

TRENDS IN EDUCATIONAL PROBLEMS
AS INDICATED BY CURRENT EDUCATIONAL MAGAZINES

A THESIS

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EDUCATION AND THE GRADUATE COUNCIL OF THE KANSAS
STATE TEACHERS COLLEGE OF EMPORIA IN PARTIAL
FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF SCIENCE

By

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CHAPTER I

INTRODUCTION

The Problem

Each year educators are faced with a number of problems. Some are new problems that will be settled by directed and controlled methods. Others are ones that have perplexed the school administrators and teachers for a number of years. The old problems which are encountered have not remained fixed, but have changed as a result of economic conditions, legislative control, and other social factors. When the problems are encountered during the period of their manifestation, they are commented on by educators and news-writers. These people, in turn, in their journals, give accounts of the conditions, trends, and possible remedies during the time of the existence of the problems.

The purpose of this study is to show the trends in a few problems which have existed during the twenty-year period from 1916 to 1936 as they are indicated by the articles which were published in periodicals during the life of the problem. It is also the purpose of the study to determine what influence, if any, the periodical items have had upon the problems. An attempt will be made to show whether the problem has been settled, and, if so, how it was settled. If it is not settled, what is its present status?

Importance of the Study

This study will show that a descriptive account of a subject of national interest may be obtained by an examination of articles which were written at the time of the existence of that problem. This study has significance also in that it tends to show the sentiment of the educational people at the time of the existence of the problem. When present problems are encountered, if the reactions of the people today may be compared with the reactions of those in the past, then the method of presenting problems to the public may become more simplified.

Related Studies

The writer has been unable to find a technique comparable to the one used in this study. The nearest approach to this method which he was able to find was an article published by H. E. Schrammel.¹ This study placed emphasis upon the number of times an item appeared in print, instead of upon the material in the item. Leonard D. White published a book which contained a chapter concerning trends in education.² The data for this article were drawn chiefly from documentary sources, laws, regulations, official reports, budgets, and the like. Although this study was not made with the same technique as that used by the writer, it is interesting to note the similarity of the trend results. Another article concerning trends

¹ H. E. Schrammel, Helen Harper, and Ferdinand Smethers, "Important Personages, Events, and Dates," in Teaching, No. 89, December 1932. pp. 20-25.

² Leonard D. White, Trends in Public Administration. New York: McGraw-Hill Company, 1933, pp. 75-85.

in education was published in 1922 by Russell.³ This study covered a period of twenty years. The author of this study chose several education problems; then he expressed his thoughts concerning them.

Source of Data

The data used in this study were found in bound periodicals from the Kellogg Library of the Kansas State Teachers College of Emporia. The following periodicals were used.

1. American School Board Journal
2. Teachers College Record
3. Kansas Teacher
4. High School Quarterly
5. Catholic Education Review
6. School Life
7. Educational Administration and Supervision
8. Journal of Education
9. Education Review
10. School Review
11. Education
12. School and Society
13. Elementary School Journal
14. ADDRESSES AND PROCEEDINGS OF THE NATIONAL
EDUCATION ASSOCIATION*

Scope of the Study

The study was based on the content of the articles which were found in the periodicals. These periodicals covered a period of twenty years between 1916 and 1936. A brief account is given as an introduction to each

³ James D. Russell, Trends in American Education. New York: American Book Company, 1922. p. 240.

* Thirteen magazines which run through the twenty-year period are used, and the PROCEEDINGS of the National Education Association. The latter publication, a summary of papers and addresses given at national meetings of the Education Association, was used as a "control" or check on the magazines to call attention to the agreement or disagreement of the contents and nature of articles in the magazines, with the highly selected offerings of the meetings of the National Education Association.

problem. The following eight problems were considered: (a) citizenship education; (b) college entrance requirements; (c) rural education; (d) the unit system of finance and control; (e) text-books; (f) tax equalization; (g) teacher supply and demand; and (h) school consolidation.

Method of Procedure

Thirteen magazines, which were published during the twenty-year period between 1916 and 1936, were selected. A preliminary survey was made of the selected periodicals to determine the important problems which were discussed in the articles of these magazines. The problems for the twenty-year period which had the largest number of published articles were selected as those of greatest importance. Then, a survey was made to determine the number and size of the published articles which concerned these problems. The size was determined by counting the number of lines of material in each article. The PROCEEDINGS of the National Education Association were used each year as a check against the magazine articles.

A frequency polygon was constructed for each problem. The graph was made from the number of articles and lines of printed material which was found published in the periodicals. A bar graph for each problem was constructed to show the number of articles which were published yearly in each periodical.

The contents of a representative number of the articles for each year were studied to determine the trend in each problem. An attempt was then made to determine what influence, if any, the printed articles made

on the public. This was done by studying the suggestions which were published in articles from the selected magazines. Then the articles which were published on the same subject the following year were examined to determine whether other educators or laymen had adopted these suggestions or had expressed disagreement by writing counteracting articles. The results were checked with the contents of the articles which were found in the PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION.

The conclusions were drawn from a careful examination of each problem after it had been traced through the period of its existence.

Organization for the Remainder of the Thesis

Following the introduction, a chapter is devoted to each problem; and a brief summary concludes each chapter. The general summary and conclusions make up the final chapter.

CHAPTER II

TEXT BOOKS

The question of whether text-books should be furnished by the state and the task of deciding who shall select these books have long been educational problems. Although these problems have always received much attention, the emphasis has been especially pronounced at election time. Should the schools have more or fewer text-books? Should these books contain material written from the viewpoint of the historian or of the professional educator? Are books antiquated as quickly as some educators think? These are some of the specific questions that have caused difficulties in this field. The rivalry between private and public, or state-owned printing companies, has served to keep the subject in a controversial state from year to year.

This study hopes to show the trend in thought and action on the subject of text-books, as revealed by the material in the selected periodicals during the period from 1916 to 1936. The periodicals show that the greatest amount of interest occurred during the war period. Between 1928 and 1932, the propaganda aroused by articles dealing with text-books caused the next greatest interest in this subject.

The graph in Figure 1 on page 6a shows that four articles with a total of seven hundred lines of material were printed on the subject of text-books in 1917. The contents of these articles indicate that three main thoughts concerning the text-book question were under consideration.

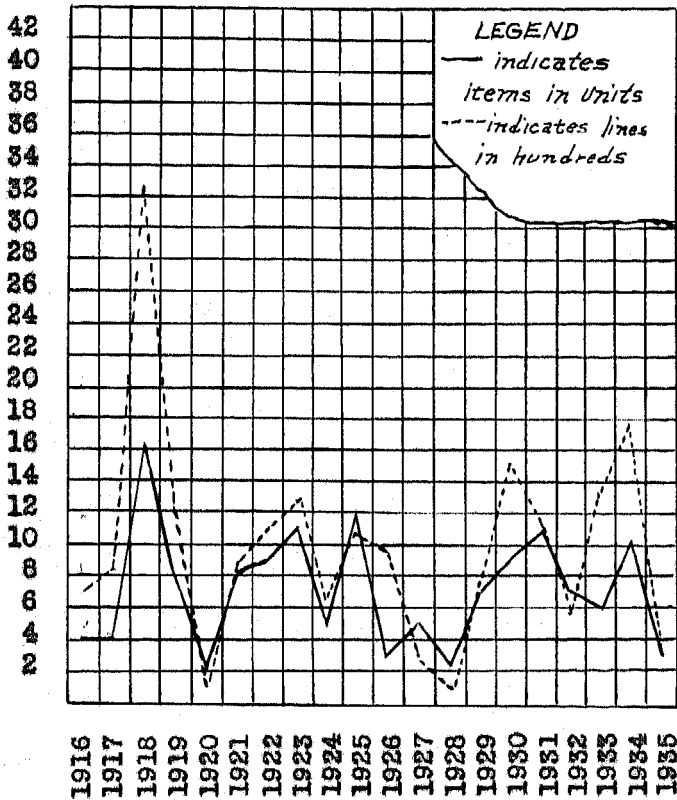


Fig. 1. Showing the Number of Items and the Number of Lines Published on Text-Books in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1916 four items were found in the 14 periodicals concerning text-books. In 1916 seven hundred lines were found concerning text-books. Read in like manner for other years.

The first thought was that many people considered even the new text-books antiquated. Instead of printing material which contained actual happenings, the publishers produced books which were considered of value because it was intended to be used as a tool to carry out the "Theory of Mental Discipline." The second interest was the improvement of the physical properties of the text-books, such as printing books with better and more readable type, and also using a finer quality of paper. Although this problem did interest those individuals who read a great deal, it was more or less a competitive sales talk among publishers to enable them to secure more business. The third greatest interest was taken in regard to the emphasis placed upon free text-books. The magazine articles show that most of the arguments against free books were based on the following reasons: increased taxes would be necessary; children should not be required to use other children's soiled books; books furnished free are not cared for as are those that are owned by the pupils.¹ Some arguments in favor of free texts were these: each individual was equally provided with books; books would be secured at lower cost; books would be uniform; schools would not be delayed because some children were not able to secure their books.

The graph in Figure 1 on page 6a shows an upward trend in the size and number of articles published in the selected periodicals on the subject of text-books. The peak in the number of articles published on this subject was found to be in 1918 when sixteen articles, which contained a total of 3300 lines of material, were found. Figure 2 on page 7a shows that these articles were published in eight of the fourteen periodicals.

¹ From Outlook, "Free Text Books," School and Society, 3:608-610, April, 1918.

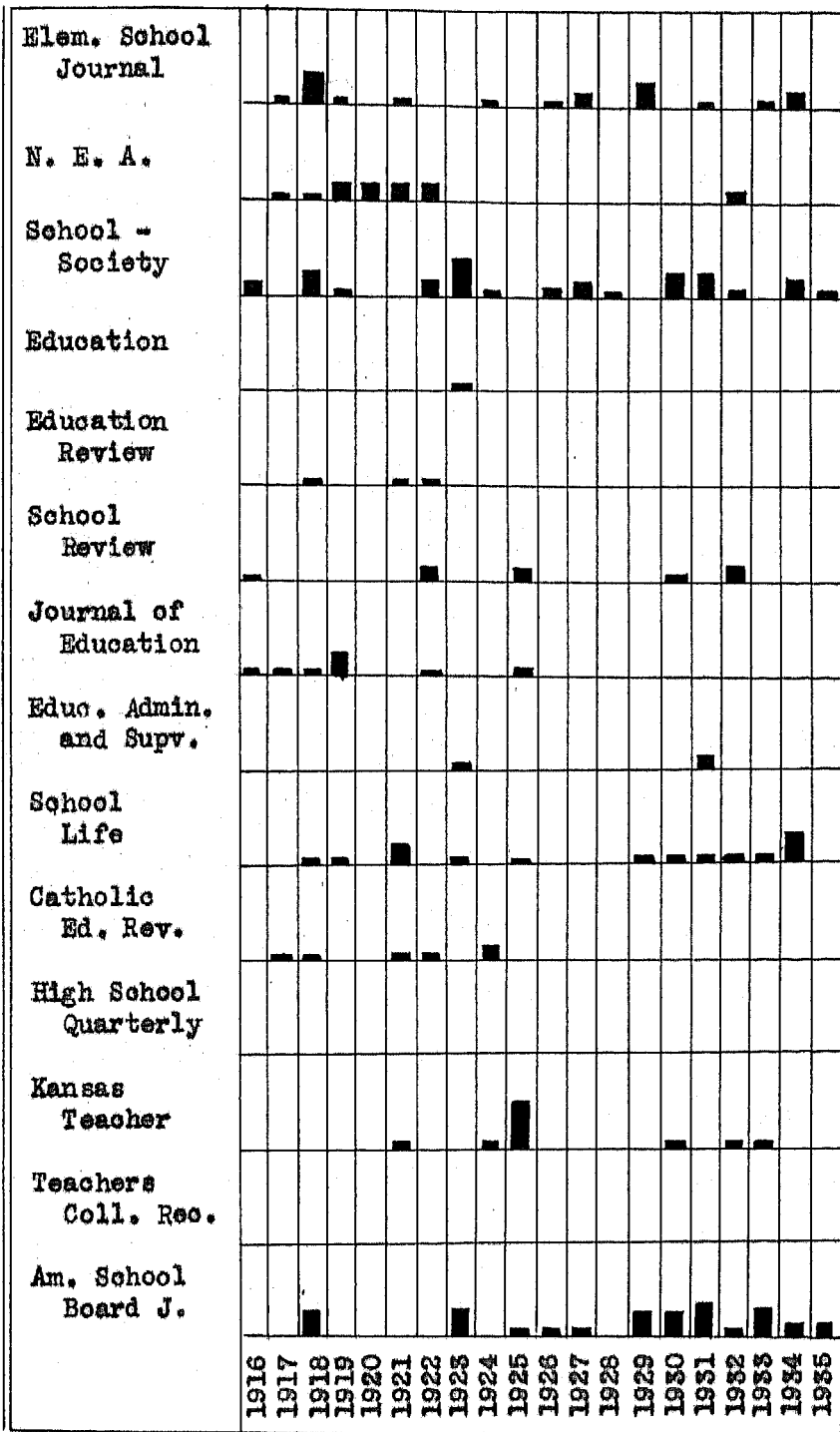


Fig. 2. Showing the Number of Articles Concerning Text-books Found in Each Periodical for the Year; One Full Section Represents 12 Articles. Read chart thus: In 1916 one article was published in the Journal of Education; one in School Review; and two in School and Society. Read in like manner for succeeding years.

This is an indication that text-books were a subject of universal consideration. Figure 2 also shows that three of the magazines published more than one article on this subject during the year. Most of the articles were in School and Society and The Elementary School Journal magazines. These periodicals usually publish articles which carry influence because of the authoritativeness of the authors. A few of the items were in the type of magazine which publishes recognition of educational proceedings which are not national in scope.

Some of the articles indicate that the people thought the school books were changed too often, and that the new books contained only a few basic principles that were different from those of the old books. The articles show that the public thought the publishers were responsible for the numerous changes and the over-supply of books. This feeling was so great that during the war the publishers encouraged the limitation of the output of text-books.² The publishers, however, made specific mention that the text-book industry should not be completely forgotten. Many of the articles upheld the theory that more textbooks were needed. The result was clear that the public sentiment was for fewer books, while the less busy press was in favor of more books.

In 1920 few articles were published on this subject. Only two articles were found in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, and these contained only one hundred lines of printed material. These articles show the weaknesses of the content of text-books which were published during the war period.

² New York Evening Post, "The Text Book Industry," School and Society, 8:580-582, 1918.

A decided uptrend was found in the number of articles which were published on this subject in the selected periodicals in 1921. During that year eight articles were published, and they carried a total of 840 lines of material. Figure 2 on page 7a shows that four of the eight articles found in the periodicals were in the Kansas Teacher and School Life. These magazines published short accounts of happenings in certain fields of education. The articles showed the sentiment of the people, who were in favor of having educational critics read the books before releasing them to the public. The idea was suggested that the educators should be the main force in securing and assembling the contents of the books. During the war many of the text-books were written from the viewpoint of the historian instead of from the viewpoint of the educator. A number of the articles were comments concerning the contents of the books which were published during this period.

The bar graph in Figure 2 shows that, with the exception of one, the articles which were published in 1923 were in magazines of national scope which published the larger and more weighty type of items. The graph, Figure 1, on page 6a shows that eleven articles were published in 1923 in the selected periodicals. These articles concerned text-books. The fourteen articles carried a total of thirteen hundred lines of published material. Although the material in these articles was mainly critical comments, they were written with the purpose of influencing the people. The influence was exerted toward securing books which were written from the scientific viewpoint, instead of work compiled from material which had been assimilated from noted lectures. The history text-book was the book on which the brunt of the discussion fell. This came as a result of the World

War.

