	431	80	511
Colored teachers, 1915-'16.....	2,869	586	3,455
Colored teachers, 1914-'15.....	2,732	559	3,291
Increase.....	137	27	164
White men employed, 1915-'16.....	2,295	221	2,516
White men employed, 1914-'15.....	2,097	213	2,310
Increase.....	198	8	206
White women employed, 1915-'16.....	6,851	1,728	8,579
White women employed, 1914-'15.....	6,618	1,656	8,274
Increase.....	233	72	305
Colored men employed, 1915-'16.....	787	121	908
Colored men employed, 1914-'15.....	792	125	917
Increase.....	*5	*4	*9
Colored women employed, 1915-'16.....	2,082	465	2,547
Colored women employed, 1914-'15.....	1,940	434	2,374
Increase.....	142	31	173

TABLE XVII. SCHOLARSHIPS OF WHITE TEACHERS, 1915-1916.

	Rural	City	North Carolina
Total white teachers, 1915-'16.....	9,146	1,949	11,095
Total white teachers, 1914-'15.....	8,715	1,869	10,584
Increase.....	431	80	511
First grade, 1915-'16.....	7,129		7,129
First grade, 1914-'15.....	6,705		6,705
Increase.....	424		424
Second grade, 1915-'16.....	1,938		1,938
Second grade, 1914-'15.....	1,944		1,944
Increase.....	*6		*6
Third grade, 1915-'16.....	79		79
Third grade, 1914-'15.....	66		66
Increase.....	13		13
Number having normal training, 1914-'15.....	4,021	1,239	5,260
Number having four years' experience, 1915-'16.....	4,031	1,261	5,292
Number having four years' experience, 1914-'15.....	3,885	1,272	5,157
Increase.....	146	*11	135
Number holding college diploma, 1915-'16.....	1,446	1,102	2,548
Number holding college diploma, 1914-'15.....	1,418	1,025	2,443
Increase.....	28	77	105
Number teachers employed in local-tax districts, 1915-'16.....	4,048		4,048
Number teachers employed in local-tax districts, 1914-'15.....	3,575		3,575
Increase.....	476		475
Percentage of teachers employed in rural local-tax districts, 1915-'16.....	44.2		44.2
Percentage of teachers employed in rural local-tax districts, 1914-'15.....	41		41
Increase.....	3.2		3.2

TABLE XVIII. SCHOLARSHIP OF COLORED TEACHERS, 1915-1916.

	Rural	City	North Carolina
Total number colored teachers employed, 1915-'16.....	2,869	586	3,455
Total number colored teachers employed, 1914-'15.....	2,732	559	3,291
Increase.....	137	27	174
First grade, 1915-'16.....	1,094		1,004
First grade, 1914-'15.....	915		915
Increase.....	89		89
Second grade, 1915-'16.....	1,816		1,816
Second grade, 1914-'15.....	1,769		1,769
Increase.....	47		47
Third grade, 1915-'16.....	59		59
Third grade, 1914-'15.....	48		48
Increase.....	11		11
Number having normal training, 1914-'15.....	1,492	402	1,894
Number having four years' experience, 1915-'16.....	1,566	382	1,951
Number having four years' experience, 1914-'15.....	1,676	428	2,104
Increase.....	*107	*46	*153
Number holding college diploma, 1915-'16.....	411	202	613
Number holding college diploma, 1914-'15.....	409	185	594
Increase.....	2	17	19
Number employed in local-tax districts, 1915-'16.....	744		744
Number employed in local-tax districts, 1914-'15.....	599		599
Increase.....	145		145
Percentage total teachers employed in rural local-tax dis- tricts, 1915-'16.....	26		26
Percentage total teachers employed in rural local-tax dis- tricts, 1914-'15.....	22		22
Increase.....	1		4

G. FURNITURE OF RURAL SCHOOLHOUSES AND NEW SCHOOLHOUSES BUILT

TABLE XIX. FURNITURE OF RURAL SCHOOLHOUSES, 1915-1916.

	White	Colored	North Carolina
Number of rural schoolhouses, 1915-'16.....	5,449	2,295	7,744
Number of rural schoolhouses, 1914-'15.....	5,427	2,292	7,719
Increase.....	22	3	25
Furnished with patent desks, 1915-'16.....	3,711	557	4,268
Furnished with patent desks, 1914-'15.....	3,436	463	3,899
Increase.....	275	94	369
Furnished with home-made desks, 1915-'16.....	1,436	1,190	2,626
Furnished with home-made desks, 1914-'15.....	1,639	1,233	2,872
Increase.....	*203	*43	*246
Furnished with benches, 1915-'16.....	302	548	850
Furnished with benches, 1914-'15.....	352	596	948
Increase.....	*50	*48	*98
Percentage furnished with patent desks, 1915-'16.....	68.1	24.3	55.1
Percentage furnished with patent desks, 1914-'15.....	63.3	20.2	50.5
Increase.....	4.8	4.1	4.6
Percentage furnished with home-made desks, 1915-'16.....	26.4	51.9	34
Percentage furnished with home-made desks, 1914-'15.....	30.2	54	37.2
Increase.....	*3.8	*2.1	*3.2
Percentage furnished with benches, 1915-'16.....	5.5	23.8	10.9
Percentage furnished with benches, 1914-'15.....	6.5	25.8	12.3
Increase.....	*1.0	*2.0	*1.4

*Decrease.

