

T H E S I S

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Submitted by
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for the Degree of Master of Science
Colorado Agricultural College
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THIS THESIS HAS BEEN READ
APPROVED AND RECOMMENDED

FOR CREDIT



Head of the Department of Rural
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Colorado Agricultural College
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56041

THIS THESIS HAS BEEN APPROVED AND RECOMMENDED FOR
THE DEGREE OF MASTER OF SCIENCE


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AN EDUCATIONAL AND RURAL LIFE SURVEY.

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AN EDUCATIONAL AND RURAL LIFE SURVEY.

I. Introduction

The material comprising this survey was gathered and compiled by the writer as the result of his inquiry into the educational needs of the community and the efficiency and success of its school system.

This survey was made of School District Number 6, Keith County, Nebraska, otherwise known as the Paxton and Sarben Schools. Its purpose is (1) to gather all the data possible regarding the school and how it is functioning; (2) to briefly survey the social and economic conditions of the school district in order to know the attitude of the people toward the school and education in general; (3) to see if the school is functioning efficiently in view of the data gathered and, if not, to recommend changes for bringing this about.

II. How The Survey Was Conducted.

As superintendent of the school, the writer gathered much of the data in line of ordinary duty. Considerable difficulty was encountered in obtaining data for objective study. Very few records were available in the local school system. Superintendents in charge of the school can hardly be blamed for this condition for theirs has been a "teaching superintendency." Too much of their time has been taken up in teaching and extra-curricular activities.

A good deal of the data for the survey had to be gathered in the county superintendent's office. The county superintendent, Mrs. Jessie B. Gainsforth, showed a willingness to cooperate in every possible way and suggested further sources of information.

Teachers of the system showed a willingness to cooperate in answering questions and filling out questionnaires put in their hands. Old residents and former and present members of the school board showed a willingness to cooperate in every possible way in giving information. The writer wishes to thank each and every person who in any way assisted him in furnishing information or suggesting sources of information.

For purpose of organization this survey has been divided into five parts: I. Introduction; II. How the survey was made; III. Educational survey; IV. Rural life survey; V. Summary of conclusions and recommendations. Where objective data could not be obtained an outline of situations is given.

III. Educational Survey.

The most logical method of procedure is to take the reader to the school district itself and let him see where it is located, its size, towns included and schools in the district. In this way a general idea of the district as a whole will be obtained.

The School District.

School District Number 6, Keith County, Nebraska, otherwise known as the Paxton and Sarben Schools, being formed by a consolidation of the two districts, lies in the extreme eastern part of the county about half way between the north and south boundary lines. It is about thirty-two square miles in area. On the north it is bounded by the North Platte River, on the east by about five miles of the Lincoln-Keith County boundary line, on the south by the South Platte River, and on the west by a north and south line, paralleling the Keith-Lincoln County line and lying west of it eight miles.

Two villages lie within this district; Paxton, incorporated and having a population of about six hundred, and Sarben, not incorporated, population not given in the U. S. Census but probably about one hundred. In these two villages the school buildings are located.

Paxton lies in the fifth section west of the County line and one-half mile north of the South Platte River. It is located on the transcontinental line of the Union Pacific and the Lincoln Highway passes through it. The business houses consist of three hotels, two with dining rooms, one restaurant, one drug store, two garages, two filling stations, two general stores, three grocery and meat markets combined, two hardware stores, one confectionery and soft drink business, a printing and newspaper office, a telephone exchange, a cream station,

a bank, a farm implement store, a bakery, one lumber and coal business, a railroad station, a blacksmith shop, a pool hall, two elevator and coal businesses, a post office, a shoe and harness repair business and a moving picture hall which is also used for dances, plays and elections. The latter is a two story building, the second story being used as lodge rooms by the Odd Fellows, Rebekahs and Woodmen.

There are three denominational churches, the English Lutheran, Methodist Episcopal and Roman Catholic. A twelve grade, two story and basement brick school house is the last but not least of the public buildings.

Sarben has a two room school building which accommodates grades one to eight inclusive. This structure is built of wood. They have a stucco church building belonging to the Methodist Episcopal denomination. The business houses are a garage, post office and grocery store, a general store, a lumber and coal business, a bank, hardware store and hotel in one building, a cream station, a railroad station and beet dump.

Sarben lies in the North Platte Valley and serves a farming population. The soil is productive and under irrigation produces sugar beets, alfalfa, corn, wheat, oats and barley. Two ditch companies, both farmer owned, furnish the water. Both take their water out of the North Platte River by means of deflection dams. The North Platte River

furnishes ample water for crop production.

Paxton likewise serves a farming population. It has a trade territory made up of dry land farming and pasture land. The land in the valley is not as productive as the North Platte Valley and it has no irrigation. There has been a ditch company organized, but it is doubtful if the water supply will be adequate to care for the needs of the crops during the dry season because there is no reservoir as in the North Platte Valley to store the water and release it as needed. The acreage to be watered is small compared to the total acreage in the Paxton trade territory.

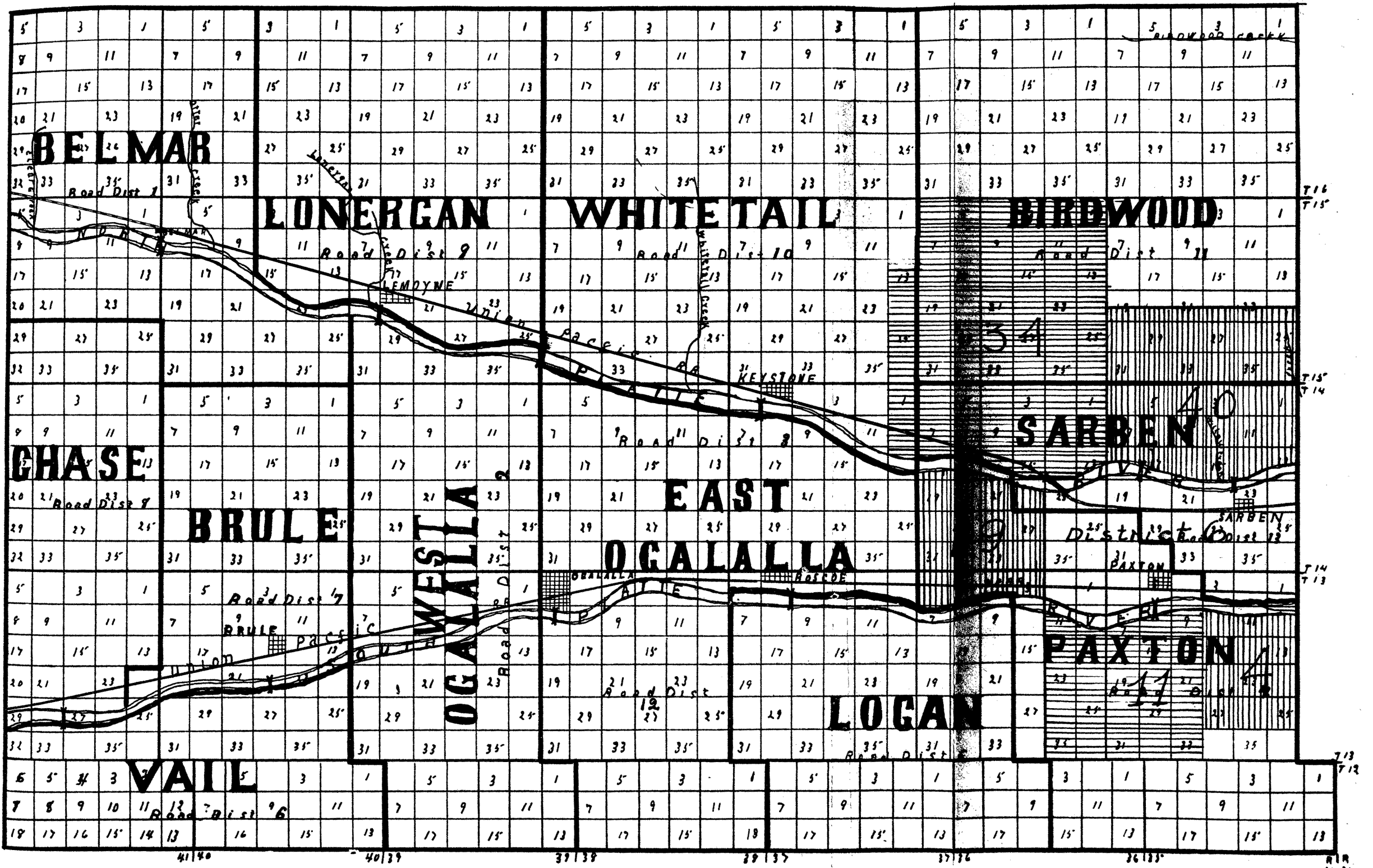
A range of hills varying from a mile to a mile and a half in width divides the North and South Platte Valleys. This range of hills rises immediately on the north edge of Paxton. Their slope is longer on the north than the south side. This hill land is used mostly for grazing purposes, being too steep to farm.