The articles show that during 1925 the text-book companies were under fire; and nearly every article, large or small, was published by the companies to show the good qualities of their text-books.³ The graph in Figure 1 on page 6a shows that the articles of this period each contained less than one hundred lines of material.

A comparatively quiet period was found between 1926 and 1929 in regard to the number of articles published on this subject in the selected magazines. In 1927 the largest number of articles were printed. Five articles for this same year were found in the fourteen periodicals. These articles contained 350 lines of material.

The content of these articles resulted from comments on text-books in regard to whether the state or the individual districts and localities should be allowed to select the books. Arguments were found for and against the state as a selecting agent.⁴ The following quotation will illustrate the status of the question of text-book selection during this period:

The importance of the selection of text-books has been recognized by legislative action regulating it in some degree in all the states. In some states a uniform list has been adopted for the whole state. In others the selection of text-books rests with the local school unit.

Two states, California and Kansas, print text books. Four states lend them to school districts, which in turn lend them to pupils, retaining them as state-wide property. At the present time, twenty-six states have a state-wide uniform system of adoption, five have county adoption, while in the re-

³ Martha Pritchard, "What Has Modern Education Done to Books," The Kansas Teacher, 20:14-15, February, 1926.

⁴ Editorial, "Political Attorneys and Text Book Adoptions," The Elementary School Journal, 28:162-164, November, 1927.

maining seventeen the text-books are selected by the local school unit.

Of the states having state-wide uniformity, eleven provide for selection of textbooks by the state boards of education, and the others by special text-book commissions, usually appointed by the governor. The tendency to charge the state board of educators with the function of selecting textbooks seems to be growing in favor.⁵

The trend against state-selected school-books, which started in 1929, reached a peak in 1930 in regard to the total number of lines of material published on the subject of text-books. Fifteen hundred lines of published material were found in nine articles. The peak in the number of articles published was not reached until 1931, when eleven articles were found in the selected periodicals. As shown by Figure 2, these articles were published in five different periodicals. The content concerned the graft and fraud which occurred in the text-book industry. Some of the articles pointed out the fact that if the graft had not existed the people would not have been troubled with the text-book selection problem.

The last major trend during the period studied occurred in 1934. Eight articles which were printed in that year were found. They carried a total of eighteen hundred lines of material. The reader studying Figure 2 finds that each magazine which printed articles on this problem in 1934 published more than one on the same subject during the year. Some of these articles were appeals for more and better books. The content of these articles shows that they were influenced by the publishers. The publishers even suggested that they themselves should cooperate more with the educators.⁶

⁵ Editorial, "A Summary of the Situation in Various States Regarding Text Books," The Elementary School Journal, 28:404-408, February, 1928.

⁶ Guy Montrose Whipple, "Needed Investigations in the Field of the Textbook," The Elementary School Journal, 35:575-582, April, 1935.

A study of Figure 2 shows that several articles were published during the early part of the period in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS. This would indicate that the magazine articles during this period were not of the propaganda type. This periodical contained few articles during the latter part of the period when the propaganda type of article appeared.

The present articles (1936) indicate that more books should be written by educators to be used as reference books. They also suggest that fewer text-books should be used, but more mimeographed articles should be composed by the teachers in their respective schools to take the place of text-books. The general trend in this subject has been toward more free text-books throughout the nation. Scientific content has replaced personal opinions in the subject material of the texts. The last major trend for the twenty-year period has been that of a larger unit used in selecting the texts, such as the county or state. The problem is not settled, but the states are making rapid progress toward controlling it. The period when the greatest influence was exerted on the subject of text-books by the articles in the periodicals was during the time of the World War.

CHAPTER III

CITIZENSHIP EDUCATION

Numerous objectives for education have been stressed by leading educators in the United States, but citizenship education has been the particular phase of education to receive the most criticism in the past few years. The ideas and ideals expected of the schools for training citizens seem to have failed during certain periods. In order to make up for this deficiency, the schools have shifted their emphasis in citizenship education to different angles or views concerning the qualifications of a good citizen.

Before 1900 little stress was placed upon this type of training. Such studies as history, geography, and economics were thought to be adequate training for individuals to cope with the problems of the social world. The social and industrial influences which have changed so radically have caused individuals to be thrown into a dependent society which they themselves influence; and they, in turn, are influenced by other individuals. The subjects that were taught for social betterment in the high schools were commonly inadequately taught as independent topics.

In many instances the educators, realizing that the present methods were not securing the desired results, wished to put into effect courses to train for better citizenship. Not knowing what method to apply, these educators hastily selected a training course to relieve, temporarily, the situation; and, therefore, they did not strike at the root of the deficiency.

The following trends which are indicated by the selected current educational magazines show that the reason for inadequately trained citizens was not known, and also that the blame was focused upon the less educated and less enlightened citizens without cause. Most of the shifts in trends have resulted because of a crisis, such as a war, a depression, or a super-business period.

The graph¹ in Figure 3 shows that in 1916 there were nine items with a total of nineteen hundred lines concerning citizenship education. A glance at the chart² in Figure 4 shows that in 1916 and 1917, five and six periodicals respectively published articles on this subject. The greatest number of lines published on this subject during the twenty-year period was in 1916, when a total of 5800 lines were found in twenty-one items. This is a total of nearly three hundred lines for each item. An article of this size is more than a mere recognition or acknowledgment. It usually contains comment or criticism which purposes to influence its readers.

The influence of 1916 seems to be based on the betterment of the individual for society,³ instead of preparing a better social individual. The citizenship education up to this period was for school children, while the training received by other groups probably resulted from a philanthropi- cal movement more than a means of gaining citizenship efficiency.

¹ Citizenship education graph, Figure 3, p. 14a.

² Figure 4, p. 15a.

³ I.e. The education seemed to be moral and character training in order to make the individual a better person; then society will profit.

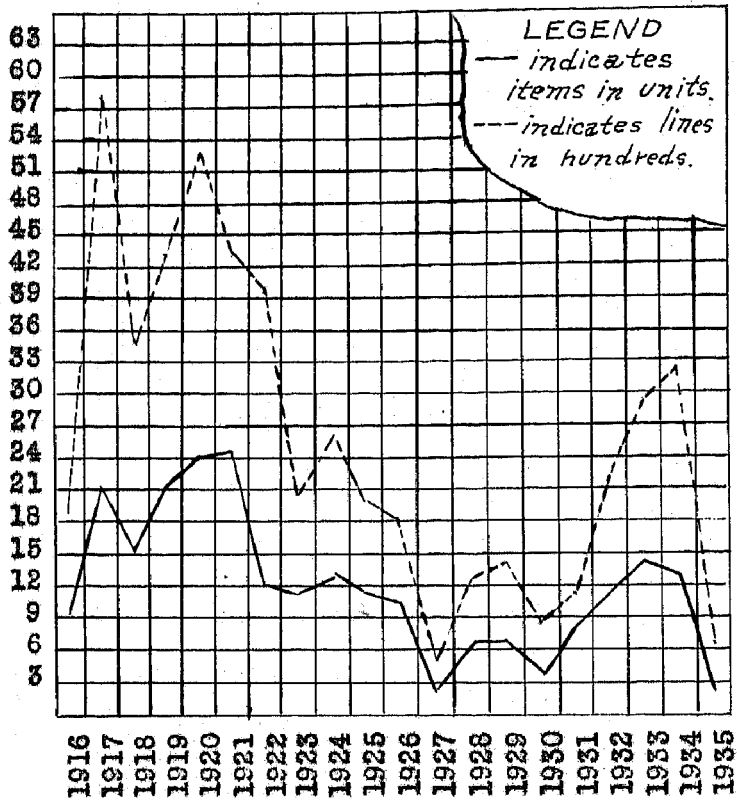


Fig. 3. Showing the Number of Items and the Number of Lines Published on Citizenship Education in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus; In 1916 ten items were found in the 14 periodicals concerning citizenship education. In 1916 nineteen hundred lines were found concerning citizenship education. Read in like manner for other years.

In 1917 a decided shift in the reasons and methods for applying citizenship training came as a result of the World War. The trend seemed to be toward a regimental type of individual training with fewer ideas of the policy of a "good neighbor," and with more stress toward the ideal of a patriotic individual. With fifteen million foreigners in the United States, the brunt of the blame, consequently, was assigned to citizenship (oath) education.⁴ Many kinds of arguments, reasons, and duties⁵ were assigned for the explanation of this type of loyalty; as a result, many adults received citizenship training, all pointing toward "the right or wrong, my country" type of citizenship.

The graph in Figure 3 shows that in 1918 a drop in the number of items and lines is apparent, while in 1919 the comment is on an upward trend again which finally results in the high peak for the number of items published. This totaled twenty-five items in 1921 and included 4200 lines of material. The cause for the number of items published seems still to be patriotism, which was in reality an appeal by the press to keep the people interested in the war. The trend took on a new emphasis. In these articles the fact was pointed out that, previous to this time, people went to war because of patriotism for their country; but now they were informed that the United States was fighting for Democracy, and that people should help to make the world safe for Democracy, not for patriotism.

The graph in Figure 3 shows that in 1920 there were indications pointing toward social betterment as the needed objectives, but this idea

⁴ Raymond F. Crist, "The Education of Foreigners for American Citizenship," National Education Association Proceedings, 54:1045-48, 1916.

⁵ Albert L. Beveridge, "The School and the Nation," National Education Association Proceedings, 55:678-79, 1917.

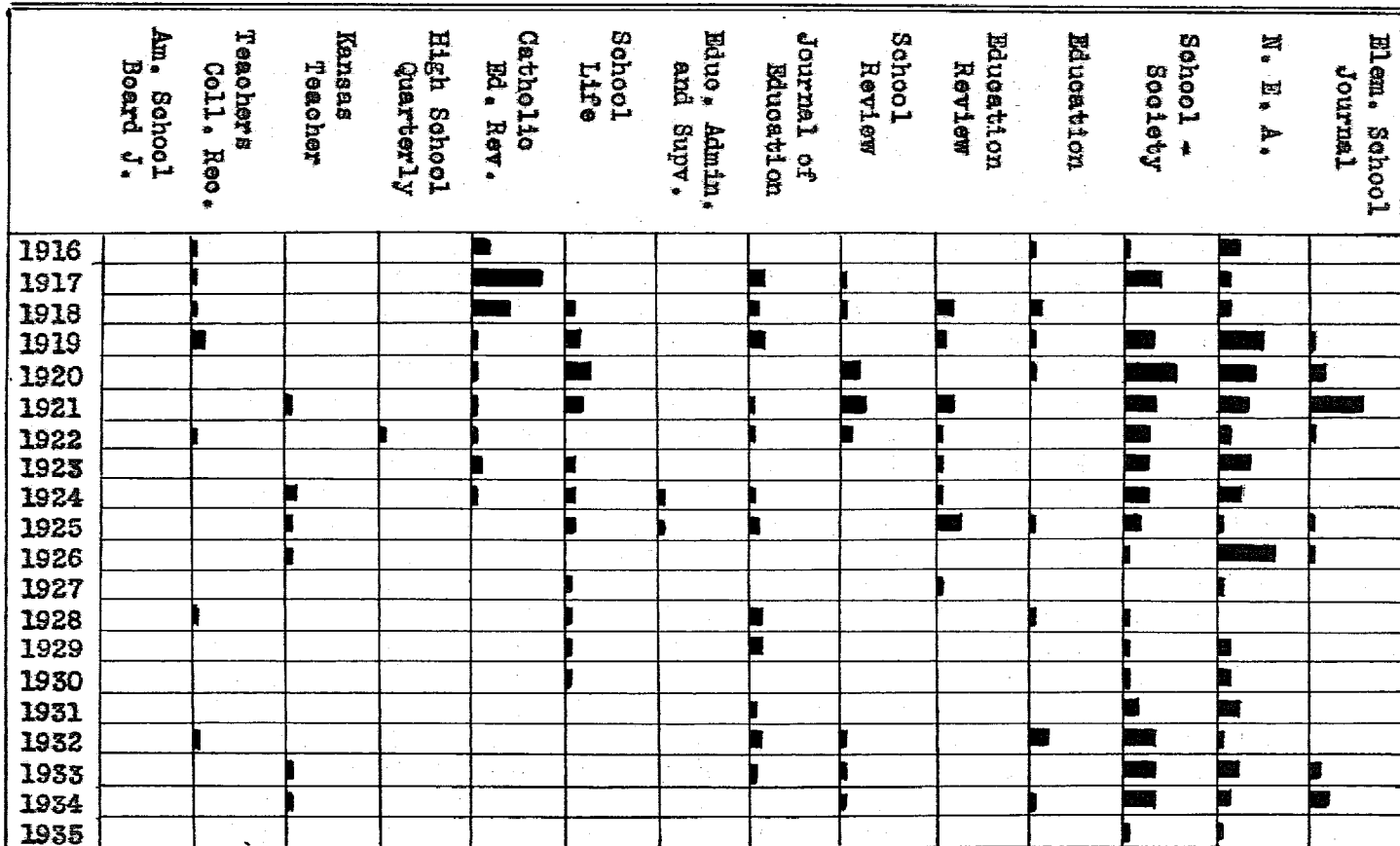


Fig. 4. Showing the Number of Articles Concerning Citizenship Education Found in Each Periodical for the Year; one full section represents 12 Articles. Read chart thus: In 1916 one article was published in Teachers College Record; three in Catholic Educational Review; one in Education; one in School and Society; and three in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS. Read in like manner for succeeding years.

gathered momentum rather slowly. The emphasis in directing the education again shifted back to the children in the schools, and less emphasis was placed upon training adults. The high peak in the number of items published was in 1921; however, the 4000 lines published in 1921 fall far short of the 5800 lines published in 1917. The reason for the large number of items seems to be a result of varying comments on "oath laws" and other courses which were required in the schools. An examination of the articles published during this period reveals that many of the items were accounts of how courses might serve citizenship education or the manner by which the course might be taught.

Figure 3 records that only twelve articles were found in 1922. This reveals a decided drop in the number of items and in the amount of material published in each article. No exact reason was found for this reduction. Probably the decrease in the number of items was due to a "catch up period" which usually follows a period of activity.

Figure 4 shows that most of the magazines carried only one or two items for the years 1922 and 1923. There were probably few articles of sufficient importance; and, therefore, they did not obtain recognition by the publishers. This period finds a shift in the viewpoint of citizenship from that of the patriotic individual to that of the practical individual. This viewpoint carried with it the conception that the layman should know the laws and rules of the land; he should also know how to vote intelligently.⁶

A downward trend is revealed in Figure 3 in the number of articles

⁶ Grover H. Alderman, "What an Iowa Layman Should Know about the Courts and Law," School Review, 30:360-364, 1922.

and lines published from 1924 to 1927. The content of the articles was discussions for and against citizenship training. During this period training for adult education had not yet received great attention. The schools were the main sources for citizenship training. In 1927 the low period of discussion was reached, when only three items with a total of five hundred lines were found in the thirteen magazines; and Figure 4 reveals that these items were in different magazines. The period between 1927 and 1930 may be characterized as a time in which few new ideas concerning citizenship education were entering into the field. People were more concerned with the methods of teaching. However, a minor trend indicates that the teachers initiated courses in citizenship training that permitted students to participate in and to study the actual citizenship duties at the same time.⁷ Some disturbance arose when a new moral code for the people was being considered.

The graph reveals a decided upward trend in 1931 which reached its peak in 1935 in the number of items published on citizenship. In 1934 the peak in the number of lines was reached. This upward trend seems to be a result of suggestions, ideas, and different emphasis being placed upon society by such educators as Bagley, Bode, Kilpatrick, Dewey, and others. These men stressed the realization that operating the schools for scholarship and amusement was a thing of the past. They made statements to the effect that our education has made us as citizens too fond of sports to leave the golf links long enough to vote at the primaries. The following

⁷ Edith B. Joynes, "Citizenship in the Making," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 66,87-90, 1928.

quotation will illustrate the recognition of the plight of training for citizenship in our schools: "We learn to do by doing. The founders of the American school did not establish it as a stage on which we should show off our managerial tricks, but as a practice field for citizens."⁸

The type of society now advocated is in direct contrast to that in which the individual has been trained for individual citizenship. The emphasis is now placed upon training an individual who will be a part of a socialized society, and the training is extended to the entire adult population.