TABLE XX. NEW RURAL SCHOOLHOUSES BUILT, AND THEIR COST, 1915-1916.

	White	Colored	North Carolina
Number new schoolhouses built, 1915-'16.....	287	92	379
Number new schoolhouses built, 1914-'15.....	352	114	466
Increase.....	*65	*22	*87
Total for two years.....	639	206	845
Total cost of new rural schoolhouses built, 1915-'16.....			\$ 374,921.17
Total cost of new rural schoolhouses built, 1914-'15.....			562,983.06
Increase.....			*188,061.89
Average cost of new rural schoolhouses built, 1915-'16.....			989.24
Average cost of new rural schoolhouses built, 1914-'15.....			1,208.14
Increase.....			*218.90
Number houses repaired, 1915-'16.....			761
Number houses repaired, 1914-'15.....			722
Increase.....			*39
Total cost of repairs, 1915-'16.....			\$ 51,533.40
Total cost of repairs, 1914-'15.....			50,039.98
Increase.....			*1,493.42
Number rooms in new houses, 1915-'16.....			630
Number rooms in new houses, 1914-'15.....			799
Increase.....			*169

TABLE XXI. REPORT OF LOAN FUND, 1914-1916.

Total amount loaned since 1903, when fund was created.....	\$1,105,008.50
Number of counties aided.....	98
Number of districts aided.....	1,917
Number of children in districts aided.....	270,260
Number of new houses built by aid of this fund.....	1,772
Value of new houses built by aid of this fund.....	\$3,193,296.00
Value of houses replaced.....	225,289.00
Total amount of loans from July 1, 1914, to June 30, 1916.....	208,985.00
Total number of counties receiving loans from July 1, 1914, to June 30, 1916.....	74

TABLE XXIV. LOCAL-TAX DISTRICTS, 1914-1916.

Total number districts reported established during this biennial period.....	205
Total number districts to June 30, 1914.....	1,629
Total number districts to June 30, 1916.....	1,834

AVERAGE DAILY ATTENDANCE.

Number schools established.....		212
Number teachers, 1916.....		464
Male.....		250
Female.....		214
Enrollment—	1914-'15	1915-'16
Males.....		5,080
Females.....		5,299
Total enrollment.....		10,379
Average daily attendance—		
Males.....	2,732	3,696
Females.....	3,189	4,177
Total average daily attendance.....	5,921	7,873

RURAL PUBLIC HIGH SCHOOLS—RECEIPTS AND EXPENDITURES.

	1914-'15	1915-'16
RECEIPTS		
From local taxation.....	\$ 81,267.62	\$ 89,027.58
From private donations.....	8,657.96	7,228.51
From county apportionments.....	75,348.92	78,047.24
From State appropriation.....	75,140.00	76,250.00
Balance on hand from last year.....	17,870.58	11,452.92
Overdrafts paid from local funds.....	2,926.24	3,528.48
Total receipts.....	261,211.32	265,534.73
DISBURSEMENTS		
For Principals' salaries.....	\$ 177,880.84	\$ 178,154.61
For salaries of assistant teachers.....	56,653.75	64,591.77
For fuel, janitors, and incidentals.....	12,719.00	13,505.25
Total expenditures.....	247,253.59	256,251.73
Balance on hand.....	13,957.73	9,283.00

INDIANS OF ROBESON COUNTY.

The report of the Superintendent of Robeson County for 1915-1916 shows the following facts as to the Cherokee Indian schools of that county:

Indian children of school age.....	2,232
Indian children enrolled in schools.....	1,742
Indian children in daily attendance.....	1,086
Number of teachers.....	34
Number of schools.....	29
Number of school districts.....	30
Average term (days).....	104
Value school property.....	\$ 10,218.00

REPORT OF RURAL LIBRARIES.

Total number original libraries to November 30, 1916.....	4,103
Total number supplemental libraries to November 30, 1916.....	1,773
Total number of original libraries established from November 30, 1914, to November 30, 1916.....	494
Total number supplemental November 30, 1914, to November 30, 1916.....	248