Towns near to Paxton are Sutherland, which is thirteen miles northeast on the Lincoln Highway; Ogallala, twenty miles west on the same highway, and Sarben, five miles northeast. Elsie is located some twenty odd miles south in Perkins County.

An examination of Figure 1 will show details of the school district while Figure 2 will show the county relations as well as the adjacent school districts.

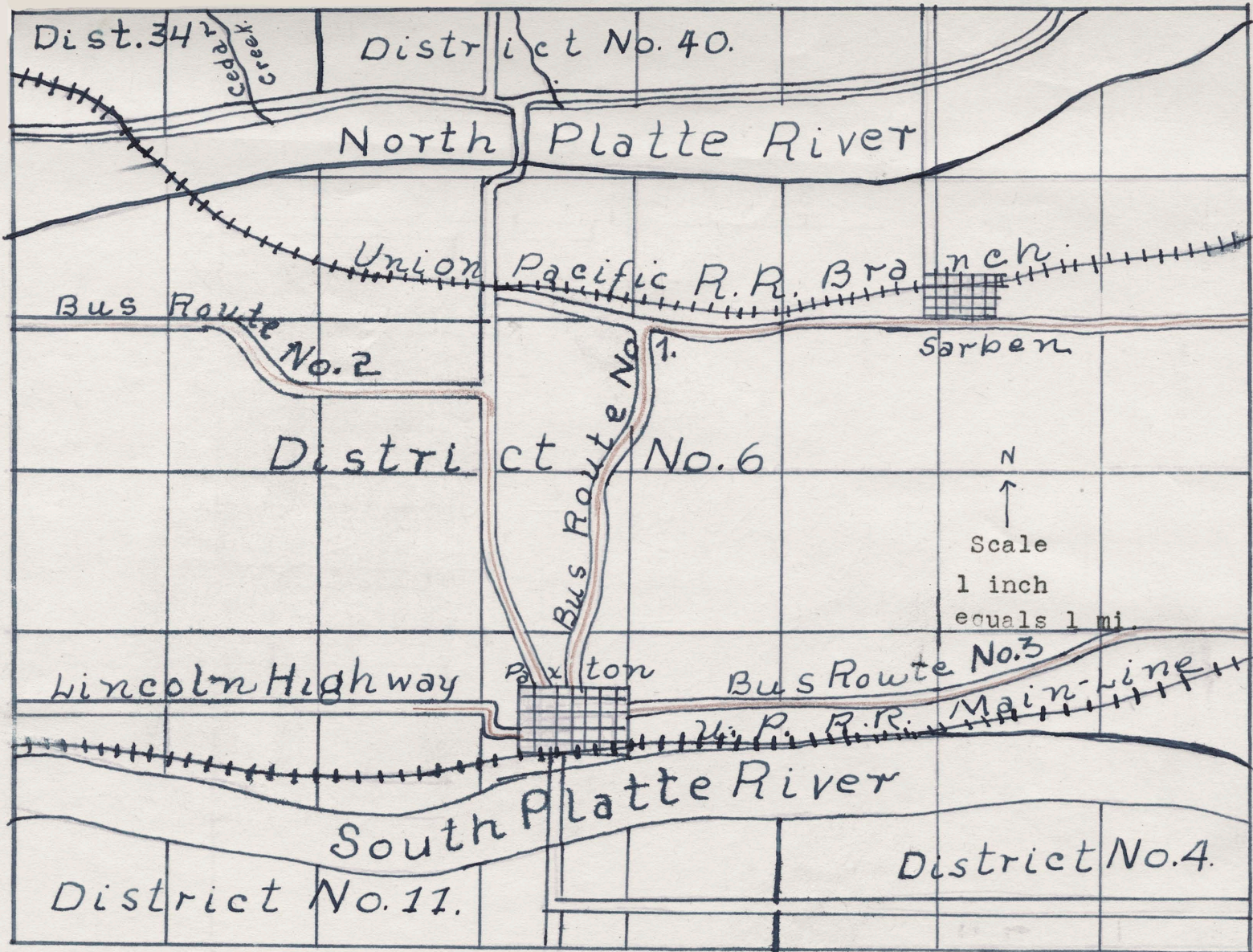
Figure 1

KEITH COUNTY



Scale 5/16 inch equals 1 mile

Figure 2



The Buildings and Equipment.

The school buildings of the system represent an investment of about \$28000.00. The building located in Sarben is the same one used under the old single district plan. The structure at Paxton is but eight years old.

Leonard P. Ayres and May Ayres, in the Summary Volume of the Cleveland School Survey from page 304 on, state that the criteria for judging buildings are five. Buildings should be built for education, economy, safety, health and happiness.

Building for Education.

When the people of the school district built the Paxton school, they built a building which they hoped would take care of their needs for the next twenty-five years. Six years afterward the enrollment caught up with the capacity and for the past two years conditions have been crowded, and the last year overcrowding has been acute. Whether the superintendent, the board or both were at fault, the structure was evidently built with the narrow type of education in mind. The day of the narrow literary type of education is past. In a system the size of School District Number 6 vocational subjects such as agriculture and home economics should be added to the High School curriculum. Manual training and sewing, art and music, should be added to the curriculum of the elementary school as soon as possible.

In order to do this a new building should be built.

Crowded conditions of both the Elementary and High School prevail at present. Due to improper financing the Paxton building is at present only one-fourth paid for, after eight years of use. This, coupled with a crop failure on the dry land part of the district, made the Board of Education feel that no building program could be "sold" to the people. They compromised by repair of the old building and letting a contract for a cottage-school to take care of the overflow in the Elementary school. Soon something will need to be done to take care of the High School. The total enrollment for the past year was seventy-four. Sixty-eight pupils is the maximum number the present assembly hall will accomodate.

Building for Economy.

Building for economy does not mean spending as little money as possible for buildings. It is wise spending of money for needed buildings. Some standard should be adopted which will secure beauty, durability and usefulness at the lowest ultimate cost.

The Paxton building could hardly be called an economical building. Some person or persons erred grievously in accepting the plans and allowing the building to be built. To avoid going too much into detail the following defects were noted:

1. The building was constructed on too small a plot of

ground, being located on a half-block plot of ground.

2. The building is symmetrical in appearance. Using a cheap white mortar with the good grade of rough faced brick mars the appearance. Windows are found on all four sides of the building, an unusual condition. Class rooms as a consequence are improperly lighted. Four rooms have cross light. The writer found three rooms so arranged that pupils had their backs to the window instead of having the source of light from the left. This condition was remedied by changing the desks so the source of light was from the left, but conditions are far from ideal now.

3. Class rooms are ill proportioned and too much space is wasted in a large, useless hall. This condition is hard to correct.

4. The ventilating system is inadequate. Use of the ventilating fans and installing windboards on the lower window sills would help.

5. The heating plant is inadequate or improperly functioning. The science room needs a radiator and a smaller radiator could well be used in the superintendent's office. It is almost impossible to heat the two southwest rooms of the building. The heating plant should either be repaired or replaced.

Building for Safety.

The school buildings are well constructed from the standpoint of fire protection for the children. Both buildings

can be quickly emptied as shown by monthly fire drills. A fire escape leading directly outside from the gymnasium which is located in a pit should be installed. A fire signal different in tone and action should also be installed. Teachers in the elementary school can hear the signals of the High School throughout the day. When the fire alarm is sounded on the same bell, although the signal is as different as it can be made, the elementary teachers do not hear or do not distinguish the signal from the usual passing signal.

Building for Health.

Educators are claiming more and more that the school must provide for the health of its children. Schools do not have the right to impair the health of the child. To protect the health of the child rooms must be properly lighted and ventilated, seats must be properly adjusted to fit the child. The building has been criticised on the lighting and ventilation and remedies suggested. A few adjustable seats are found, and teachers have been instructed to seat children in desks adapted to them. This is a makeshift, and adjustable seats should replace the old seats still in use.

Using class rooms and laboratories as dressing rooms for gymnasium classes is a practice which should be discouraged. Under the present crowded condition it can hardly be avoided but it affords another argument for a new building.

Building for Happiness.

Play activities of all kinds are recognized as essentials for childrens' happiness as well as health. Equipment such as sand tables and various types of projects have been introduced into class rooms, and therefore require more floor space. Play ground apparatus of all kinds is installed and instruction in playing and supervision of play grounds is introduced.