In 1934 and 1935 a decrease in the amount of material written is shown. Probably this is another period of inactivity which usually follows a period of drastic change, but the content of the items seem to be much the same as that found between 1930 and 1934.

Much remains to be accomplished in citizenship education. With the passing of years and the inauguration of different social standards, the methods and ends desired in citizenship training will undoubtedly be a continuous change. The following quotation by Dewey will illustrate that citizenship training is not completed:

The duty (of teachers and schools) to educate the young for citizenship is universally recognized in words, at present much of the work alone in this line is barren because the economic factor in good citizenship does not receive attention.

In general, the trend that has been pointed out has been from the individualist to the social citizen. The training, at first, was for

⁸ William McAndrew, "Community Aid From and To," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 69: 184, 1931.

school children, and then for the foreign born; now the entire adult population has been included. The emphasis has shifted from "patriotism" to the understanding of an ideal society.

A study of the Figures 3 and 4 will show that if the articles in the magazines did influence the events or trends, probably the greatest influence was exerted between 1916 and 1918. This was due to the amount of published material and the content of the articles. A study of Figure 4 shows that the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS gave an important place to the topic of citizenship training. This importance is shown by the fact that articles in regard to citizenship education were published in this periodical each year. Again in 1920 probably some influence was exerted because of the size and number of articles appearing in the same magazines each year. When a magazine will publish in one year several articles on the same topic, it is reasonable to expect that this subject is an influential one. The other period during which the articles seemed to lend influence is the time between 1931 and 1935. During this period, articles counteracting the depression and discussing the new social order were written by leading educators.

The problem of training for citizenship has not been settled. It is now in one part of its cycle, and the reason for the type of citizenship training which is being advocated at present is that emphasis is being exerted on our social order by the governments of the world and by the citizens of our country. The statement is supported by the fact that in 1934 and 1935 the number of articles published and the total number of lines is greater than in certain recent earlier years.

CHAPTER IV

RURAL EDUCATION

Many movements for the betterment of rural education have been attempted in the twenty-year period between 1916 and 1936. This phase of the study of magazines does not follow one particular movement, but tends to give consideration to the general topic of rural education. The reason for this method of procedure on the topic is that at different periods the periodicals tended to emphasize various considerations. It would be a most difficult task to trace every possibility for the betterment of rural education because this field has so many varied potentialities.

For many years rural education received little attention from the leaders of progressive educational movements. Because of better trained workers and better financing conditions, most of the progressive movements for education started in the cities. The inhabitants of the rural districts in 1916 were cognizant of the fact that they should have better teachers and better living conditions.

On page 20a, Figure 5 shows that twenty-three articles were published in 1916 carrying a total of 5068 lines of printed material on the topic of rural education. This large number of items is a clear indication that in 1916 much attention was given to rural education.

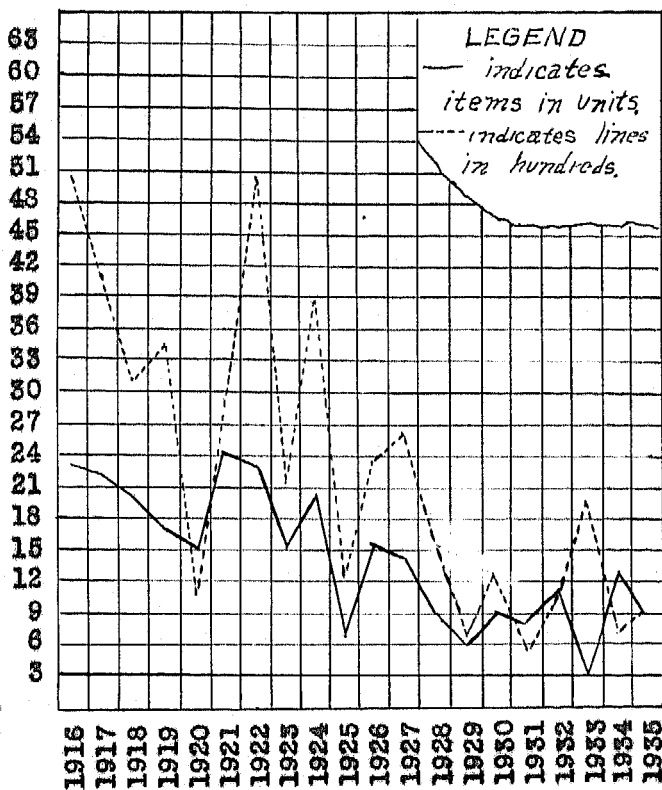


Fig. 5. Showing the Number of Items and the Number of Lines Published on Rural Education in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1916 twenty-three items were found in the 14 periodicals concerning rural education. In 1916 five thousand five hundred lines were found concerning rural education. Read in like manner for other years.

The articles that were published were of considerable length, with an average of over two hundred lines each. The major content of these items in 1916 concerned the improvement of rural education by securing properly qualified teachers.¹ These articles showed a trend toward influencing the colleges to give more educational advantages to the country students who were less financially able. Another major content of these articles was that of improving the health and morals of the people, not only in the schools, but in the entire rural areas through a system of standards, such as medical attention and health rules.²

Figure 5 shows that the total number of items decreased from 1916 to 1920, and Figure 6 shows that the number of articles in every magazine also decreased. This was especially noticed in 1917 and 1918, a tendency which was a result of the World War. During this period the rural schools found difficulty in securing certified teachers for instruction.³ Under these conditions, the extra-curricular improvements did not receive as much attention as they should. It was noticed that many of these articles concerned the reports of the War Department in regard to the large numbers of people who came from the rural sections.

A low point in the downward trend was reached in 1920. During this

¹ "Properly qualified teachers" not only referred to properly trained teachers, but also to those teachers who had been raised in the country and who knew the country ways as against the city-bred girl who taught in the country school merely to secure experience.

² Taliaferro Clark, "The Physical Care of Rural School Children," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 54:771-776, 1916.

³ Cf. post. The Supply of Teachers, p. 33.

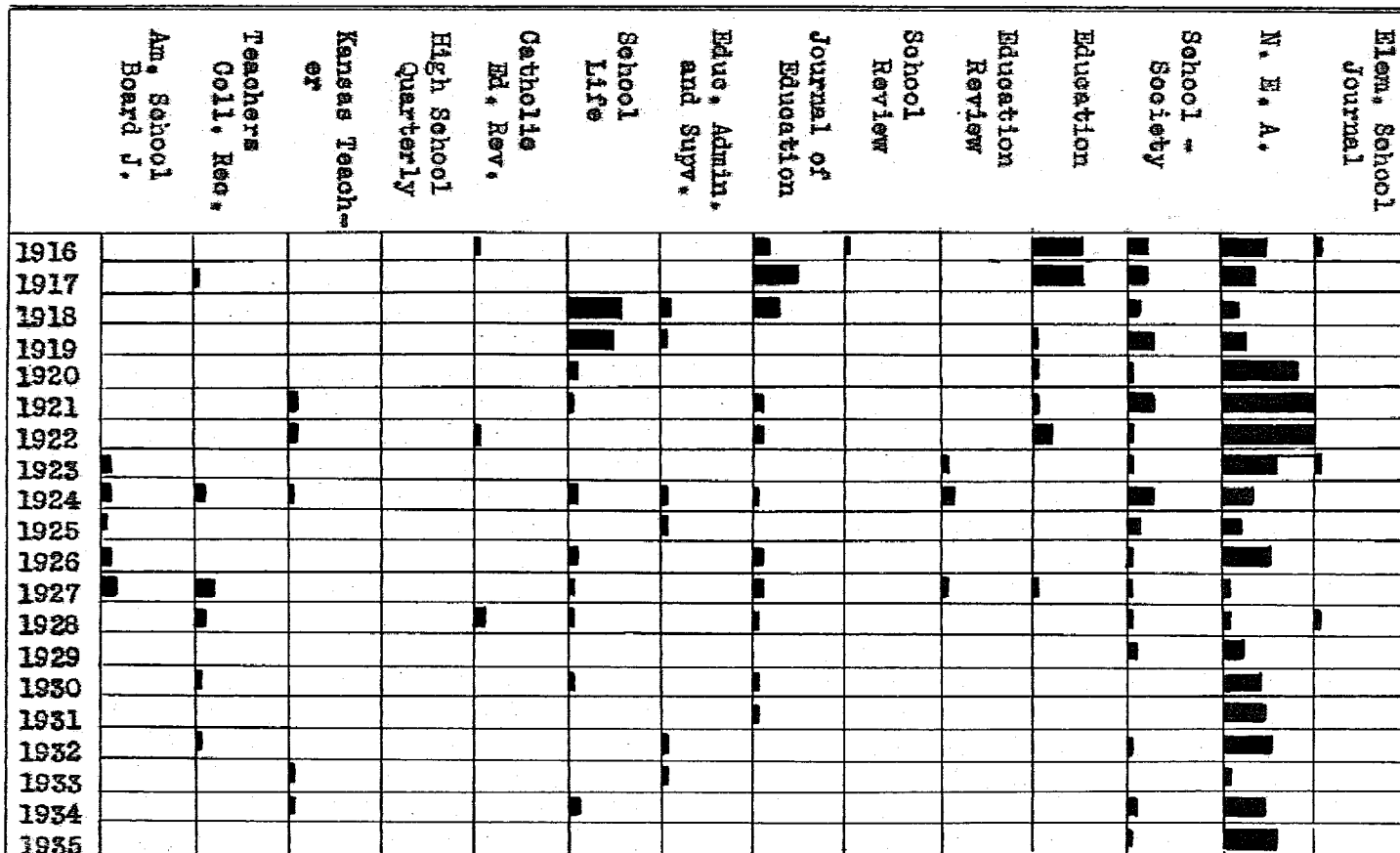


Fig. 6. Showing the Number of Articles Concerning Rural Education Found in Each Periodical for the Year, One Full Section Represents 14 Articles. Read chart thus: In 1916 one article was published in Catholic Educational Review; three in Journal of Education; one in School Review; seven in Education; three in School and Society; seven in NATIONAL EDUCATION ASSOCIATION PROCEEDINGS; and one in the Elementary School Journal. Read in like manner for succeeding years.

year in all the magazines studied, only fifteen articles were found. They totaled approximately 2100 lines, an average of 140 lines to each article. Compared with 1916, the articles of 1920 were less than one-half as large. This period is characterized as one in which very little influential material was written on rural education, although the War Department did bring forth some startling facts in this field. It was also found that many citizens were leaving the country to go to the cities.

The period from 1921 to 1923 may be considered as the most influential period for the entire twenty years. The high peak in the number of articles published was reached in 1921, when twenty-four items totaling three thousand lines were found. The articles during this year were not lengthy; but in 1922, when twenty-three articles were recorded, the size of the articles had nearly doubled. Figure 6 shows that the largest number of articles published in any magazine was also in 1922. This shows that the articles were of enough importance to be published as a series in the magazines.

The content of the articles during this period dealt with the deplorable conditions in the rural areas. There was a campaign for better health and improved living conditions for the entire population.⁴ The following quotation will illustrate the condition of the small rural schools in 1922:

What a wonderful thing that little red school house was as a beginning of an educational system, what a crime it has become as a handicap to progress in later years....According to commissioner Tigert we are a nation of sixth grade pupils taught by a tenth grade teacher. This means that the average age at

⁴ August C. Turnbull, "An Effective Rural School Health Service," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 60:634-638, 1922.

which our boys and girls quit school for all time is at the age of the sixth year in grammar school and two years before the age of entering high school. That the average American teacher has had only the equivalent of half of a high school course.⁵

In 1924 a considerable amount of material was published. As a whole, this was not a year when new ideas were put before the people; although twenty articles totaling 3800 lines were published, they showed the results of the inadequacy which was brought out in the period from 1921 to 1923. The results, showing accomplishments in methods, were introduced to the public by articles on objective studies, lectures, and reports of visits to rural schools.

Very little material dealing with rural education was published between 1924 and 1926, and the amount was especially low in 1925. Toward the close of 1926 a few articles indicating the policy of standardizing the schools were found. The graph on page 20a shows that 1926 was the period during which a gradual decline in the amount of material concerning rural education appeared. The same graph shows low peaks in the number of lines published on rural education. Some magazines, such as the Kansas Teacher and School Life, do not contain many large articles concerning rural education; and the contents of these articles are many times merely recognitions. Other magazines, such as School and Society, contain articles which carry lengthy discussions and detailed descriptions of the problem considered.

A steady downward trend appeared in 1928 and 1929. During the

⁵ Edwin J. Brown, "The Case Against the Little Red School House," The Kansas Teacher, 14:9-10, April, 1922.

later year only six articles were published with a total of six hundred lines. Most of this material concerned methods of financing rural education.⁶

A project was under way in 1930 for the revision of the curriculum, especially in the village and rural communities. The graph indicates that a rise occurred in 1930 over that of 1929, when nine articles were recorded. A glance at Figure 6 shows that one periodical recorded six articles during this period. This shows that during a low period some stress was being placed on an article which was thought to be important. The low peak for the entire twenty-year period was recorded in 1933. This was a time when a large teacher surplus existed, and there was a scarcity of money, especially for educational purposes. Only three articles were found in the periodicals for this year, and they were of little influential content. The surprising factor for this period is the length of the articles. They contained nearly 1900 lines of material, making the average over six hundred lines. The content of these articles was of such a nature as to have little influential value. Articles typifying the life of the rural teachers were most common.

A peak was reached in 1934, which was the highest for the number of items published since 1924. The total number of articles found was twelve, containing 725 lines. This indicates that, although influence was again being exerted toward the rural areas, it was not brought about by the content of the items in the periodicals. This time financial support for the schools was the main consideration and resulted partly from the pressure

⁶ Cf. post., "Taxation Equalisation," p. 40

exerted by the large number of citizens who moved from the city back to the country. The new adult education caused emphasis to be felt in the rural areas. The financial assistance which was given to the schools was also illustrated by periodical literature of this time. Figure 6 shows that in 1934 and 1935 one periodical published several articles on the same subject; this fact shows the growing importance of the subject.

A study of Figure 6 shows that the articles in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS were items on this subject. This shows that the magazines which published these articles were interested in trying to improve the status of the educational profession, instead of making private gains.

In summation of this problem, the graph in Figure 6 shows that most of the articles were published in the early part of the twenty-year period. It is of interest to note that the three periodicals, School and Society, NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, and School Life, followed the problem through the entire twenty-year period. Although three periodicals are not a great number, they nevertheless show that the rural educational problem was of enough importance to be recognized by three different periodicals for this period of years. The early general trend was toward the betterment of the general conditions of the schools, particularly of the deplorable health conditions and the unqualified and untrained teachers. The trend then drifted toward the improvement of the health of the people of the community. Now the trend is toward a lessening of the burden upon the rural tax payers for the support of their schools, and toward a better

and more integrated education. This problem of rural education is not settled or closed; as long as education in the rural areas is carried on, it is reasonable to expect that problems such as those in the past will present themselves in the future. Many of the problems have worked themselves out; many have been solved for the time being, only to appear again in the future as a "stumbling stone" that needs further attention. As it has been pointed out, the influence exerted by the periodicals was greatest in the early period. Probably in the later part of the period they were items merely showing developments and progress that had arisen in the rural areas as a result of the help of the federal government.

CHAPTER V

THE EDUCATIONAL FINANCE AND CONTROL UNIT

Since our system for financing schools is one of many independent units, it is of interest and value to have a knowledge of its development. The early units for the control and financing of schools were small. The small villages were the first units; these, in turn, were divided into districts or other units when the town became too large to be administered in this manner. In general, the unit has grown from a small beginning to one composed of the entire state and nation. This has been true, especially in regard to the financing unit. The people, however, have been reluctant to release administrative control to such a large unit. Consequently, the local school districts still maintain a control that is often detrimental for the general welfare of the school. When we consider the nation as a unit, most of the influence exerted by it is accepted voluntarily by the schools. Certain standards, however, must be met by the schools if they are to receive federal aid; but no compulsory conditions are set forth.

At the beginning of the twenty-year period of this study, the local district seemed to be the prevalent type of organized unit for carrying on the administrative and financial conditions of the school. In the first period of this study, Figure 7 on page 27a shows that two articles were published in 1916 in the selected periodicals with a total of 112 lines of printed material concerning the units of control and finance. Figure 8 on

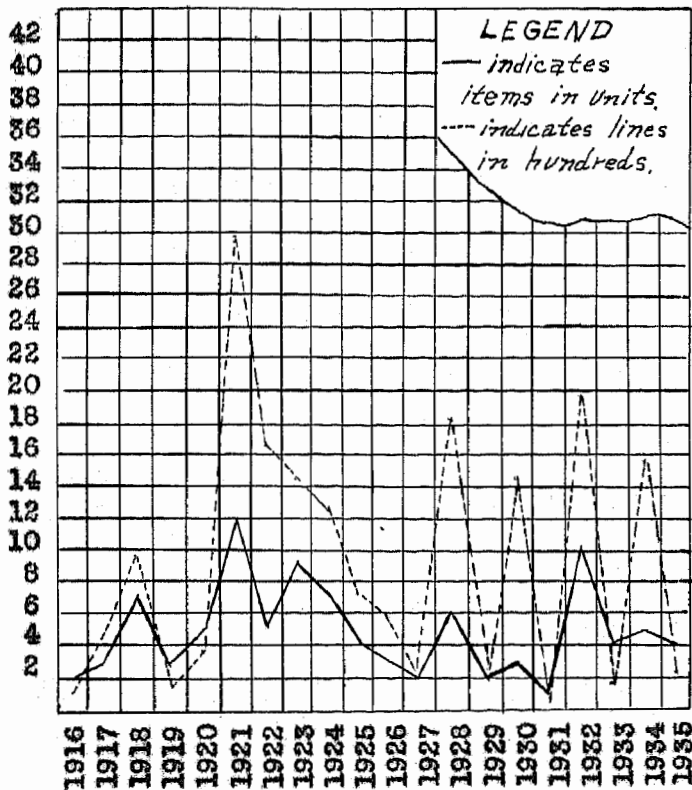


Fig. 7. Showing the Number of Items and the Number of Lines Published on the Educational Finance and Control Unit in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1916 two items were found in the 14 periodicals concerning the educational finance and control unit. In 1916 one hundred and ten lines of material was found concerning the educational finance and control unit. Read in like manner for other years.

page 28a shows that these articles were published in different magazines. This would lead one to believe that these articles contained little emphasis. However, the articles were discussions for and against the county unit showing that writers for educational periodicals were thinking about the county system. Possibly the approach of the war had some influence on the scarcity of the number of articles and also on the tendency to delay action on the problem.

In 1917 one more article was published than in 1916; the size of these articles, as shown by Figure 7 on page 27a, was much larger than the 1916 articles. The content was material championing the adoption of the county unit because a larger unit could share more equally in corporation taxes. Also the county unit was proposed as the ideal solution because it was not too large to be a selective unit for the differentiated needs found in different areas.

The year when the general interest in this subject started was probably 1918, as Figure 8 shows. This was the first year during which two or more periodicals published more than one article during the year. The articles were also of greater length than were those published in 1916 and 1917. The content of the items reveals that the cause of this special interest was a result of the scarcity of teachers. This helped to promote consolidation of larger areas.¹ Other articles indicate that better method of supervision could be secured if larger units were maintained. Some of the articles were direct pleas for the people to accept the county unit plan.

¹ Cf. post, "Consolidation," p. 54.

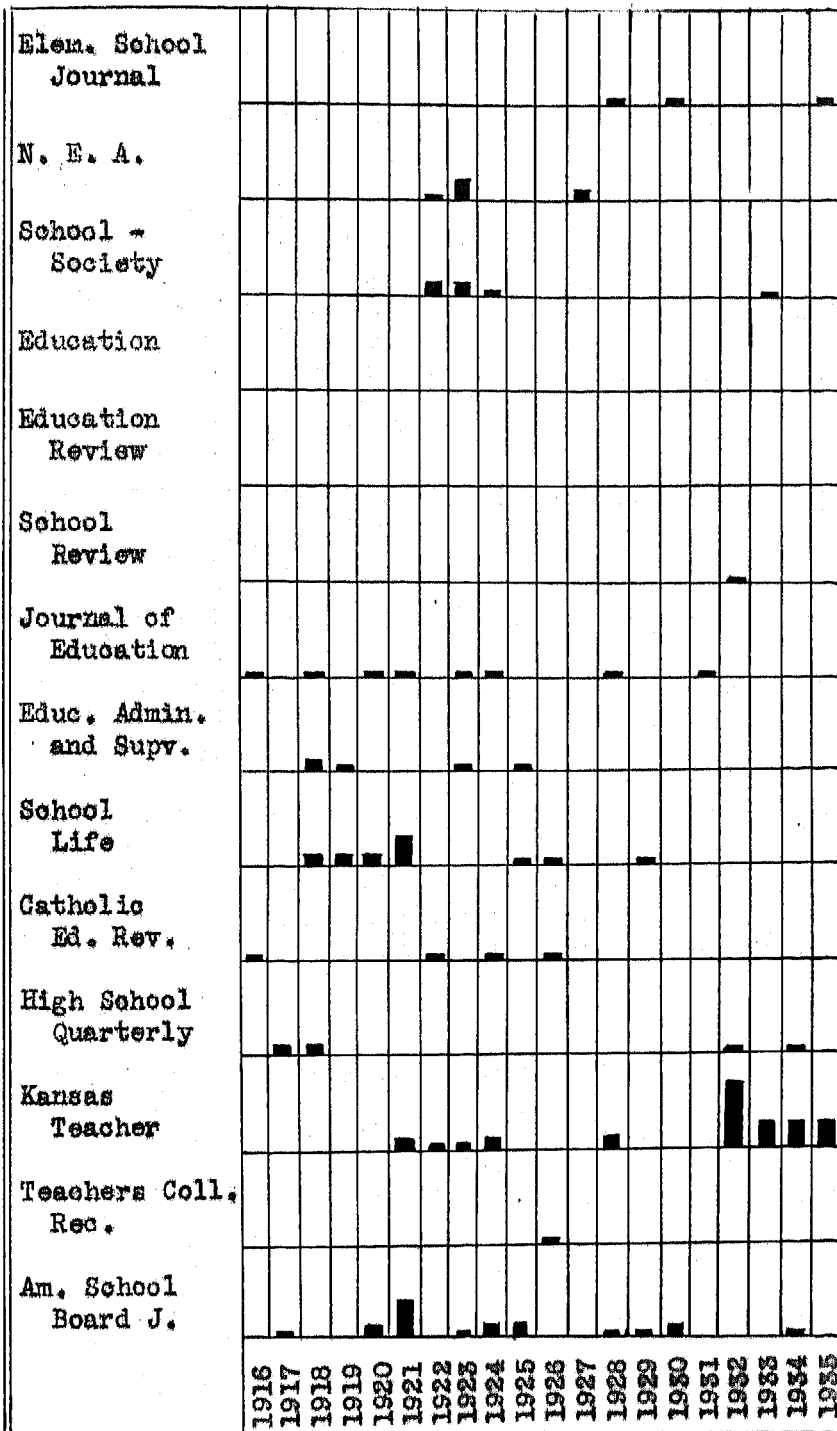


Fig. 8. Showing the number of Articles Concerning the Educational Finance and Control Unit Found in Each Periodical for the Year, One full Section Represents 12 Articles. Read chart thus: In 1916 one article was published in Catholic Educational Review; and one in The Journal of Education. Read in like manner for succeeding years.

The World War had its influence upon the organization of districts to the extent that little was accomplished; however, the few articles that were published during 1919 upheld the county unit system.

Figure 7 on page 27a indicates that 1920 was the beginning of a period which extended from 1920 to 1923, during which a variable trend was found. The peak in the number of lines of material published on the unit system for this period was in 1921. The graph in Figure 8 shows that this was also a period during which many periodicals published a series of articles on this subject. It shows that the subject must have been considered an important one at the time. These articles point out the advantages of the county unit; longer school terms; larger attendance; more direct help from state appropriations, such as the Smith-Hughes act provided; and a more equable plan of financing. Some of the articles contained charts and graph-like representations to show the inadequate and unjust methods of financing the schools by the district system. These articles seem to be the type that is conceived as highly influential, similar to the propaganda type of item. This fact is substantiated for the twenty-year period by a study of Figure 8 which shows that few articles on this subject were published in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS. This would lead one to believe that local communities were responsible for the comment and that they published material on the county unit, especially during its early development. Many attractive figures were employed to catch the attention of the layman.² The content of the articles indicates that emphasis was being placed upon different methods of support for the

² J. M. Munson, "Comparative Taxability of School Districts," American School Board Journal, 62:41, May, 1921.

schools other than the real property tax. During this period there was also much emphasis given to the Towner-Sterling Bill, a plan to support education with the help of the federal government. Because of the reduction in property values after the war, the small unit systems were in a deplorable condition, as the following statement illustrates:

The very wording of the Towner-Sterling Bill indicates that some states even with the proposed federal aid could not have 24 weeks of school in all the rural districts. From numerous rural areas come reports of salary cuts, abandonment of consolidation, rebellion against necessary new buildings. Shortening of terms is fairly common.³

A downward trend is shown in the number of lines of material published from 1922 to 1927, and from 1923 until 1927 fewer articles were written each year. This was a period known to many as a good era, a time of prosperity. However, the articles during this period indicated the desire of people to adopt a larger unit for taxation. Some of the articles even condemned the county as an inadequate unit for financing the schools because of its small size. The last emphasis given to the county was in 1923; however, in 1925 it was found that twenty-one states were using the county unit in some form.⁴

A new trend appeared during the low peak in 1928, when only a few items were published; this trend was toward the giving of state aid to special schools. This, however, was not a method for financing all public schools, but was only for special schools, such as the ones that had a

³ Carter Alexander, "The Problem of Financing Public Education," School and Society, 16:337-343, September, 1922.

⁴ Katherine M. Cook, "Good Type of Organization for Rural Schools," School Life, 10:111, February, 1925.

large number of foreigners, or those with exceptionally small districts and a large expense.

During 1930, three articles, which contained 1450 lines of material, were found. This was a period during which constructive criticism was offered in the articles. The size of the articles and their content show that they were more than mere recognitions. Many methods were suggested as a means for determining the size of the unit for the school system. Exceptionally large districts involving several counties were suggested. The county was upheld, not as a desired unit, but only as a step toward progress in securing a larger and better unit. In 1931, very few articles mentioned the size of the unit.

The next largest number of items for the period, and also the second highest in the number of lines of printed material, was published in 1932. At this time ten articles which contained 1950 lines were published. Most of these articles were accounts of deplorable conditions in the schools in 1932. The small units were pointed out as being inadequate in size to finance the schools successfully. The last large number of articles were published in 1934. At this time five articles with a total of 1500 lines of published material were found. The trend in the articles was definitely in a direction toward influencing people to see the need for a larger territory from which school revenue might be secured. Magazine articles leave the impression that districts and counties are better as units for administration than for finance. In 1935 help was given by the federal government to different districts for the purpose of financing them.

The general trend in the size of the financing unit has been from a

smaller to a larger unit. The unit for organization and control has remained fixed and determined by the present sized districts and counties. A characteristic to be noticed in the trend is the fact that new plans or ideas tended to be initiated at the times when the articles were the fewest in number. The high peaks in Figure 7 on page 27a, caused by the large number of articles on the subject, were items published concerning the new ideas that were suggested and proposed.

The problem of selecting the size for the financing and control unit has not been definitely settled; but the general trend seems to be toward a large unit for financing, such as the state with help from the federal government. The system of administration seems to be composed of a much smaller unit. Some influence is exerted toward a nation-wide control, but this method is meeting stubborn resistance.

CHAPTER VI

TEACHER SUPPLY AND DEMAND

Probably no other single factor has so greatly affected the careers of teachers and worried the members of school boards in the last few years as has the over-supply of teachers. Some of the school authorities who remember earlier administrative difficulties welcome the present quantity of teachers. Other executives throw up their hands in dismay at the constant trouble caused by the excess number of teaching applications which they receive each year. Contrary to present conditions, a survey of the articles printed in magazines a few years ago shows that at one time teachers were in demand.

Up to the time of the war, teaching had not been a popular career for men; therefore, few men entered the profession. On the other hand, it was almost the only career open to women. To them, it carried a good financial remuneration and served as a method for passing time until they entered some other vocation, usually marriage. With the approach of war, the first years of the strife did not greatly affect the teaching profession, but as soon as the United States entered the war a direct pressure exerted itself on the teaching field; and a drastic shortage of teachers occurred throughout the entire United States.

The graph in Figure 9 on page 33a shows that no articles were published in 1916 and 1917 in the selected periodicals which concerned the

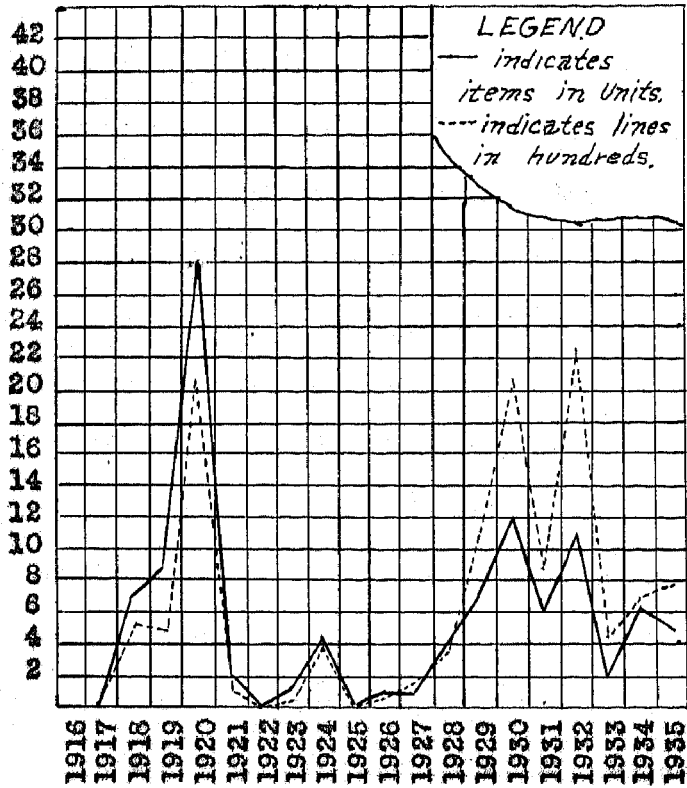


Fig. 9. Showing the Number of Items and the Number of Lines Published on Teacher Supply and Demand in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1918 seven articles were found in the 14 periodicals concerning teacher supply and demand. In 1918 five hundred lines were found concerning teacher supply and demand. Read in like manner for other years.

supply of teachers. In 1918, the graph shows that seven articles were published on this subject. They contained five hundred lines of material. These brief articles were filled with statements concerning the shortage of teachers. Figure 10 on page 34a shows that the articles in 1918 and 1919 about the supply of teachers were scattered throughout a number of the periodicals. However, no periodical, with the exception of the official Bureau of Education publication, School Life, published a group of items on this subject. Although most of the articles from this source were short, their content contained direct statements that pointed out the fact that the shortage of teachers was more acute in the rural areas than in the cities. These inadequacies prepared the teachers for the campaign which followed in 1920; more and better teachers became the foremost goal. The shortage of teachers was caused by thousands of women leaving the school rooms for better positions which were offered by the government. Many left also to work in private industries.¹ Some of the young unmarried men teachers were in military service. Often colleges of old standing found difficulty in securing students. In some instances, degrees were granted upon the completion of three years of college work.²

Figure 9 on page 33a shows that the largest number of articles on the subject were published in 1920. In that year, twenty-four articles with a total of two hundred lines of material were found in the selected periodicals. Although the articles during this year were not long, a study

¹ The total shortage in 1919 was believed to be about 38,000.