School District Number 6 has made a start in the right direction. The Sarben school has ample room for play ground. They have an outdoor basket ball court, swings and a giant stride, and plenty of room to play foot ball and base ball. Paxton is short of play ground space (See Figure 3), the school house being located on but a half block plot of ground. The play ground is equipped with a giant stride and four see-saws. This is, of course, insufficient apparatus. More play ground apparatus should be added as soon as possible. The district should take steps to acquire or lease more ground for the High School so that a track and foot ball field could be built.

The gymnasium provides a means of hard play for indoor games such as basket ball and base ball. No apparatus is provided, which is perhaps a good thing, since the gymnasium is located in a pit. This fact would make it hard to clear the floor of apparatus for basket ball or base ball games. The + p. 12 .

Figure 3

	PAXTON CONDIT.	BAD	POOR	FAIR	GOOD	VERY GOOD
PER CENT WINDOW AREA IS OF FLOOR AREA	90.85				20	25
SQUARE FEET OF PLAYGROUND AREA FOR EACH CHILD	198.04*				50	65
NUMBER OF BOYS PER URINAL	30				35	25
NUMBER OF BOYS PER TOILET SEAT	30				30	20
NUMBER OF GIRLS PER TOILET SEAT	56				18	12
CHILDREN PER DRINKING FOUNTAIN	86				70	40

Taken from the Summary Volume of the Cleveland School Survey, page 313.

* This is apparently sufficient playground space, being more than three times ~~than~~ very good conditions. It must be remembered that these are early day standards and made up for a city school. Furthermore this school ground is so badly cut up and has a swail in the southeast corner, which can not be used at all. School campuses of from ten to fifteen acres are becoming quite common. Surely a village of the size of Paxton could well afford a larger playground for real estate values are not high.

(In percent of widow area is of floor area, Paxton is high. The light source is to be criticised rather than the proportion of window area to floor area. No room has a single source.

location of the gymnasium in a pit is not conducive to health for there is no outlet for the air which is breathed out of the players' lungs. This is hard on the players and the crowd.

Toilet Facilities.

Toilet facilities are inadequate for both boys and girls. The condition is more acute for girls than boys. A glance at Figure 3 will show how bad the conditions are in the Paxton building. There are about one hundred twelve to fifteen girls using the girls' toilet, for whom there are but two toilet seats provided.

The condition in the boys' toilet is nearly as bad. Two seats and an unsanitary urinal trough are the facilities provided for the use of some one hundred boys. Compare Figures 3, 4 and 5.

It will be seen that the Paxton school is greatly underequipped in the matter of indoor toilet facilities, and not so much so, when outdoor facilities are counted in. The great difficulty lies in getting children to use the outdoor facilities. They might almost as well not be there, especially in cold weather.

A metal urinal trough, enameled but in bad condition, is provided for the boys. Individual porcelain urinals should be provided. The toilet seats should also be replaced in both the boys' and girls' toilets. The present ones leak and throw water on the childrens' clothing and on the floor. No + ju 14

Table 1.

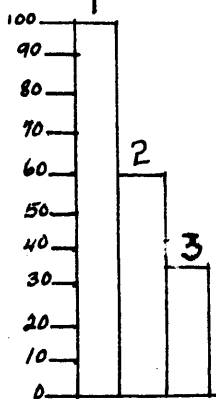
Comparison of Indoor Toilet Facilities of the Paxton School with Conditions Fair to Good in Figure 3.

1. Girls, 100 per cent, 1 seat per 18
2. Girls, 32 per cent, 1 seat per 56
3. Boys, 100 per cent, 1 seat per 30
4. Boys, 60 per cent, 1 seat per 50

Conditions fair to good are considered as 100 per cent. Actual conditions existant are compared to these and show Paxton to be 68 per cent short in toilet facilities for girls and 40 per cent for boys.

Figure 4.

Graphic Representation of Indoor Toilet Facilities of the Paxton School Compared to Conditions Fair to Good of Figure 3



1. 100 per cent, which is 1 per 18 for girls and 1 per 30 for boys.
2. Actual conditions for boys, 1 to 50, or 60 per cent
3. Actual conditions for girls, 1 to 56, or 32 per cent.

janitor can keep the toilet rooms clean under present conditions. Floors should not be of concrete but of some asphalt preparation, or better, of tile. The floors should be painted and the seats replaced with the individual flush type of toilet with the cut-out sanitary seat. The type that flushes when the weight is removed is good. All machinery of same should be enclosed so that no one but the janitor can get to them.

Toilet seats should be partitioned off individually and have a door in front which swings in, when not occupied. The same thing holds true of shower baths provided. Children should be protected from exposure to which they must submit at present.

Placing wash bowls in toilet rooms is to be commended. Much paper toweling is wasted at present. If this waste cannot be reduced an economy might be effected by installing electric hand driers.

Drinking Fountains.

The drinking fountains are placed on the first and second floors. The fountain on the second floor is sufficient for the High School. The one on the first floor is not enough for the grade department. One more fountain should be provided. The facilities at Sarben are as good as can be expected under conditions not modern. A sanitary fountain connected to a fifteen gallon crock provides the children with water.

Special Rooms.

The gymnasium has been mentioned as one of the special rooms and criticized. Besides the gymnasium, a science laboratory and commercial room are provided. Both of these rooms are fairly well equipped. The science room is located in the basement and is poorly lighted. The black board facilities are inadequate for blackboard drills necessary in sciences such as chemistry and physics.

The commercial room could be improved by providing individual typewriter tables for students and a teacher's desk.

Conclusions and Recommendations.

1. The school district is badly in need of a new school building.
2. The present building should be altered to give the rooms a single source of light.
3. More indoor toilet and drinking fountain facilities are necessary.
4. Provision of adjustable seats for some of the children is a step in the right direction. More of these seats should be added as soon as possible. In the meantime teachers can do much in proper seating of youngsters and having the seats properly placed.
5. Better furniture could be installed in the science and commercial rooms. For the former more blackboard space is

needed.

6. Replacing some of the old compboard blackboard with slate should be done as soon as possible. This can be done by replacing a certain amount each year and thus spreading the cost over a period of four or five years.

7. More book cases are needed in all of the rooms. A farmer can afford to put ten percent of the cost of machinery into housing it. Cannot the school district do as much for its books?

Child Accounting.

a. The length of the school year in School District Number 6 is thirty-six weeks, the length of school year adopted for city systems in Nebraska. The actual number of days taught was 175 instead of 180. Three days are taken off the school calendar for teachers' convention, and two more for Thanksgiving and the Friday following.

Enrollment.

The total enrollment for the district was 289.

Table 1 gives the enrollment by grades.

Table 2.

Grade	Boys	Girls	Total
Kindergarten	0	0	
First	19	12	31
Second	9	21	30
Third	31	11	42
Fourth	15	8	23
Fifth	16	11	27
Sixth	15	9	24
Seventh	13	7	20
Eighth	8	10	18
Total Elementary	126	89	215
Ninth	12	14	26
Tenth	11	5	16
Eleventh	3	14	17
Twelfth	3	12	15
Total High School	29	45	74
Total for all grades			289