² Thomas Q. Beesley, "The Problem Ahead," Catholic Education Review, 16:32-40, June, 1918.

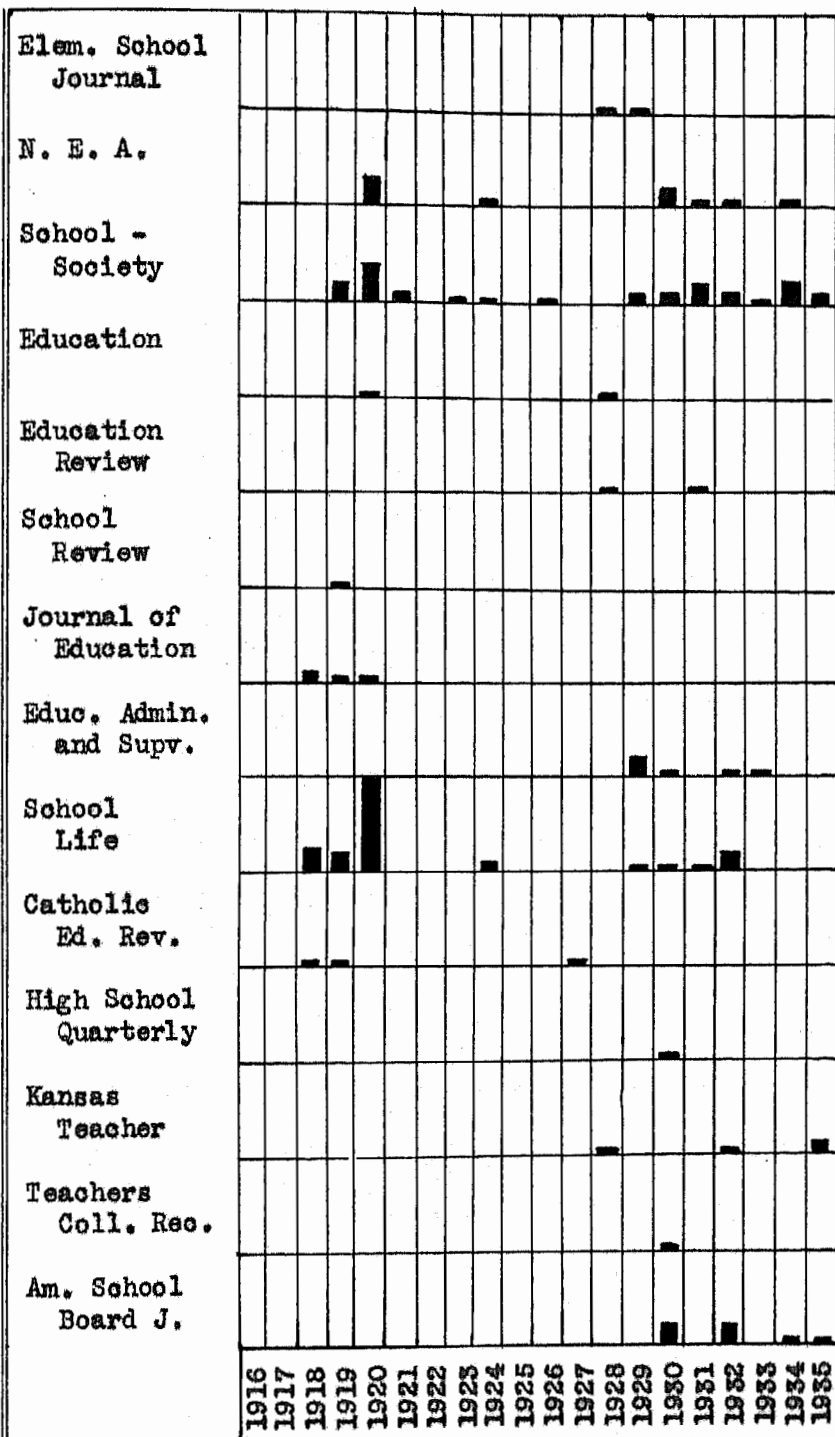


Fig. 10. Showing the Number of Articles Concerning Teacher Supply and Demand Found in Each Periodical for the Year. One Full Section Represents 14 Articles. Read chart thus: In 1918 one article was published in Catholic Educational Review; four in School Life; and two in The Journal of Education. Read in like manner for succeeding years.

of Figure 10 on page 34a shows they were of great enough importance to be given a series in four different periodicals. The content of these articles changed from that of factual material to appeals for young men and women to enter the profession of teaching.³ Some of the articles pointed out that a time like the present (1920) was the period when the sub-normal type of teacher could get into the system and stay. The salaries of the teachers had not kept pace with the other wages. This was held up as an example of bad policy on the part of the public and was also given as a cause for the shortage of teachers. Some of the articles itemized methods by which the good teachers might be influenced to return. Drastic steps were required in order to secure adequate teaching help. One of the biggest steps was the consolidation of schools.⁴

After the World War, a great number of students entered the colleges and universities. Statistics show that the number of pupils in the higher institutions doubled in number between the years 1920 and 1930.

In 1921 a decided drop was found in the number of published articles concerning the supply of teachers. Two articles, which carried 114 lines of material, were recorded. Although the problem of the shortage of teachers was not settled, definite steps toward the elimination of this crisis had been accomplished in 1919 and 1920. Figure 9 on page 33a shows that in 1922 and 1925 no articles were published in the selected magazines on this subject. Some comment was given in the years between 1922 and 1925

³ George A. Coe, "A Basis of Appeal to Young Men and Women in the Interest of the Teaching Profession," Education, 40:576-579, May, 1920.

⁴ Cf. Post., "Consolidation of Schools," pp. 54.

This was especially true for the year of 1924, when four items were found in three different magazines of the selected periodicals. These articles show that during this period the supply more than equaled the demand in many of the localities. In the southwest the supply was still inadequate. This was also true in the Pacific states because of the factors of higher standards and rapid growth. The shortage was, as in the years of the war, the greatest in the rural areas.

The graph in Figure 9 on page 33a shows that in 1926 a gradual up-trend in the number of articles on the subject was found, but this time the articles concerned the oversupply of teachers. In the short period of four years, from 1921 to 1925, the condition had completely reversed itself; and a surplus of teachers was revealed. The cause for this change was due to the large number of pupils who entered college in preparation for teaching. Another cause was the return of the soldiers to their old positions which had been held in many instances by poorly-trained teachers. The articles for the period from 1926 to 1929 indicate that methods were desired which would limit the number of pupils entering the teaching field to those of the better mentally and physically fitted individuals. A few of the articles emphasize the scarcity of teachers, but the facts are shown that these articles were considering only the well qualified and better trained teachers.⁵

During the year of 1930, twelve articles which contained 2100 lines of material concerning the oversupply of teachers were found. A study of

⁵ B. B. Buckingham, "Research in Teacher Supply and Demand," Education Administration and Supervision, 15:259-268, April, 1929.

Figure 9 on page 33a will show that the articles during this period were much larger than those of 1920. Although the problem of 1930 was different from that of 1920, the largest articles were found to be speculative items concerning probable and possible ways to combat the ever-growing menace in the teaching field. The articles for this period show that the greatest oversupply existed in the field of qualified high school teachers. With the large oversupply of teachers, an increase in teacher tenure was found. The graph in Figure 9 records a sharp dip in the number of items published in 1931 on this subject. Most of the subject material of these articles resembles that which was published in 1930. The selected periodicals reveal that in 1932 eleven articles were published on the teacher supply problem. These articles carried a total of 2,268 lines of material. This was the period when the largest amount of material as revealed by the number of lines published was found for the entire twenty-year period. The separate articles were also larger than any previous one written on the teacher supply subject. These articles averaged over two hundred lines and were published during a depression period.

The articles for 1932 indicate an increase over 1931 in the number of unemployed teachers. Fewer vacancies and more qualified candidates for the positions each year were revealed. Although this great oversupply of teachers was a large problem in the lives of the teachers, it nevertheless had a good result, for the employers had a wide choice of teaching material with which to fill their vacancies. This was a beneficial factor for the people of the nation in contrast to the detrimental period during the war when the unqualified and unselected teachers were training the pupils. It

was true that the pupils who received their education during 1932 and during the present time should expect to receive better techniques than those who had attended school during the war period.

The 1932 articles which concerned teacher supply were, in general, of two types: those pointing out the number of teachers unemployed, and those that urged the employers to select only the highest quality of teachers. In 1933 a decided drop was found in the number of items and lines published on this subject in the selected magazines. Figure 9 on page 33a shows only two articles recorded with a total of 450 lines of material. These articles revealed that the demand for teachers annually was probably less than one-half the number that were graduated yearly from teacher-training courses. The supply was growing, and the demand was shrinking. The depression had caused many schools to drop teachers.

In 1935, which was the last year of the period of this study, a gradual upturn was found in the number of articles devoted to teacher supply. Although the size of the articles was not large, their content showed that warnings and appeals were presented to students not to enter the teaching profession unless they were especially adapted for the profession.⁶ Other items were appeals made to teachers to uphold the teaching profession. A few articles showed how the federal government has helped the occupation. A study of Figure 10 will show that the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS contained a few scattered articles on this subject but in general the articles were of the type showing the sentiments of the public.

⁶ William McAndrew, "Blame for too Many Teachers," School and Society, 40:289-290, September, 1934.

This problem may be divided into two major parts: the scarcity of teachers, and the surplus of applicants. The scarcity of teachers was overcome by the increase in college attendance and by the publicity program of 1920. The problem of the surplus of teachers has not been settled, but the trend is toward the selection of the best college material for teachers. The result has been the raising of the qualifications of teachers and the standards of teaching. One may truly state that the periodical articles during two periods of this problem influenced other people. The periods were in 1920 and 1932. It seems possible that those articles with the largest number of lines carried the greatest influence. This is due to the fact that they are ideas and plans for the purpose of solving the problem, instead of facts that merely describe the problems.

CHAPTER VII

TAX EQUALIZATION FOR SCHOOL FINANCE

A plan which would finance schools adequately and would be shared equally by the patrons of the schools as well as by the property owners has found increasing interest. This has been especially true in the last few years of the twenty-year period which is considered in this study.

This study differs primarily from problems studied previously in that the greatest consideration, from the magazine viewpoint, is found to have existed in the last five years of the twenty-year period between 1916 and 1936. The purpose of the study of tax equalization is that it may show the trend that is indicated in the articles on this subject in the selected magazines.

The graph, Figure 11, on page 40a shows that little interest was given to equalization of taxes for school support in 1916 and 1917. In the latter year, the same graph shows that no articles were found in the fourteen periodicals which were studied concerning this problem. The advance in property values provided sufficient additional income for the schools in 1917. When the war boom came, times made business good; and the schools prospered accordingly. With the advance in valuation and the slow rise in teachers' salaries, a period existed in which the rate of taxation provided sufficient funds to run the schools. The two articles found in 1916 emphasize the fact that more money was needed during that time because property values had not yet increased and expenses were stead-

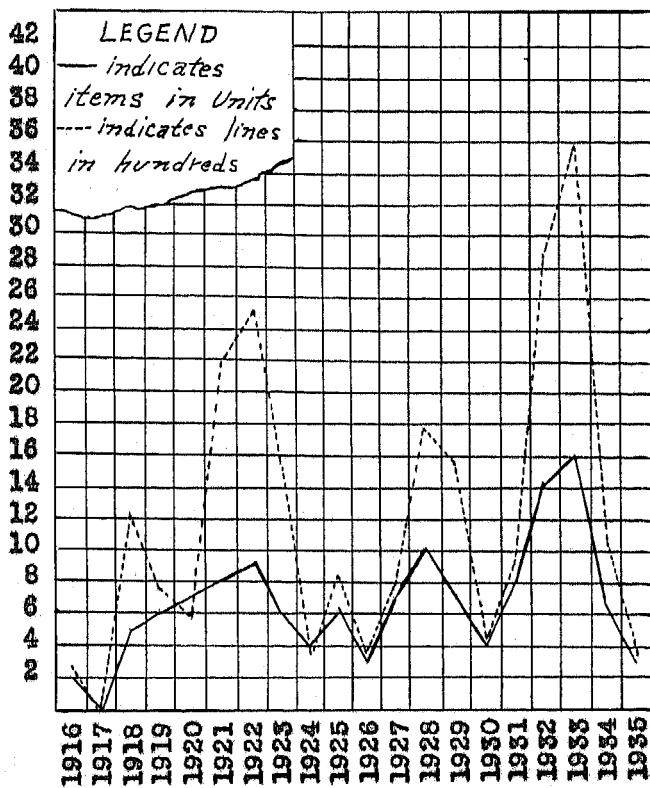


Fig. 11. Showing the Number of Items and the Number of Lines Published on Tax Equalization in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1916 two items were found in the 14 periodicals concerning tax equalization. In 1916 two hundred and eighty lines were found concerning tax equalization. Read in like manner for other years.

ily increasing. A heavier property tax was suggested as a means for securing more money.

During the year of 1918 the public was aroused by the idea that a changed system for taxation to support education was needed. In that year five articles were found in the selected magazines. These carried a total of 1200 lines of published material on this subject, an average of 240 lines of material for each article. The chart, Figure 12, on page 41a shows that one periodical published a series of articles concerning school support. When a periodical will publish articles dealing with the same subject several times within a year, one may expect the subject to be of considerable importance to the readers of the periodicals.

The content of these articles attempted to show the public why the cost of education had increased to its present status in the year of 1918. The chief reasons given for the increase in the cost of education were the enrichment of the curriculum and the larger number of students attending school. From time to time, as the public demanded, new courses and new teachers were added to the school system. This resulted in increased costs for their maintenance.¹ The articles found in the selected magazines also indicated that surveys had been made to show the deficiency in school buildings, teachers' salaries, and other school accessories. The following quotation will give an idea of the increased costs of education and the necessity of having a definite plan to meet the need.

In round numbers it cost twice as much to build schools and other educational buildings; it costs twice as much to equip and maintain them; it costs twice as much to properly pay the

¹ John D. Shoop, "Why the Cost of Education is Constantly Increasing," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 56:607-609, 1918.