Pupils

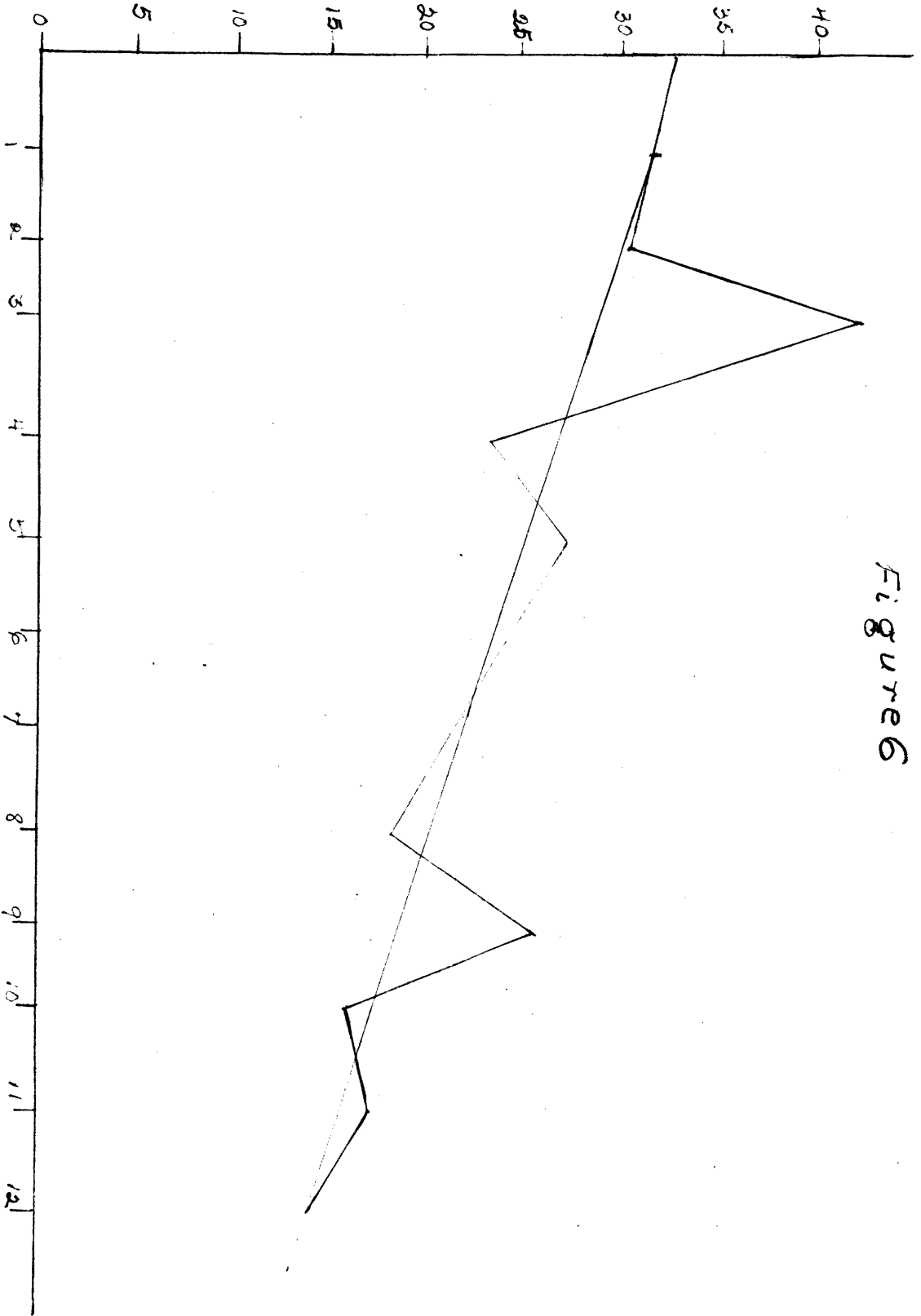
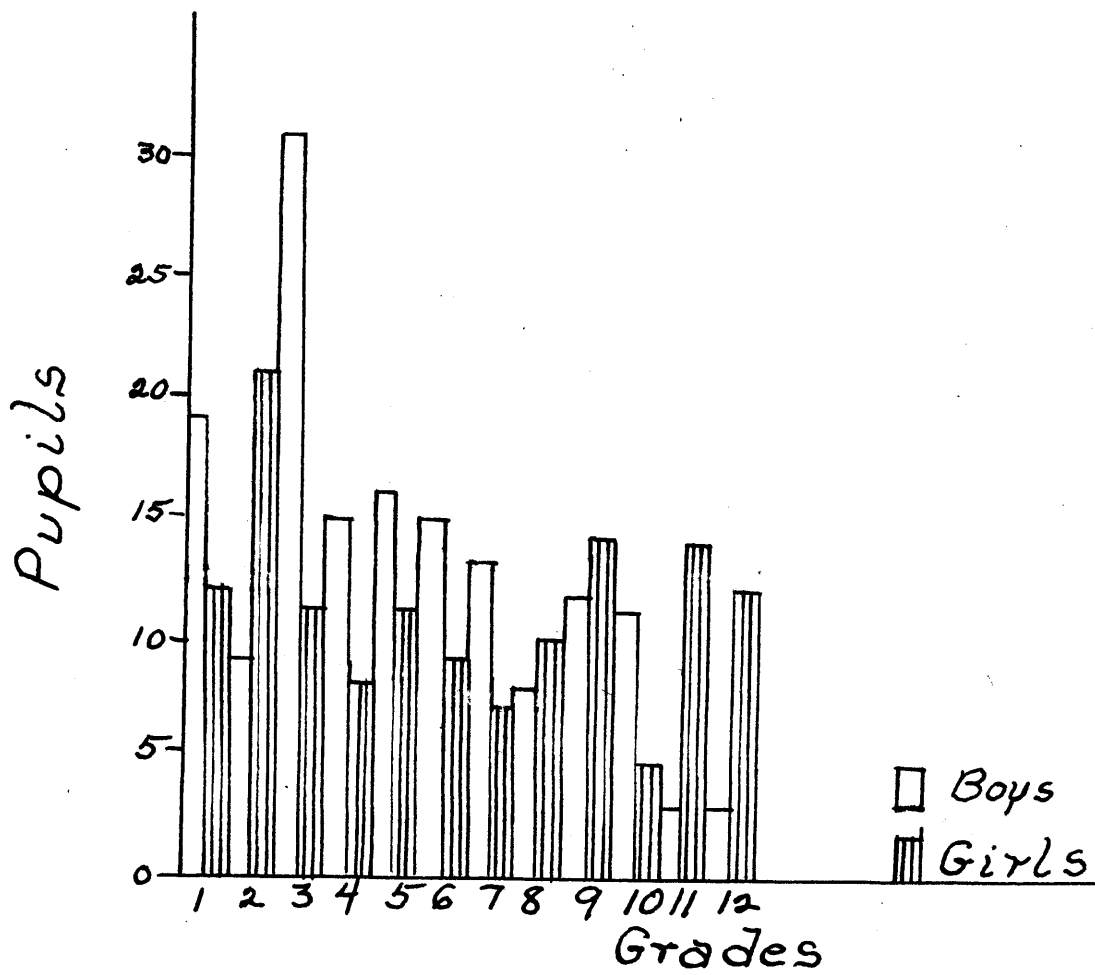


Figure 6

Figure 6.



A graph of these figures is shown in Figures 6 and 7.

A line drawn from the first grade enrollment to the twelfth grade enrollment (Figure 6) and used to represent the average decrease in enrollment will give an idea of how these grade enrollments vary from the average. A sharp increase will be noticed from grade two to three, with a decline below the average in grade four. This is rather hard to account for in any way except a fluctuation in population increase.

From grade five on there is a steady decline to grade eight, after which there is a sudden rise from eight to nine, with a sharp drop to grade ten. This sudden rise is accounted for by the entrance of "country school" children, who have passed the eighth grade state examinations into High School. Since the enactment of the county high school law, making it mandatory upon the county rather than the individual district to pay the tuition of students, who have completed the eighth grade in rural schools, the enrollment has increased slightly.

The sudden drop from grades nine to ten is due to the comparative size of the classes. Grade ten was very little larger than it is now, when it was grade nine.

A slight increase will be noted from ten to eleven. This will be found to be true year after year, the enrollment again being augmented from two tenth grade rural schools adjoining District Number 6.

This graph is merely an indicator of conditions in

the school for the year 1926-27. To get reliable figures it would have been necessary to trace the enrollment of the twelfth grade from their entrance as first graders through to graduation. Such statistics were not available.

Census.

The laws covering the taking of the census are found in Sections 6315, 6599 and 6511. Section 6599, Census, deals with duties of the school boards in taking of the census and reads as follows: "The board of education shall annually cause to be taken an enumeration of all persons between the ages of five and twenty-one years residing in the district, who shall report the same, together with such other information as required by article four of this chapter, to the county superintendent of public instruction at the time specified by law for like returns from other districts."

Section 6315 sets the time for the taking of the census at ten days previous to the annual meeting and requires further that the names of all tax payers be placed on the same list as that upon which the names of children from five to twenty-one are placed. It sets forth procedure for turning in and makes provision for cities of the first and second classes, allowing thirty days for taking the census, but states such census shall be completed by July 1. (See specimen page, Appendix).

Section 6511 deals with the duties of the enumerator, method of taking the census and methods of dealing with

crippled, deaf, blind and feeble minded persons appearing on the census. The law continues: "The name, date and place of birth, color and sex of each blind, deaf, crippled or feeble minded person thus obtained by the enumerator shall be sent by said enumerator with full name and post office address of parent or guardian of such person to the county superintendent of said county and immediately sent by the county superintendent to the superintendent of the school for the blind, if such person is blind, and to the superintendent of the school for the deaf, if such person is deaf, and all the above data shall be sent direct to the director of the state child welfare bureau."

It will be seen that no provision is made under this law for crippled or feeble minded children, although state institutions are provided for same.

Chapter 66, Article III described the method of commitment for feeble minded which is too long to quote here. Suffice it to say the commitment is voluntary on the part of the parent and the expenses of such feeble minded person must be paid by the parent or guardian at the rate of \$40.00 per month, if said parent or guardian is able to do so. In event they are not able the county from which such feeble minded person comes must pay the bill.

The writer could find no law covering crippled children.

The census as taken in our district previous to the

annual meeting in July, 1926, showed a total of 277. Of these 155 were boys and 122 girls. There were 198 of compulsory school age, that is "not less than seven or more than sixteen." Of these 107 were boys and 92 girls. There were 79 above and below the compulsory school age.

The fact that the census showed but 198 of compulsory school age and 289 were enrolled, at first sight seems strange. The explanation for this is simple. First of all, parents want to send their children to school as soon as they are five. This accounts for many under the compulsory school age. Secondly, many children attend voluntarily after sixteen, if they have not completed the High School. A third reason is that many High School pupils are non resident. Of the sixty-eight (average enrollment) enrolled over one-third were tuition pupils.

Causes of non-attendance.

The causes of non-attendance as given in the excuses which are required of the children upon their return to school were seven in number. They were sickness (under which might be included headaches, sore eyes, colds, etc.), work, visiting, injury, death of relative, lack of proper clothing (poverty).

Figure 8.

Causes and Percent of Absences.

Cause	Percent.
Sickness	56.66
Work	36.66
Lack of proper clothes*	3.3
Death of relative	.18
Injury	1.6
Visiting	1.6
Total	100.00

*The cause, lack of proper clothes, was given as a reason by two families and was investigated by the writer. It was given but once by the one family and several times by the other. The writer had considerable trouble with the mother in the first mentioned family about keeping her children in school. The desire to give the children an education was lacking more than the money for shoes.

In the case of the other family, the writer found pauperism. In spite of the plea of poverty the parents attended public dances and remained until dawn. On such occasions one of the children remained out of school.

Attendance Laws.

The Nebraska School Law requires all normal children not less than seven nor more than sixteen years of age to attend the public, private, denominational or parochial school

for not less than six months each year in which the public day schools are in session, unless such child has graduated from the high school maintained in the district or from the school maintained in the district or from a school of equal grade. In case the services or earnings of a child of fourteen are needed for his own support or support of those actually dependent upon him, the person having legal or actual charge of such child who has completed the eighth grade may apply to the superintendent or principal in the district in which the child resides in all districts except those organized under Article III, Chapter 7 of the Revised Statutes of Nebraska, 1913 (Article III, Chapter 63), (which means those organized in single, country districts under jurisdiction of the county superintendent), in which district application shall be made to the county superintendent, and the superintendent or principal may, in his discretion, issue a permit allowing such child to be employed. In case a part time continuation school is maintained by authority of the public school district, all employed children between the ages of fourteen and sixteen shall be required to attend eight hours each week during the entire school year.

Blind and deaf children from seven to twenty years who by reason of partial or total blindness or deafness are unable to attend the private, denominational or parochial schools of this state are required to attend the School for

the Blind or the School for the Deaf, until graduated or discharged by the superintendent of such school, unless such persons are being privately or otherwise educated, or unless, by reason of some mental or physical incapacity they are not subjects for admission to the Nebraska School for the Blind or the School for the Deaf.

It would seem from the foregoing, that ample provision has been made for the normal and defective childrens care. No provision is made for crippled, feeble-minded or insane children under this law. Special schools are permitted in metropolitan cities to care for these misfits, under section 6510, Special Schools.

There is a state Home for the Feeble-minded and an Orthopedic Hospital. The former is located at Beatrice, the latter at Lincoln. Commitment of persons to either of these institutions is not within the jurisdiction of school authorities.

The following sections deal with the check up methods and fines for the violation of the Compulsory Education Act. A copy of this Act with the underlined interpretations of same are sent to the parents of absentees by the county superintendent.

Nebraska School Law.

Compulsory Education.

To Parents and Guardians:

6924. Sec. 225. (a). In school districts other than city and metropolitan city school districts every person

residing within the state of Nebraska who has legal or actual charge or control of any child not less than seven nor more than sixteen years of age, shall cause such child to attend regularly the public, private, denominational or parochial day schools for a period of not less than six months each year in which the public day schools of such school districts are in session, unless such child has graduated from the high school maintained in the district in which he resides or from a high school of equal grade or if no high school is maintained in the district in which it resides, has graduated from the school maintained in the district or from a school of equal grade. In city and metropolitan city school districts every person residing within the state of Nebraska who has legal or actual charge or control of any child not less than seven nor more than sixteen years of age, shall cause such child to attend regularly the public, private, denominational or parochial day school for the entire time each year in which the public day schools of such school district are in session unless such child has graduated from the high school maintained by the district in which he resides or from a high school of equal grade. Provided, that in any city school district the attendance of such child at any time during the calendar year for a period equaling the period of regular term of school in such district within the calendar year shall be accepted as compliance with this act.

(f). It is hereby made the duty of each teacher in all of the public, private, denominational and parochial schools of this state to keep a record showing the name, age and address including the number of the school district in which said school is located, the number of days each pupil was present and the number of days absent, and the cause of the absence. On the third day on which the public, private, denominational and parochial schools are in session at the beginning of each school year, it shall be the duty of each teacher to send to the county superintendent a list of the pupils enrolled in his or her school with the age, grade and address of each, except that in metropolitan cities and cities of the first class such report shall be made to the superintendent of the city schools of such district. It is hereby made the duty of such county or city superintendent, upon the receipt of such list to compare the names of the children enrolled with the last census report on file in his office from such district, to prepare a list of all children or youth resident in such district under his jurisdiction who are not attending school, as in this act provided, and to transmit the list to the officer or officers in such district whose duty it is to enforce the provisions of this Act.

(o). Any person violating any of the provisions of this Act shall be deemed guilty of a misdemeanor and upon conviction thereof shall be fined not less than five (\$5.00)

dollars nor more than one hundred (\$100.00) dollars or be imprisoned in the county jail not to exceed three (3) months. House Roll No. 100, Session Laws 1921. Emergency.

6925. Sec. 226. In all schools in this state any superintendent, principal, teacher or member of the board of education who shall know of any violation of this act on the part of any child or children of school age, their parents or the persons in actual or legal control of such child or children, or on the part of any other person, shall within three days report such violation to the city superintendent of schools in districts having an attendance officer and in other districts to the county superintendent of schools.

The Compulsory Attendance Law requires that children between the ages of seven and sixteen must attend regularly the public, private, denominational or parochial school not less than six months each year that such school is in session. In city school districts, pupils between the ages of seven and sixteen years must attend school the entire time.

The State Department of Education rules that the six months regular attendance referred to begins with the beginning of the school year.

Children who are not exempt as provided in Sec. 225, Nebraska School Laws, MUST BE IN SCHOOL. Children attending a parochial school must attend such school the time equal to that required by the public school. Attending a parochial

but one or two days each week does not meet the requirement.

WORKING AT HOME DOES NOT EXEMPT THE PUPIL FROM ATTENDING SCHOOL. Any person violating any of the provisions of the Compulsory Attendance Law is subject to a fine of not less than \$5.00 nor more than \$100.00 or be imprisoned in the county jail not to exceed three months.

Notice the first underlining. The county superintendent classifies the school system of District Number 6 as a city system. It is doubtful if this interpretation would stand before a court of law. No one has questioned her interpretation thus far and it helps keep pupils in school.

Enforcement of Attendance Laws.

Section 6509 provides that "Boards of Education in metropolitan cities and cities of the first class shall appoint one or more attendance officers who shall be vested with police powers and shall enforce the provisions of this law in the districts for which they severally act. In each county of the state the county superintendent of schools shall appoint one or more attendance officers who shall be vested with police powers and shall enforce the provision of this act in districts other than metropolitan cities and cities of the first class."

The attendance officer of Keith County is the county sheriff. Paxton and Sarben Schools, District Number 6, have no other officer. The above mentioned section provides that

"this county attendance officer shall be compensated by the county board upon recommendation of the county superintendent of schools, to be paid out of the general fund of the county." The sheriff draws no salary in Keith County but does get paid mileage for this work. The county superintendent states he does only fairly well. If he is busy with his other official duties, it is not to be wondered at that he does not enforce the school attendance laws.

Method of Checking Up.

Chapter 63, Article XX, Section 6508 d. provides that "On the third day on which the public, private, denominational and parochial schools are in session at the beginning of each school year it shall be the duty of each teacher to send to the county superintendent a list of the pupils enrolled in his or her school with the age, grade and address of each, except that in metropolitan cities and cities of the first class such reports shall be made to the superintendent of the city schools of such district." The county or city superintendent is then supposed to check this list against the census for that district and prepare a list of all children and youth who are not attending school and to transmit the list to the attendance officers.

This list was properly sent in to the county superintendent from our school. The local superintendent did not check this up. It is doubtful if the provisions of the law

were carried out in other respects for the children of the beet workers did not attend until November.

At the end of each week each teacher must report all absences and causes for same. In addition each teacher reports at the end of each month, upon proper blanks, the name, age, address of each child enrolled, and shall also show the total number enrolled, the number belonging on the last day of the month, and the average daily attendance for the month to the proper superintendent. In case of a one-teacher rural school this report goes directly to the county superintendent, otherwise to the local principal or superintendent.