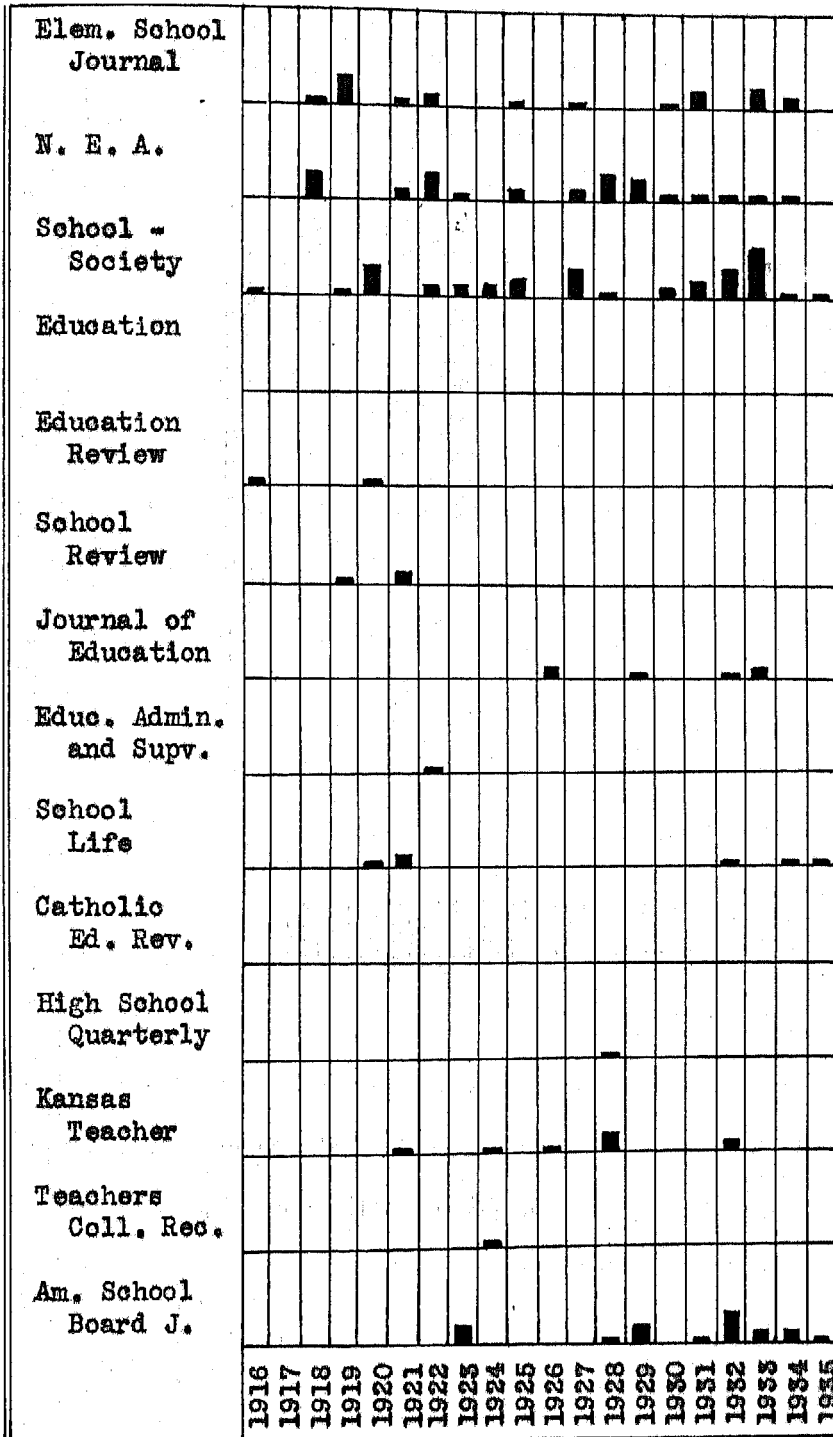


Fig. 12. Showing the Number of Articles Concerning Tax Equalization Found in Each Magazine for the Year, One Full Section Represents 12 Articles. Read chart thus: In 1916 one article was published in Educational Review; and one in School and Society. Read in like manner for succeeding years.

teachers as it did ten years ago. This is a situation that must be met sooner or later by doubling both the expenditures and the revenues devoted to education.²

The years 1918 and 1919 characterize a period during which the public was being educated to the needs of the schools and the conditions of education. The graph in Figure 11 shows that seven articles concerning tax equalization were published in 1920 in the thirteen magazines and that these articles carried a total of 580 lines of material, an average of less than one hundred lines to each article. Some of these articles contained material which tried to convince the public of the need of banishing the mill limitation tax in order that increased revenues might be brought about. There is little evidence that the articles carried influence with the public, but the suggestion for state aid was to receive much attention in the following years.

The period between 1921 and 1924 was a period during which many items on this subject were written and published in the selected periodicals. This period, which is shown in Figure 11, reached a peak in 1922, when nine articles were found with a total of 2500 lines of published material for each article. Attention to the graph in Figure 12 on page 41a shows that 1921 was the first year during the entire twenty-year period in which more than one magazine published more than one article during the year. This shows that interest was being given to tax equalization, and that it was considered more important than in previous years.

² Henry E. Osborn, "Proposed Educational Poll Tax in New York," School and Society, 11:589-591, May, 1920.

A study of the content of these articles indicates that many methods to increase the revenue for the schools were being considered. Some of the plans included the extension of the district to include railway taxable lands. A few of the plans proposed that students be required to pay for their education on the basis of the grades they received in school. It was also suggested that the tax rate be raised, and that a state-wide levy on personal and business incomes be assessed. This method, it was thought, would help to increase the school revenue. During this period state-wide consideration was being given to the study of plans for support of education other than by the personal and private property tax. The articles of this period were of such length and contained such informative material that they were undoubtedly of influential nature. The contents of the articles were suggestive and discussionary rather than mere acknowledgments. The major portion of these items was in the type of magazine which published articles based on scientific investigations and authoritative knowledge, rather than upon personal opinions.

The graph, Figure 11, on page 40a, shows a low point in the number of articles published on this subject. This was especially true in the number of lines of material published in the articles occurring between 1924 and 1926, a period when only six articles with a total of nine hundred lines of material were found in the fourteen periodicals. These articles were items expressing the sentiments of educators who wanted more education for each dollar of cost. Some of the articles were descriptions of the added costs of education which had arisen because of the large increase in the number of students who received education between 1921 and 1926.³ The

³ Cf. ante, "College Entrance Requirements," pp.47.

smallest number of articles concerning tax equalization, with the exception of 1917, was published in 1926. The graph in Figure 11 shows another period during which many items concerning this problem were found in the selected magazines. This period was between 1927 and 1930.

In 1928 ten articles, which carried a total of 1700 lines of material, were published in the selected magazines. The content of these articles revealed that the sentiment of most educators was greatly in favor of levying taxes on people who had the ability to pay, as well as upon real property. This was the first period found during this study when the articles openly upheld the contention of the rural people that the county tax payer should not bear the entire burden of financing the schools.⁴ A suggestion to have the state provide funds which were to be loaned without interest to the needy schools was considered. Another plan which did not suggest or plan how to raise money was the campaign to educate the people to see the need for more money for school support. This arose as a result of the increased size of the schools and the added courses of the curriculum.⁵ In 1928 thirty-six states had established some form of an equalization plan.⁶ Some of the plans included: corporation taxes, tobacco taxes, inheritance taxes, and income taxes.

In 1930 only four articles were found in the selected periodicals on this subject of educational support by larger units. Figure 12 on page 41a shows that these four articles were published in those periodicals

⁴ Robert Dodge Baldwin, "Adequate Financing of Rural Schools: It Is Solely the Farmers Problem," School and Society, 28:341-347, Sept., 1928.

⁵ Albert S. Cook, "The Equalizing Principle in State School Support," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 66:705-713, 1928.

⁶ Katherine M. Cook, "Other Outstanding State Plans Now in Use or Suggested," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 66:536-537, 1928.

which publish articles from a different point of view in order to show all sides of the question. The authors of these articles are usually educational leaders who are acquainted with the subject they discuss. The general theme of these subjects was educational support for education by the state or by larger units than the state. During the period upon which this study is based, the greatest amount of material on tax equalization was published between 1930 and 1935 in these periodicals. Figure 11 shows that 3600 lines of material were published on this subject in 1932. Sixteen articles were published in five different magazines. The magazines which printed material on this subject also published national-wide discussions of educational proceedings and proceedings by leading educators. During the year of 1932 a particularly large number of articles were published in these magazines.

The articles characterize this period as one in which the ideas and principles of 1928 were further advocated. Increased expenditures, as well as increased incomes, were suggested. This was the period when the sales taxes received publicity; they were inaugurated in many states as a means of supporting education. During this period the federal government also began to help the schools.⁷ In some states taxes on minerals and gasoline were proposed and passed. Contrary to the opinions of many and practices of some communities that endeavored to save money by the dismissing of certain vocational teachers, these items which were studied indicate that expenditures in the future will be greater than they are in 1936. With

⁷ Cf. ante, "The Unit System for Financing," pp. 27.

these increased funds, the schools may be provided with necessary departments which they do not have at the present time. A study of Figure 12 shows that this subject received consideration by the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS during the largest part of the twenty-year period. This shows that the articles voiced the true feelings of educators and laymen, and not the sentiments of propagandists.

The results of this study of tax equalization indicate that the burden of taxes is shifting from the property owners to consumers and people who heretofore held only intangible property. The purpose of the shift is not only to equalize the taxes which are now in use, but also to secure more income with which to provide better departments and more schools, both of which are seriously needed. Most of the articles written on this subject were published in the more influential magazines, those which had the largest circulation. Most of the articles were written by expert educators who had studied the problem thoroughly. With the exception of a very few articles, most of them were in favor of an equalized tax on articles, not on personal or private property. At the present time, 1936, this is an important problem which is receiving much attention from educators.

CHAPTER VIII

COLLEGE ENTRANCE REQUIREMENTS

The basis for admission to college is a problem that has undergone many changes in the past half century. These changes have not been initiated by the colleges, but by other factors. The higher institutions have accepted these changes only after pressure has been brought to bear upon them.

One factor that has contributed to the pressure that has been exerted on the colleges has resulted from the inauguration of practical subjects taught in high schools. This factor seems to be the chief one recorded for the twenty-year period between 1916 and 1936. The practical subjects may be defined as those studies which have a direct bearing upon the learning and applied use of a subject. Since these practical subjects were desired, inaugurated, and studied, they were in use to a great extent throughout the nation.

Another force exerting influence on the college requirements was the theory of Education for Democracy,¹ which caused more students to be admitted to the colleges because of the necessity of an educated electorate in order to have a democratic nation.

Yet another factor, that of social justice, caused each individual

¹ See "Citizenship Education," p, 13.

to feel that he was as much entitled to higher education as any other person. Since this attitude was accepted by many students, the colleges and universities were destined to receive many students whose preparation was quite different from the preparation of those students whom they were accustomed to receive. The higher institutions also wished to maintain the accepted and inherited standards which had been handed down to them from past generations. With these and other problems,² caused by the fact that the institutions and individuals each held to their own ideas, many fluctuations from the old recognized requirements were found.

Periodicals reveal that entrance requirements in 1916 were receiving much attention; the emphasis, however, was that of declining interest which was caused by the approach of the World War. Figure 13 shows that in the year 1916 ten items were published in the magazines studied with a total of 3100 lines of material concerning entrance requirements. These items reveal that the interest was an outgrowth of discussions and influence exerted by high school leaders who attempted to persuade the colleges to liberalize their requirements in order that students might be accepted who had elected practical subjects during their high school work.³

Figure 14 illustrates the number of items published in each periodical for each year. Since the periodical School and Society contains the largest number of items published each year for the twenty-year period, it is a sound assumption that the most accurate trend on this subject would be

² Infra.

³ Louis W. Rapeer, "College Entrance Requirements and Judgment of Education," School and Society, 3:45, September, 1916.

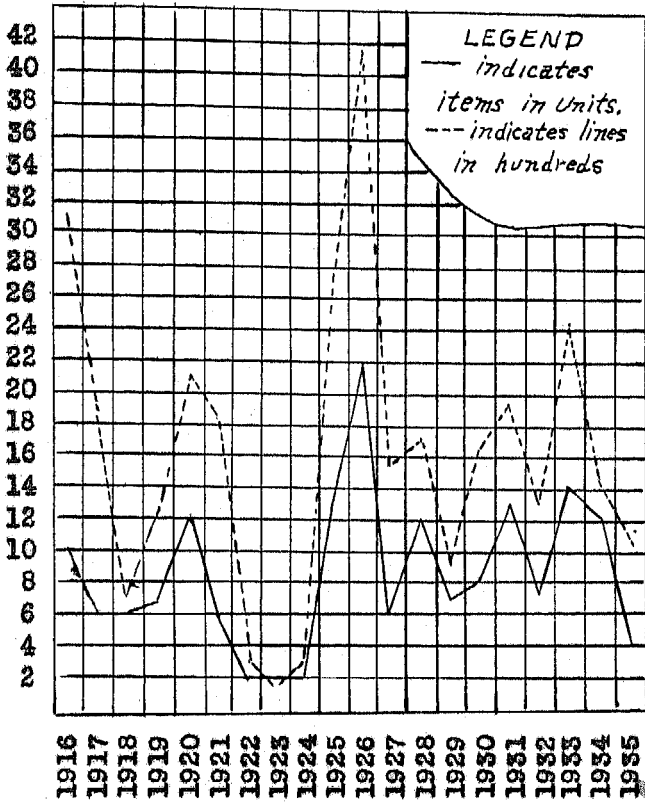


Fig. 13. Showing the Number of Items and the Number of Lines Published on College Entrance Requirements in 14 Selected Periodicals from 1916 to 1936.

Read Figure thus: In 1916 ten items were found in the 14 periodicals concerning college entrance requirements. In 1916 thirty-one hundred lines were found concerning college entrance requirements. Read in like manner for other years.

found in that magazine which publishes the greatest amount of material. The downward trend caused by the approach of the World War resulted in less discussions and fewer radical changes affecting the entrance requirements. In general, the period from 1916 to 1920 was a reaction against the Theory of Mental Discipline subjects,⁴ such as Latin, higher mathematics, and Greek. It became apparent that an avalanche of pressure was being exerted in a direction to counteract this requirement that was in progress.⁵

The graph shows a brief upward trend for 1920. This was the result of two powerful forces. The first was that the colleges were beginning to recognize new requirements by making their old ones more liberal.⁶ This resulted in more pupils being qualified to enter college because of a reduction in the number of required high-school subjects. In place of the required entrance subjects, a comprehensive examination was required of incoming freshmen to determine the individual's ability to pursue college work successfully. The second cause for this upward rise in the number of items--twelve as indicated by the chart, with a total of 2100 lines of published material--was that the World War was entering into the thinking of the people at this time.

a The following comment will illustrate the war influence:

"Since the declaration of war I have received two distinct shocks. The first of these came when the federal authorities so legislated that the college man that could not show some factor of practical fitness must take his place with the rank

⁴ Thomas C. Blaisdell, "Should Colleges Admit High School Graduates Without Regard to Subjects Studied in High School," School and Society, 3:366, March, 1916.

⁵ Ibid., pp. 369-370.

⁶ Leonard V. Kooz, "The Flexibility of Entrance to College East and West," School Review, 28:436-450, June, 1920.