This procedure has not been strictly adhered to in the Paxton and Sarben Schools. Up to the last year these reports had all been sent directly to the county superintendent, without the local superintendent ever seeing them. Furthermore, they were sent each six weeks rather than each month. This arrangement had been entered into by the local superintendent and the county superintendent. The present superintendent has the teachers make out all of the county reports in duplicate, forwards one copy to the county superintendent, and retains one copy for the school files.

Division (e) of Section 6508 further provides that "Whenever a child shall enter or withdraw from any school after the third day in which school is in session it shall be

the duty of the teacher to transmit at once the name of such child to the county or city superintendent-----who shall use this information in whatever way he shall deem necessary for the purpose of enforcing this act." This part of the section has never been required by the county superintendent or the local superintendent. Furthermore, in only two instances, where families have moved into the school district has the local superintendent received notice of same from the superintendent of the school from which they came. If all superintendents of consolidated, village and city schools, as well as county superintendents, would cooperate children could be kept in school more than they are now.

It is the duty of the county superintendent in our county to turn over a list of non-attendants to the sheriff, who as attendance officer, is then supposed to handle the situation. Instead, she has written the parents warning them of the violations and sent them a copy of the law (see copy sent Pages 24 to 28--Nebraska School Law) with specific violations of same underscored. The only valid excuse for absence is sickness or injury of some kind. Work is not an excuse.

If parents do not heed notice sent the county superintendent then turns the case over to the sheriff. It took considerable persuasion on the part of the local superintendent to get her to do this. According to law, as mentioned before, the sheriff, as the attendance officer, should handle the cases

after they are reported to him. The law states that after he has done all service in his power to compel the child to attend some public, private, denominational or parochial school which the person having control of the child shall designate, he shall serve written notice upon the person violating this act warning him to comply with its provisions." If he shall fail to comply with the provisions of the law within one week after notices are given, the attendance officer shall file a complaint before the judge of the juvenile court of the county (county judge) charging such persons with violations of the provisions of this act. It is provided that in case the person complies with the law upon receipt of notice from the attendance officer, and shall later violate the law, no notice is necessary but complaint may be filed at once.

The county superintendent informed the writer that in case of refusal of the sheriff to act, there is a provision in the law by which the case is taken up directly with the juvenile judge, who is also county judge. As yet she has not resorted to this measure.

The present county judge also acts as probate judge. Furthermore he is an undertaker. This gives him enough work to do. Hence it is easy to understand why he does not care to assume any more responsibilities.

Effect of Health Supervision on Attendance.

At the time the writer outlined the things which he

wished to investigate he hoped to get some data on this point. However, no method of health supervision is used. No school nurse or doctor is employed, neither is there a County Red Cross nurse. Some years ago Keith County had such a nurse as a war measure, but the people had evidently not been satisfied with the work, feeling that the results did not justify the cost, so her services were discontinued. Since there is no health supervision, it can have no effect on attendance.

Transportation as a Factor.

No records for an objective study of transportation as a factor affecting attendance were available. Such general information as was available was used.

The transportation system consists of two motor busses and one Ford touring car. The vehicles are privately owned. Contracts are let to the persons making the lowest bid for a route, provided that they are responsible parties. The Board of Education carries liability insurance on all the children and members of the school faculty and janitors.

The busses pick the children up at their door under terms of the contracts. The drivers have been prompt in delivering the children at their respective school houses in ample time for school. All children east and south and not west of Sarben, enrolled in the elementary school are delivered to the Sarben school. All of the High School children and those children registered in the Elementary School living

between Sarben and Paxton are brought into Paxton. No child that resides within the school district travels over six miles each way, per day.

The busses travel in all kinds of weather and missed but two days of the entire year. On these two days a blizzard raged and the roads were blocked. Every effort was made to open the roads as soon as the blizzard subsided.

From the foregoing it would seem that transportation would tend to increase the average daily attendance. The Indiana Rural Survey Committee concluded from their investigations, however, that transportation did not increase the average daily attendance. For this reason, and because there was no objective data available, no definite conclusion can be drawn. A further study is necessary in order to get accurate figures. In order to do this it would be necessary to compare District Number 6 with some other district of its size, or large enough to get percentage of attendance comparisons.

The Cost of Non-Attendance.

The cost of non-attendance is a factor that is hard to estimate. The school district furnishes the teachers, buildings and teaching material. Every day a pupil is not in his seat some money is wasted, for the pupil is not there to get his share of the instruction. The total cost of operating the school for the past year was \$19839.11. There were 289 pupils enrolled. This is \$66.57 per pupil, based on the

total enrollment. School was in session 175 days. The cost per day per pupil then was 47.2¢ per day. This means then that every day a pupil is not in his seat there is a waste of 47.2¢ of the funds provided by the district.

It may be argued that when a pupil is not present, he does not use materials. The saving in instructional material such as chalk is very slight. Teachers' and janitors' salaries go on just the same. The greatest cost of instruction is the teacher's salary. Then too, the cost of heating the building is the same, whether heated for 100 or 120 pupils.

Based on the figures of the average daily attendance, which was 217.26, the waste was \$4775.73. Of this, sickness, the only legal absence, was responsible for approximately 57 percent, or \$2712.17. Adding to the 57 percent the excuse for injury and death of relative we have 59.78 percent unavoidable loss of time; 41.22 percent of the time need not be lost. In money wasted for avoidable loss of time we have \$1968.56.

Waste of Teachers' Time.

There is a second waste which is hard to estimate in money value and that is the waste of the teacher's time. The children of the Mexican beet workers are the causes of the greatest amount of this waste. They do not come to school until the beet harvest is over. This means they do not enroll until November 1 - 15. The other children have

had two to two and one-half months of school work. These children of Mexican beet workers are seldom able to learn as well or quickly as the rest of the school. The result is that teachers spend a great deal of time, both in and out of school hours, trying to help these children catch up. They are a drag on the rest of the class. This condition is made worse by their remaining out on the slightest provocation. Teachers are nearly distracted by this.

Frequent reviews are necessary to clinch points for children. When pupils have not had a first view more time must be spent on them than the rest of the class. When pupils remain away from school they also waste the teacher's time by not having their assignments prepared. Teachers lose time by trying to get responses from these pupils only to find out they have not prepared the assignments, either because they were not present when the lesson was studied, or neglected getting the assignment after they came back.

To summarize the teacher's time is wasted by (1) late enrollment, (2) slowing up the class work, (3) using more time for reviews than necessary so that all the class will have a first view, (4) wasting the class time through not having prepared assignments due to absence.

Waste due to Repeaters.

Many of the pupils who are absent a great deal lose interest in their work. Others are unable to catch

up. These two causes account for the failure of many children. This means a loss of \$68.59 on the average to the district for each child that repeats, probably about \$55.00 for each grade child.

Social Waste.

Psychologists tell us that it is a bad thing for a child to repeat a grade. Repeating a grade several times soon leads to the formation of the failure habit. If a child has failed several times he soon becomes too large, physically, for his grade. Soon he does not care to come. When attendance laws are not enforced, or poorly enforced, it is easy for him to remain away from school. This becomes habitual. He gets behind the rest of the class, loses interest, and fails again. This continues until he reaches the compulsory age limit, when he ceases to come altogether.

These children are poorly equipped to take up the battle of life. Their education is so meagre that they can hardly work at anything but unskilled labor. This work is not of a nature to hold their interest for long. They get tired of the monotony and soon quit their job to take up another not very much different from their former job. This continues until they become drifters who work only occasionally and are out of sorts with the world in general. It is but a short step from here to criminality.

Conclusions and Recommendations.

1. Enrollment by grades shows a considerable variation. This is marked in High School. Few boys are found above the tenth grade. It would be a wise thing for superintendents to watch this from year to year and discover causes for this condition. The writer making this investigation strongly suspects a faulty curriculum, both in High School and in the upper grades of the elementary school. Dewey's conception of school as "life" rather than the old idea of school as a "preparation for life" as a background would help in preparation of a better curriculum.

2. The Board of Education has shown a fine spirit in accepting students from other districts for enrollment in High School. This policy will necessarily mean an enlargement of High School facilities, and that very soon.

3. Taking of the census should be very carefully done, since the apportionment of the state fund is based on the census.

4. Parents should be made to appreciate the value of keeping children in school every day possible. This is especially true in case of pupils who are not strong students. Avoidable waste of money due to absence to the extend of \$1968.56 is out of all reason for so small a system.

5. A better system of enforcing attendance laws should be devised. Employment of a truant officer would not

be practical, but the Paxton janitor or town marshal might be employed on a basis of a certain sum per case. Cases could be tried in the local justice of peace court.