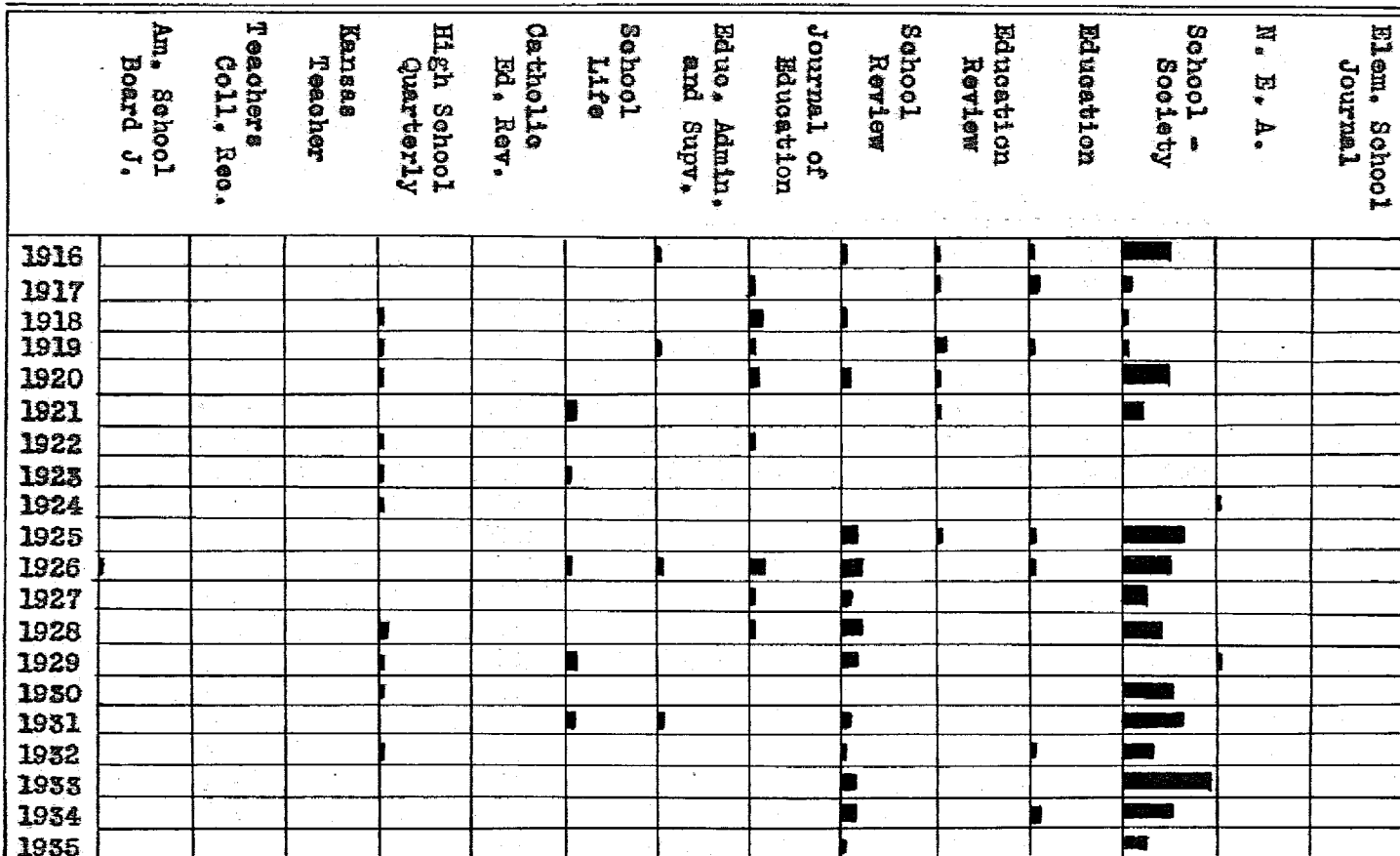


Fig. 14. Showing the Number of Articles Concerning College Entrance Requirements Found in Each Magazine for the Year, One Full Section Represents 12 Articles. Read chart thus: In 1916 one article was published in Educational Administration and Supervision; one in School Review; one in Educational Review; one in Education; and six in School and Society. Read in like manner for succeeding years.

and file. The freshman that has merely announced the intention to elect a practical course occupies a preferred position under the present conditions to the senior who has taken purely academic subjects."⁷

Figure 13 shows that from 1922 to 1925 only two items were recorded for each intervening year with a total of two hundred lines of material for each year. This indicates that very little critical comment was offered. Figure 14 shows that no magazine offered more than one or two articles each year on this subject. The articles that were found during this period merely mentioned that another school had followed the example of others in liberalizing its requirements.

In 1925 a decided trend upward was in progress, and it reached its peak in 1926 with a total of twenty-two articles which contained 4150 lines of published material. The size of the articles would indicate that critical comment was being expressed on the subject; Figure 14 indicates that some periodicals were running several articles for the year. This shows that interest was being manifested, and the problem of college entrance requirements was of enough importance to secure recognition several times that year in the same periodical. After the close of the World War, and after new standards regarding entrance were set up, thousands of students entered college.⁸ Such vast numbers applied for admission that the institutions of higher learning could not accommodate all of them.

The institutions in various sections of the country selected dif-

⁷ Herman C. Bumpus, "Broadening Without Lowering College Entrance Requirements," Journal of Education, 88:172-174, August, 1918.

⁸ Raymond Walters, "The personal Interview as One Basis for Entrance Requirements," School Review, 35:411-416, June, 1927.

ferent methods of choosing their students. Selection on the basis of competition in ability rather than on credits in the specific subjects was suggested and tried.⁹ Other methods to limit the number of students entering college, and yet to secure the best qualified students, were tried. The personal interview and the examination of the total high school record were examples.¹⁰ This influx of students was possibly a result of two previously mentioned factors: education for democracy, and social equality.

From 1928 to 1932 the graph in Figure 13 shows variable fluctuations in regard to the amount of material written and discussed on these methods of allowing entrance to college. The broken line closely follows the solid line; this shows that the articles were not of great length. Figure 14 shows that some magazines were running several items on the subject each year and this indicates that the question was yet in an experimental stage. Most of the articles published during this period were a reaction by high school leaders against the selective methods imposed by the colleges.¹¹

In 1933 the schools, which were already over-crowded, received a still larger number of students as applicants. The graph shows the second high peak of the period with a total of fourteen items and 2500 lines of material. This rise was a result of college experts attempting to justify

⁹ William Martin Proctor, "Current revision and College Entrance Requirements," School Review, 35:411-416, June, 1927.

¹⁰ Walters, Op. cit., pp. 440-443.

¹¹ Joseph C. Roemer, "The Principals Recommendation for College Entrance," High School Quarterly, 16:107, January, 1928.

their attitudes toward limiting the number of entering students. The students entered college because they had no other employment. In the year of 1933 when the depression was at its height and no other employment was available, the young students turned to the only source of activity left. In 1933, in order to find a basis for selectivity, the emphasis was placed on personality and scholarship¹² in order to receive only the best qualified of the thousands of applicants. With methods of these kind being applied, the schools continued to increase in size because the pupils began to realize the absolute necessity of present-day education, and because the Federal Aid which was given to students has helped to keep thousands of pupils in school.

The general trend in the college entrance requirement movement started before 1916, when the important step to secure recognition from the colleges by the high schools was inaugurated. The graph in Figure 13 shows the number of lines of material published concerned entrance requirements. However, with the exception of 1916 and 1926, the number of lines on each subject was not great. It is reasonable to conclude from the articles that those of the greater length carried more critical comment than did the shorter items which merely mentioned action along certain lines.

Figure 14 shows that very few articles were found in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS. This fact would indicate that many of

¹² Constance M. McCullough, "Preparation for College Success in Public Versus Private High Schools," Education, 54:629-631, June, 1934.

the magazine articles were items published as a result of personal sentiments and opinions. With the exception of two magazines, very few articles were recorded each year in the same magazine.

A summation of the trends shows that in 1916 the movement was toward liberalization of the requirements by accepting students with a certain amount of practical vocational work. In 1920 the trend was toward greater liberalization with the use of comprehensive examinations as a method of selection; this resulted in an overcrowded condition of the schools. In 1926, as a result of the large number of students, drastic attempts which placed the emphasis on ability were effected to limit the number. Again, in 1933, more drastic attempts to limit the number of students were suggested. The schools were still overcrowded in 1935. The tendency was toward a more select group of students for the schools. With the exception of 1916 and 1926, probably little influence was exerted by periodical items on determining the outcome of college entrance requirements.

CHAPTER IX

SCHOOL CONSOLIDATION

The twenty-year period which this study covers includes the years when school consolidation made the most rapid progress. This problem differs from the other selected problems in the fact that it received emphasis for only one period during the twenty years. That period was the eight years between 1917 and 1925. Another important difference was the fact that few published articles were found which were unfavorable to the cause of school consolidation. While the problem is not a closed one, the emphasis on it has declined as far as published articles are concerned, until it has ceased to be national in scope.

While few dissenting articles concerning school consolidation were found this problem, nevertheless, encountered many obstacles which hindered its rapid development. Some of the difficulties were these: the inability to let go of the little red school house; the desire for a school in every community; bad roads, long distances, and the uncertainty of the legality of furnishing transportation; misunderstanding of the law, feeling that local property might depreciate, and that neighboring communities would be built up at the expense of others.

The following quotation will illustrate some of the reasons for consolidating schools:

The purpose of consolidation is to aid as far as possible in establishing optimum conditions for the education of children in rural communities. Consolidation makes this contribution by enlarging the amount of taxable area, thereby increasing funds for plant, equipment, and salaries for teachers; by bringing together larger numbers of students and faculty, thus creating a real social life, among them and by affording the community a social center in which a cooperative school spirit is fostered, which reacts to the good of rural education and rural life.¹

Consolidation of schools began to receive much emphasis and consideration as early as 1911 and 1912. The period during the World War was a time when national interest was given to the problem.

The graph on page 56a shows that five articles were published in 1916 in the selected periodicals. These articles carried a total of seven hundred lines of printed material which concerned the subject of school consolidation. A few of these articles attempted to show that unconsolidated rural schools were better than the consolidated ones, because of the home-like associations which the pupils gained. Other articles pointed out many advantages which were believed to have been gained in the consolidated schools. The year 1916 was marked by the fact that most of the articles referred to the North Dakota schools; that state was a pioneer in the consolidation movement.² Other articles were descriptions concerning the typical consolidated school.

The articles which were found in the selected periodicals of 1917 indicated that the consolidation movement had started to gain rapid momen-

¹ Adelaine S. Baylor, "Consolidation of Rural Schools," NATIONAL EDUCATION ASSOCIATION PROCEEDINGS, 61:258-302, 1923.

² N.E. McDonald, "The Present Status of the Consolidated School in North Dakota," Journal of Education, 84:326, October, 1916.

tum in the south. Some of the articles for this period also showed that there was doubt in the minds of many individuals in regard to whether or not the consolidated schools could be run more economically per pupil than could the unconsolidated schools. Other articles showed that many people believed consolidation made cheaper education. The greatest emphasis in consolidation was placed on the thought that more and better education results from consolidation.

A noticeable rise in the number of articles published on the subject of school consolidation started in 1918. Figure 15 on page 56a shows that fifteen articles, which carried a total of 1700 lines of printed material, were published in that year. The content of the articles indicated that a change from the one room rural schools, which did not provide good citizenship training,³ to that of consolidated schools which employed better prepared teachers, was in progress. The conditions which resulted from the influences of the war caused this school movement to receive much consideration.⁴

A number of these articles also mentioned the progress of school consolidation in North Dakota, while others pointed toward the development of consolidation in the southern states. The emphasis of the articles of 1918 began to change from consolidation for improvement, to that of consolidation in order to train better Americans in order to win the war.

The graph in Figure 15 shows a drop for 1919 in the number of arti-

³ Cf. ante., "Citizenship Education," p. 13.

⁴ Editorial, "Consolidation as a War Measure," School Life, 1:12, August, 1918.

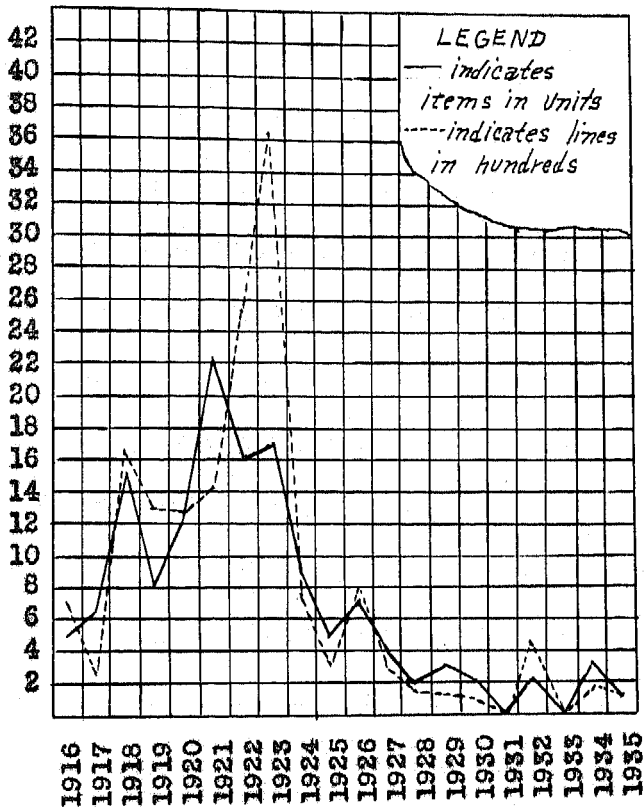


Fig. 15. Showing the Number of Items and the Number of Lines Published on School Consolidation in 14 Selected Periodicals from 1916 to 1935.

Read Figure thus; In 1916 five items were found in the 14 periodicals concerning school consolidation. In 1916 seven hundred lines of material were found concerning school consolidation. Read in like manner for other years.

cles which were published on this subject in the selected periodicals. The year 1920 showed an upward trend in the number of articles published. This rise reached a peak in 1921, when twenty-two articles on this subject were published in the selected magazines, the largest number found in any year during the period of this study. The contents of the articles for the year of 1920 were accounts of the scarcity of teachers. This became a chief reason for the consolidation of schools because it was a period when the scarcity of teachers was at its height. Consolidated schools were able to pay higher wages which naturally attracted the better prepared teachers. A few of the articles for the year of 1920 were suggestions that consolidated schools should add to their curriculum such courses as vocational agriculture, manual training, and other courses which the pupils could apply to their daily environment,⁵

Most of the articles of 1921 which were found on this subject in the selected periodicals showed that the people who financed the consolidation movement were wondering whether the costs of education had been lowered as a result of consolidation. The following quotation will illustrate the trend in the cost of education under the two methods:

The average cost of educating a child in a country school for one year is \$100. The average cost for educating a child in the consolidated school is \$95, and the child gets 40% more schooling for \$95 than he does for \$100 in the country. In other words instead of actually costing the country man more, he is saving \$30 out of every hundred paid in taxes-- not in actual money saved, but in education gained.⁶

Many of the articles which concerned school consolidation during

⁵ H. Claude Lewis, "What the Course of Study Should Be and Do for Consolidated Rural Schools," Journal of Education, 91:281-291, March, 1920.

⁶ W. N. Peck, "What Consolidation Costs Cimarron," The Kansas Teacher, 13:26, May, 1921.