6. Some method of health supervision should be devised. As a first step a physician should be employed to make the examination. Interesting local clubs or Parent Teacher Associations in cooperating with other towns in the county in employment of a county nurse is a goal toward which to strive. Promotion of health projects in the Paxton school is to be commended, but this work can not be expected to take the place of adequate health supervision.

Teachers.

General Information.

The things of general interest regarding teachers which were investigated were (1) pupils per teacher, (2) grades per teacher, (3), extra curricular activities.

Pupils per teacher.

Paxton School.

Enrollment by rooms.	No.
First and Second	40
Third and Fourth	40
Fifth and Sixth	35
Seventh and Eighth	32
Total	<u>147</u>
Average per teacher	36.75

Sarben School.

Enrollment by rooms.	No.
1, 2, 3,	25
4 - 7,	<u>16</u>
Total	41
Average per teacher,	20.5

Table.

Total for Paxton and Sarben grade schools,	188
Average for Paxton and Sarben grade schools,	31.66
Net enrollment for high school, 9 - 12,	68
Pupils per teacher	17
Total enrollment for system	256
Pupils per teacher	25.6

The data given in tables is based on the average enrollment in each room. It will be seen that the teachers in the Paxton grade school are as an average carrying about the maximum load for a teacher to carry and get good results, while the Sarben teachers are not. The pupils per teacher in high school seem low. The superintendent teaches half time and if 3.5 teachers are counted the average rises to 19.43.

Grades per Teacher.

In the Paxton school the grade teachers each teach two grades, while at Sarben the average is 3.5 grades and for both Paxton and Sarben grades the average is 2.5. This will vary from year to year. The Sarben school usually handles

grades one to eight inclusive.

Extra Curricular Activities.

Extra curricular activities required of teachers were limited to play ground supervision and in case of the fifth and sixth, as well as the seventh and eighth grades, the teachers of these rooms were required to see that their children left the gymnasium floor at the proper time. The seventh and eighth grade teacher went further and coached his boys in basket ball.

The principal of the high school, a woman, had charge of girls' athletics, and the commercial teacher had charge of boys' athletics. The high school principal also coached the seventh and eighth grade girls' basket ball, of her own volition.

Each high school teacher, including the superintendent acted as class sponsor. It is customary for the Junior and Senior sponsors to coach the class plays of their respective classes. The superintendent acted as Senior sponsor, which required too much of his time and attention. His duty is to the whole school and not to one class alone.

Most of the teachers showed a willingness to go beyond their class room activities as far as the school was concerned. Some took considerable interest in community affairs. Others did not, because they spent their week-ends elsewhere. Table 1 shows the extra curricular

activities teachers engaged in.

Table 1.

Extra Curricular Activities	Frequencies			Percent		
	Men	Women	Total	Men	Women	Total
Teaching Sunday School,	1	1	2	10	10	20
Other Church Work,	1	2	3	10	20	30
Boy Scouts	1		1	10		10
Campfire Girls		1	1		10	10
Plays and Entertainments	1	7	8	10	70	80
Junior Senior Banquet,		1	1		10	10
Sponsorship Classes,	2	2	4	20	20	40

Table 2.

Residential Status of District Number 6 Teachers.

	Frequencies			Percent		
	Men	Women	Total	Men	Women	Total
Living in community						
where teaching,	2	5	7	20	50	70
Living in another community						
or town,		3	3		30	30
Out of town over week end,		4	4		40	40
In Town over week end,	2	4	6	20	40	60

Salaries.

Table 3

Salaries of Paxton and Sarben Teachers.

School	No.	Yearly Salaries.		Total
		Men	Women	
Sarben (1 - 8)	2	\$	\$ 900.00	\$1800.00
Paxton (3 - 8)	3	900.00	900.00	2700.00
Paxton (1 - 2)	1		975.00	975.00
High School	2	1350.00	1350.00	2700.00
H. S. Principal	1		1575.00	1575.00
Superintendent	1	1900.00		1900.00
Total Salaries earned				11650.00
Average, grades,				918.75
Average, High School,				1350.00

Comparison with Locality Averages.

Table 4 shows the salaries of teachers earned for 1926 - 1927.

Table 4.

Salaries Earned, Keith County Rural Teachers.

	Per Month.	Per Year
Highest	\$116.66	\$1459.94
Lowest	75.00	685.00
Average for Men	95.00	855.00
Average for Women	79.12	712.08
Average for all	83.00	747.00

This is the average of 46 rural and 13 village schools of Keith County.

The figure, \$918.75 for grade teachers, shows the Paxton and Sarben grade teachers better paid than the average rural school teacher, \$747.00.

Comparison with two adjoining towns shows Paxton salaries about the same as Sutherland and Ogallala with the exception of the primary teachers (grades 1 and 2). Both Ogallala and Sutherland pay their primary teachers \$1000.00 a year.

High School Comparisons.

Table 5.

Salaries in two year rural High Schools in Keith County, 3.

Average for men,

Average for women, \$95.366

There are but three of these in the county.

The next schools considered were those of towns and villages in Keith County. The following table shows the figures.

Table 6.

Monthly Salaries of Town and Village Schools, Keith County,

1926 - 1927.

Averages	No.	1926-27.	No.	1925-26.
Average for men,	4	165.204	4	155.205
Average for women,	7	114.8675	4	91.924
Average for all,	11	132.8582	8	114.935

The table shows that Paxton is well above the average for the county. Paxton High School teachers receive \$150.00 a month compared to \$132.85 for the rest of the county.

Comparison with the State Average.

Table 7

Average Yearly Salary in High Schools of Nebraska.

Average	City and Village.	Rural
Men	\$1977.52	\$997.24
Women	1325.59	797.59

No information is available on this point, but the writer believes that principals' and superintendents' salaries are added in with those of the rest of the teachers, especially in smaller schools, to obtain these averages. Comparing the salary of the Paxton High School teachers we have \$1616.66 for men as compared with \$1977.52 for the state, and \$1462.50 for women compared to \$1325.59.

Table 8.

Four Teacher Four Year High Schools.

		Schools Enumerated
Median, 1925 - 1926	\$1256.84	43
Median, 1926 - 1927	1230.77	37

Table 9

All Classes of Four Year High Schools.

Median, 1925 - 1926	1352.45
Median, 1926 - 1927	1363.84

Table 10

Superintendents' Salaries in Four Year High Schools.

		Schools Enumerated
Mean, 1925 - 1926	\$1925.00	43
1926 - 1927	1925.00	37

All figures quoted are taken from Twenty-ninth Biennial Report of the State Superintendent, January 8, 1925 to January 6, 1927.

Grade Teacher Comparisons.

Table 11

Salaries of Elementary Teachers of Nebraska.

Sex	No.	Salary	
		1925 - 26	No. 1926 - 27
Men,	438	741.27	438 797.24
Women,	6529	732.93	6938 742.88

This shows a favorable comparison of Paxton and Sarben teachers' salaries with figures given in Table 11. For men District Number 6 has \$900.00; women slightly higher, due to the primary teacher getting a higher salary. No state comparisons with systems of a similar size were possible because no classification was made in the Twenty-ninth Biennial Report.

Salary Schedule.

There was no salary schedule adopted until this spring when the following regulations for hiring teachers

were adopted.

Regulation Governing Employment of teachers.

Eligibility.

1. Teachers of elementary grades must meet the following requirements:

a. Graduation from a two year course in an approved normal school or completion of two years of college or university with special attention to preparation for teaching.

b. Two years of successful teaching experience. (This regulation may be waived in case of an emergency).

2. Teachers of academic subjects in High School must meet the following requirements:

a. Graduation from an approved college or university four year course with special attention to preparation for teaching.

b. Preferably one year of successful teaching experience in high school.

3. Teachers of non-academic subjects shall be eligible to teach provided their preparation and experience meet the approval of the Board of Education.

Sick-Leave Allowance.

Teachers will be entitled to five days sick leave within the school year without loss of pay, provided this

illness can be properly certified to. Teachers absent on account of the death of an immediate relative shall be entitled to be absent three days without loss of pay.

Method of Paying Salaries.

Salaries will be paid in ten equal installments. The first installment will be paid on the second Friday after school opens, and the succeeding installments on the corresponding date of each succeeding month.

Basis Upon Which Salaries of New Teachers Will be Determined.

Years Experience	Grades	High School
1	\$900.00	\$1250.00
2	925.00	1275.00
3	950.00	1300.00
4	975.00	1325.00
5	1000.00	1350.00

In order to profit by this schedule teachers are expected to attend summer school at least six weeks every other summer. Teachers will be paid their \$25.00 increase with their first salary installment upon presentation of credits earned along the line of subjects taught.

All applications should be accompanied by a small photo in case a personal application is not made.

Training and Experience.