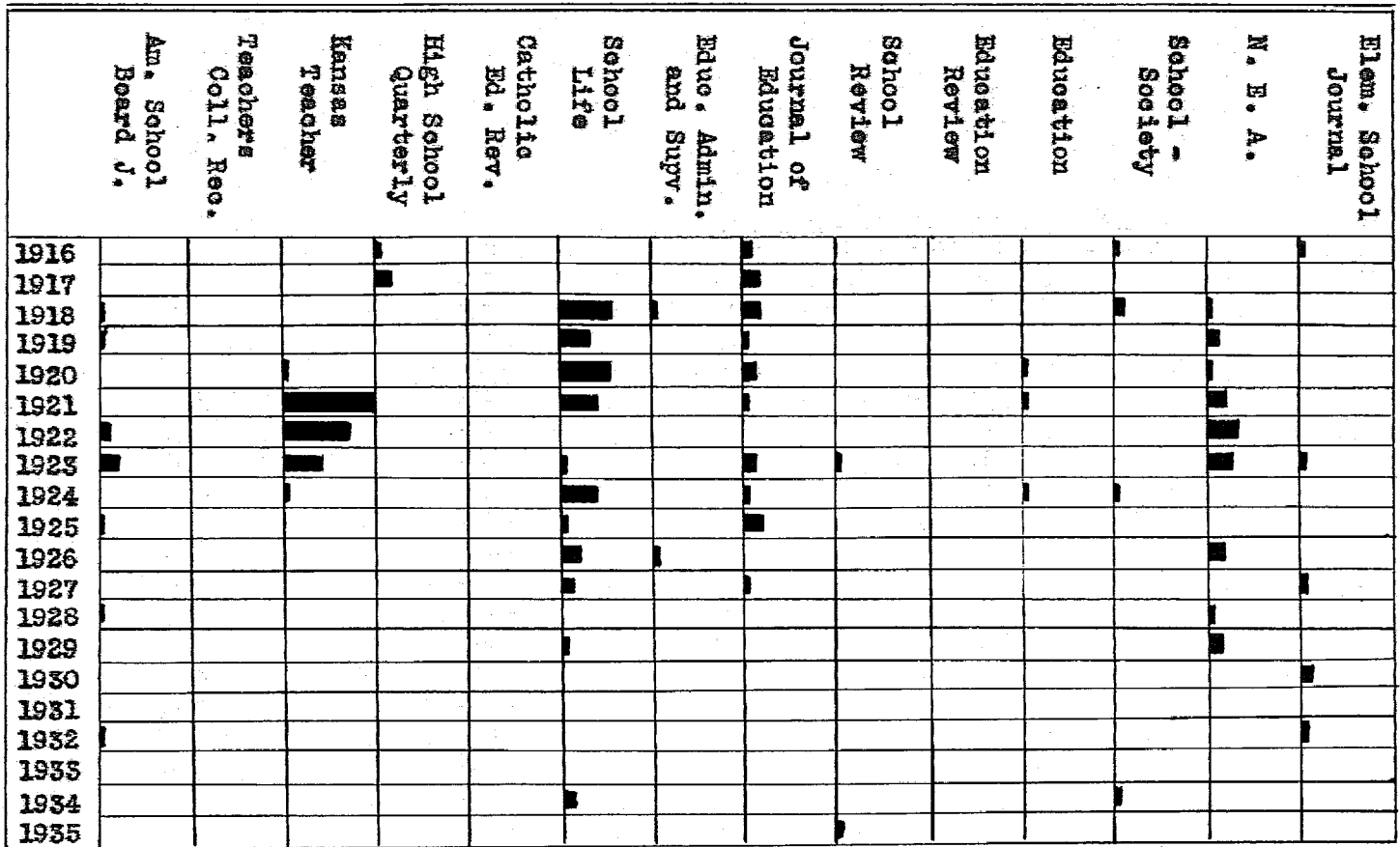


Fig. 16. Showing the Number of Articles Concerning School Consolidation Found in Each Magazine for the Year, One Full Section Represents 12 Articles. Read chart thus: In 1916 one article was published in High School Quarterly; two in The Journal of Education; one in School and Society; and one in The Elementary School Journal. Read in like manner for succeeding years.

this period were short, but nearly all of them upheld the consolidation movement. A study of Figure 16 shows that most of the articles for the year 1921 were found in The Kansas Teacher and School Life magazines. These magazines usually publish descriptive results of problems, instead of constructive suggestions. More articles on this subject were found for the 1921 period than for that of 1922. The number of lines for the 1922 articles increased over those of 1921. The content of these articles was material written to show the savings that were given to the tax-payers as a result of consolidation. Some of the articles were prophecies that in the near future eighty per cent of the rural schools in many states would be closed as a result of this consolidation.

The articles for this period were almost equally divided between magazines which published long articles and those which published short ones.

In 1923 there were seventeen articles which contained 3600 lines of material published in the selected periodicals. This was the year when the largest amount of material was written on the subject of school consolidation. The size of each article was also the largest for any year. These articles contained statements which showed that the people desired to improve the consolidated schools, and standardization was the chief method used to improve the system.

A study of Figure 15 shows that the number of articles published on the subject of school consolidation gradually decreased in number between 1925 and 1936. After 1925, the emphasis which was given by periodical items to the subject of consolidation was almost negligible. Some states were yet

to have the period of greatest activity in school consolidation; but, in general, the problem of school consolidation has claimed little space in national educational magazines since 1925. A study of Figure 16 shows that several articles were published in the NATIONAL EDUCATION ASSOCIATION PROCEEDINGS. This would indicate that the articles were representative of the thoughts of the people.

The problem is not completely settled because many communities still express doubt at the advisability of consolidating. The periodical items undoubtedly influenced many districts toward consolidation. The trend for the future seems to be toward consolidation of large districts to help support institutions of higher learning, such as junior colleges, and toward a compulsory consolidation by legal authority in order that the school may participate in varying forms of state and federal aid.

CHAPTER X

SUMMARY AND CONCLUSIONS

Summary

This study is an investigation of the trends in selected educational problems as they are indicated by articles found in educational magazines. Each problem of this study covers a twenty-year period. The purpose is:

1. To show the trends indicated by the magazine articles.
2. To show which problems have been influenced by periodical items.
3. To determine the present trend of each problem if it has not been settled.
4. To show that certain problems received attention at different periods.
5. To prove that many of the present problems are a continuation of old problems.

The data were found in the fourteen selected bound periodicals (page 3). The publication ADDRESSES AND PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION, which carries the text of all important addresses given at meetings of the National Education Association, was used as a

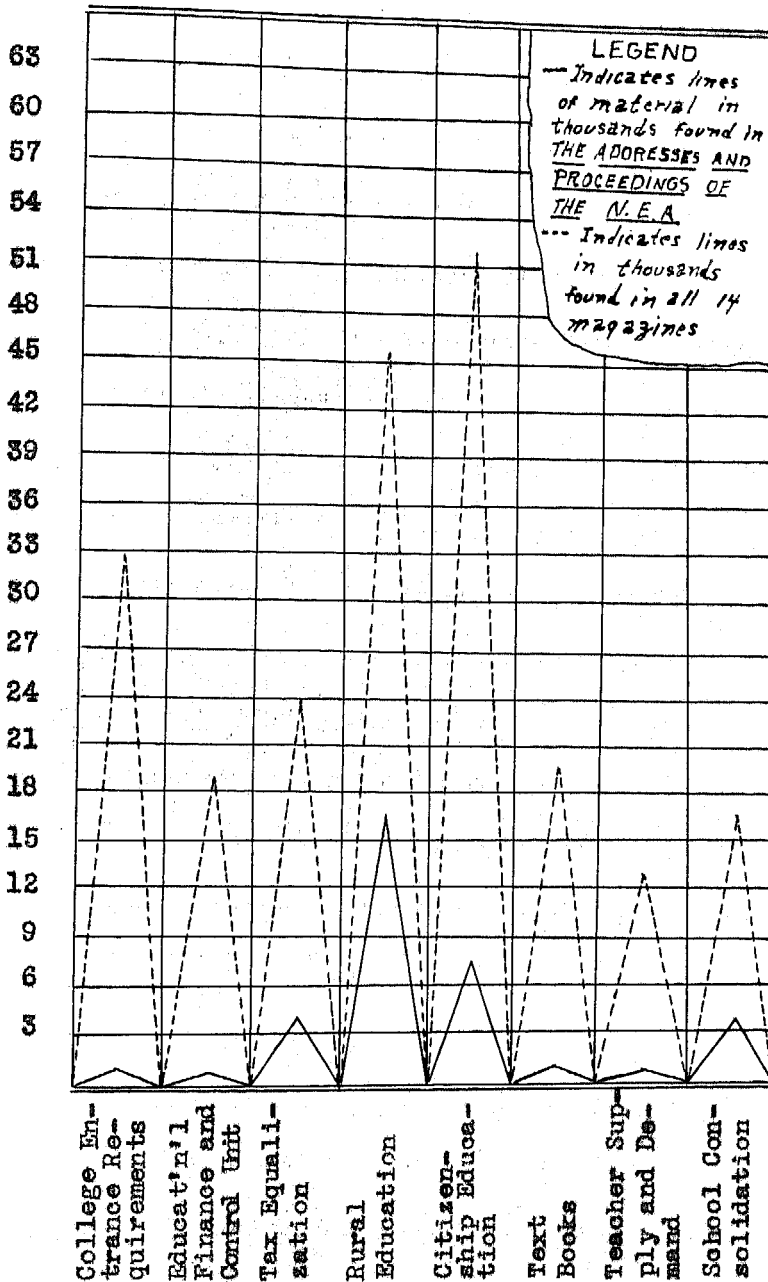


Fig. 17. A Comparison of the Number of Lines (by Hundreds) Published in the ADDRESSES AND PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION on the Selected Topics, and the Combined offering of the Fourteen Publications Studied (including the PROCEEDINGS)

Read Figure thus: 800 lines of material were found in the PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION; 3200 lines of material were found in all 14 periodicals. Read in like manner for other problems.

"control" publication to present in a measure the degree or extent to which subscription publications reflect the trend of school interests as indicated by subjects selected for discussion by school workers rather than by editors.

The data covered a period of twenty years from 1916 to 1936. From the articles of the selected periodicals the following data were assembled:

1. The status of each problem was determined at the beginning of the twenty-year period.
2. The number of articles concerning the problems which were published each year in the selected magazines.
3. The size of the articles were determined on the basis of the number of lines in each article.
4. A comparison was made of the number of lines of material which were published on each problem in the selected periodicals, with those found in the ADDRESSES AND PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION. (This comparison is shown by the graph on page 61a.)
5. The content of the material of each article whether it was influencing factual material or that of the propaganda type was considered.
6. A comparison of the number of articles which were published in the different magazines for each year.
7. The causes for specific trends in each problem.
8. The influence exerted by different types of magazines.

9. The content of the articles was examined to determine the trend in the problems.

Other topics under consideration may be summarized thus:

1. The relative small number of articles which were published on each problem before the World War.
2. The number of major periods of importance for each problem during the period.
3. The few articles which were published during intervening periods of prominence of a problem.
4. The effect of the World War upon the number of articles published on each problem.
5. The type of problem which carried the largest number of published propaganda articles.
6. The type which is a continuation of an old problem.

Conclusions

The influence of magazine articles on the selected educational problems is as follows:

1. Those problems which received much comment by the ADDRESSES AND PROCEEDINGS OF THE NATIONAL EDUCATION ASSOCIATION may be considered as important national problems, because the material at the proceedings of the National Education Association are important addresses which center on major problems of the day. (Chart 17, page 61a) All problems with the exception of The

Educational Finance and Control Unit Textbooks and College Entrance Requirements received much consideration at the proceedings. (Figure 17, Page 61a) These, it should be noted, were given much space in The Year-books of the Department of Superintendence. This publication was not included in the list of those studied.

2. The longer items tended to carry more influence on the public than did the shorter ones. This is shown by:

- a. The bar graphs for each problem (Fig. 2, page 7a; Fig. 4, page 15a; Fig. 6, page 21a; Fig. 8, page 28a; Fig. 10, page 34a; Fig. 12, page 41a; Fig. 14, page 49a; Fig. 16, page 57a), because the magazines which published the larger type of articles also published the largest number of articles each year.
- b. The content of the articles which was found in the shorter items was factual material. Illustrated in the problems of: College Entrance Requirements (page 51), Teacher Supply and Demand (page 34), and Taxation Equalization (page 42).
- c. The content of the larger items is shown in the following problems: Textbooks (pages 8, 9, 11), Teacher Supply and Demand (page 37), Taxation Equalization (page 42), Citizenship Education (page 14), Rural Education (page 21), and The Educational Finance and Control Unit (pages 28, 29).

3. Those problems with the exception of College Entrance Requirement, Citizenship Education, and Rural Education received little publicity in the periodicals during the years 1916 and 1917. This is evidenced by: Fig. 1, page 6a; Fig. 7, page 27a; Fig. 9, page 33a; Fig. 11, page 40a; and Fig. 15, page 56a.

4. School Consolidation is the only problem which did not have two distinct major periods of prominence during the twenty-year period. In general the periodicals published few articles during the intervening years between the periods of prominence. This is shown by the number of published articles in the selected magazines for each year. (Fig. 1, page 6a; Fig. 3, page 14a; Fig. 5, page 20a; Fig. 7, page 27a; Fig. 9, page 33a; Fig. 11, page 40a; Fig. 13, page 48a; Fig. 15, page 56a.)
5. Taxation Equalization was a problem which did not receive publicity emphasis during the war. The other problems were subjected to a large amount of published material. The frequency polygon graphs will illustrate: Fig. 1, page 6a; Fig. 3, page 14a; Fig. 5, page 20a; Fig. 7, page 27a; Fig. 9, page 33a; Fig. 13, page 48a; Fig. 15, page 56a.
6. Those problems which were subjected to the largest amount of propaganda were the ones in which personal gain was possible. The following examples will illustrate:
- a. Textbooks (pages 7, 11)
 - b. Citizenship Education (page 15)
 - c. The Educational Finance and Control Unit (page 29)
7. A large amount of material was published as a result of the influence of the problem, instead of being the influencing factor for the problem.

- a. Scattered articles shown on the bar graphs will illustrate this fact: Fig. 2, page 7a; Fig. 4, page 15a; Fig. 6, page 21a; Fig. 8, page 28a; Fig. 10, page 34a; Fig. 12, page 41a; Fig. 14, page 49a; Fig. 16, page 57a.
- b. The content of many articles was factual material instead of suggestions. This is shown on pages 21, 23, 34, 42, 50.

The periodical items show the following trends for each problem.

1. The Textbook trends are thus:

- a. From private to public owned textbooks, this trend was in progress in 1916. (page 7)
- b. In the period between 1918 and 1920, a desire was inaugurated for fewer changes in textbooks. (page 8)
- c. The Scientific Content began to replace the personal opinion content in 1923. (page 9)
- d. The unit for selecting textbooks has increased from the district to that of the state. The emphasis was felt in 1927. (page 10)
- e. The present trend is toward fewer textbooks, but more reference books. (page 8)

2. The present trend in Citizenship Education is definitely toward that of the social citizen. The development has been as follows:

- a. The development of the individual for society was in progress in 1916. (page 14)
- b. During the war, Citizenship training for the foreign-born received emphasis. (page 15)
- c. The present trend is toward adult education, and socialized training for all individuals. (pages 17, 18)

3. The trends in Rural Education have been as follows:
 - a. The years from 1916 to 1920 emphasis was placed on better teacher certification. (page 21)
 - b. Health improvement in the rural areas was manifested in 1921. (pages 22, 23)
 - c. A standardization movement was in progress in 1926. (page 25)
 - d. The present trend is toward an integrated curriculum and better methods for financing the schools. (pages 24, 25)

4. The Educational Finance and Control Unit trend has progressed from a small to a large unit. The development has been:
 - a. The local districts were the early units. (page 27)
 - b. About 1915 the county unit began to take the place of the district unit. (page 28)
 - c. The influence and help from the state was felt as early as 1926. (pages 30, 31)
 - d. In 1933 federal aid became prevalent; this increased the unit to that of the nation. (pages 31, 32)

5. The trend in Teacher Supply and Demand has been from that of an undersupply to a surplus of teachers. This is shown by:
 - a. The scarcity of teachers existing from 1916 to 1925. (page 34)
 - b. For a few years there was balance between the supply and demand. (page 36)
 - c. The surplus of teachers from 1926 to 1936. (pages 36, 37, 38) The present trend is toward limiting the teachers by selecting the best scholars to become teachers. (page 38)

6. A shift in the taxation problem has been toward fewer taxes on real property, and more on intangible property.

The articles indicate that:

- a. Between 1921 and 1924 methods to increase revenues and yet to equalize taxes were attempted by shifting the taxing units. (page 43)
- b. Taxation on property other than real property was attempted in 1927. (pages 44, 45)
- c. Various types of sales and mineral taxes were introduced between the years 1930 to 1935. (page 45)
- d. The present trend is toward more revenue for schools with taxes more on intangible property, with less emphasis on real property taxes. (page 46)

7. College Entrance Requirements have become more liberal,

yet more competitive. The trend has been:

- a. Toward liberalization by accepting practical courses from the high school students. (pages 48, 49)
- b. Greater liberalization from 1920 to 1926. (pages 49, 50)
- c. Toward limitation of the numbers acceptable by raising the academic standards, and by selecting the best qualified students. (pages 50, 51)
- d. The present trend is based on a competitive and selective method. (page 52)

8. School Consolidation is almost a closed subject as far as the periodical items indicate. While the school consolidation need is imperative, little material is now being published on the subject. The trend has been:

- a. From small to large consolidated units. (Chapter IX)
- b. A measure to provide teachers especially during the war period. (page 57)

- c. A means to help finance schools, especially during the years 1922 and 1923. (pages 56, 57)
- d. Consolidation in most cases has been successful. (page 59)

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