Information blanks were handed to teachers and they

were asked to fill out the same. All of them responded and filled them out.

Table 12

Training of Grade Teachers Above High School.

Weeks	Sem. Hrs. Credit	Frequencies		
		Men	Women	Total
14	20		1	1
18	18		1	1
25	20	1		1
30	25		1	1
36	27		1	1
72	64		1	1

The average number of weeks spent for all grade teachers was 32.5, while the credit earned averaged 29 semester hours. A wide range in the training taken will be noted, the teacher having the greatest amount of training in weeks showing three times as much as the one taking the least.

No tabulation for High School teachers was made. Regulations for High Schools accredited by the University require that at least fifty percent of the teachers have degrees. Three of the four Paxton High School teachers have degrees. The commercial teacher has earned ninety semester hours.

Table 13

Experience of Teachers Incl. 1926 - 1927.

Frequencies.

Months	Men	Women	Total
27	1	1	2
35		1	1
36		3	3
61		1	1

As in the training, so in experience, there was considerable variation, twenty-seven months being the least while sixty-one months the most, with an average of 38.5 for all grade teachers.

High School Teachers.

No tabulations were made. One teacher taught her first year. The commercial teacher taught two years, both in this system, and the superintendent three years, with one in the system. The High School principal has taught about twenty years, four of which were in this system.

Table 14 is a classification of the years of experience of the teachers employed in this system.

Table 14.

Experience of Elementary Teachers.

Years Exper.	One Room Rural			Two Room Rural			Consolidated		
	Women	Men	Total	Women	Men	Total	Women	Men	Total
1	2	1	3	1		1	1	1	2
2	1		1				1		1
3	1		1				3		3

Over 4

Tenure.

Table 15 shows the number of years teachers have taught in their present positions.

Table 15

Years in Present School System.

Number of Years	Frequencies		
	Men	Women	Total
1	2	1	3
2	1	2	3
3		2	2
4		2	2

Over 4 years

Table 16 shows what teachers will do next year.

Table 16

Status of Teachers for Next Year

	Men	Women	Total
Continue in present position	1	5	6
Teach elsewhere	1		1
Leaving profession - married		2	2
Will not teach or attend school	1		1

Table 17 shows the reasons for changing from former school to present.

Table 17
Reason for Changing from Former Position.

Reason	Frequencies		
	Men	Women	Total
Better school in which to teach		2	2
To be nearer home		3	3
More prestige in getting better position	1		1
Better salary		1	1
Professional advancement	1		1
First experience	1	1	2
Total			10

Four teachers are leaving our system next year. The commercial teacher and coach is accepting a better position in a Junior College in similar work. The seventh and eighth grade teacher is leaving the profession because he says it is too hard on his nerves. Two of the teachers are going to be married, one definitely leaves the profession, the other is going to school in the Junior College where her husband teaches. She expects to prepare herself for High School work.

How often have teachers been replaced in the last ten years?

Statistics for this information were meager and incomplete, but these were obtained from the county superintendent.

Table 18

Tenure of Teachers Employed in Past Ten Years

Number of Men Years	Frequencies			Percentages		
	Men	Women	Total	Men	Women	Totals
1	1	14	15	2.5	35.0	37.5
2	1	15	16	2.5	37.5	40.0
3		3	3		7.5	7.5
4		5	5		12.5	12.5
Over 4		1	1		2.5	2.5
	2	38	40			100.0

While these figures are not wholly reliable they indicate tendencies. From this table we see the greatest number and percent of teachers have remained two years, while the next greatest number and percent taught but one year. The next shows 12.5 percent remained four years, 7.5 percent three, and 2.5 percent over four years.

Some of the reasons for leaving could be ascertained in a general way but not with enough accuracy to classify. Among these were failure to renew certificate, poor discipline, marriage, and better opportunity elsewhere.

In sounding out the sentiment of the school board members, the writer found out that some of them do not believe in retaining a teacher too long because children become too well acquainted with her, and disciplinary problems for that teacher result. This reason should have little weight in

employing teachers.

Since there has been no salary schedule and teachers have been paid very little better in this system than in country schools, the writer suspects that teachers have left because better salaries attracted them elsewhere.

How Many Superintendents in the Last Ten Years?

Why did They Leave?

Three superintendents have been employed in the last ten years. The first of these remained in the position eight years; the next man but one; and the following man two years. Superintendent Number 1 left because he was not elected. In his eight years of service he had incurred enough enmities and opposition to cause him to fail of reelection. He is a fighter and would rather fight than to mold opinion in his favor. Opposition to raising standards of the school was one of the immediate reasons given for not rehiring him.

Superintendent Number 2 left because of failure of reelection. The reasons for this were two. First, he opposed the patrons in their desire to have a teacher discharged by the Board of Education. Later he became involved in an amour with a High School girl, in spite of the fact that he was a married man. This simply disgusted the community with him, and some of the younger generation expressed their disapproval by an attack with rotten eggs as weapons. From the record that this gentle-

man kept in this school, the writer is convinced that this man knew his business but simply forgot his sense of proportion, if he ever possessed any.

Superintendent Number 3 was a very popular superintendent the first year he held his position, but the second year he had outside interests that made his interests in the schools' welfare wane. The people were quick to sense this, and for this reason and the fact that he could not get along with his High School principal, the Board of Education did not elect him again.

Qualifications of These Superintendents.

Superintendent Number 1 was a man who had had about sixty-five college hours of work. Superintendent Number 2's qualifications were not able to be ascertained. A former old board member said that he was too professional for the community and was too far ahead of it all the time. Superintendent Number 3 had an A. B. degree and was possessed of good leadership qualities. He was, however, very hot tempered and he and the High School principal quarreled continually, often before the students.

Why Teachers are in the Profession.

The teachers for the most part are in the profession because (1) they wish to earn a livelihood, and (2) some because they like their work. Many of the teachers have been in the profession four, one of them six, and one over twenty

years. Nearly all of these teachers are splendid instructors.

Professional Consciousness.

Attitude toward work.

Some of the teachers show a professional attitude and evidence a keen interest in their work. Most of the teachers in the system needed to be encouraged in this attitude because they had not been properly stimulated in this direction. Some of them did not respond very well, but these are leaving the profession which will be a good thing for the profession, and especially for the school.

Attendance at Summer School.

This has not been made compulsory until this year, when a salary schedule was adopted. One of the requirements of this schedule is attendance at summer school at least six weeks every other summer to get the salary increase provided for in the schedule.

Since the teachers had not been required to go to summer school some had neglected to do so. Four teachers of the ten have not attended since 1924, two since 1925, and the rest have attended at some time with the exception of one who has taught her first year since completing her college course.

Attendance at Association Meetings.

Superintendents and Boards of Education have not insisted upon teachers attending State Teachers' Association meetings. The present superintendent had to sell them the

idea, and had considerable difficulty in so doing. There is no way of checking up on teachers to see if they attend, further than being able to determine if they register. According to law no teacher can draw her salary for the time that she has attended convention unless she has registered. All but one of the teachers registered and most of them gave evidence of having attended some of the more important meetings. The state is divided into six districts and a teacher has the right to attend where she wishes. Four of our teachers went to Lincoln, where District Number Two met.

Method of Hiring.

The superintendent recommends the teachers, and the Board of Education hires them. Two candidates for each position are selected by the superintendent, according to provisions in "Regulations Governing Hiring of Teachers", page 47, and their names are presented along with their qualifications to the Board of Education. They vote upon the candidates and the one receiving the most votes is hired.

Sources for getting in touch with teachers.

Commercial agencies are not used by the present superintendent for getting in touch with teachers. There are a number of church colleges in the state, about ten all told. There is a State University and four State Normal Colleges. We used the University of Nebraska's Department of Educational Service, as well as the placement bureaus of Wayne and Kearney State Normals. One teacher was secured from Midland College, the Lutheran College located at Fremont.

Qualifications.

Up to this year the minimum qualifications required by law were used as a basis for hiring teachers. This year, however, the superintendent was able to persuade the Board of Education to adopt a higher standard of qualifications. (See Regulations Governing Hiring of Teachers, page 46.)

In High School all teachers of academic subjects must have degrees. Commercial teachers need not have as high qualifications, but must have at least two years of college work, with three preferred. In the Elementary School a teacher must have had at least two years of college work(sixty semester hours) and two years of experience is preferred. As mentioned above, the Superintendent recommends, and the Board of Education hires the teachers.

Conclusions and Recommendations.

1. Paxton elementary teachers seem to be carrying a heavy teaching load, while Sarben teachers carry a light teaching load. When grades per teacher are considered, the load is more evenly balanced. In other words the Sarben teachers have more grades per teacher, while the Paxton teachers have more pupils per teacher. A division of grades one and two, putting a teacher in charge of each grade as contemplated by the Board of Education is to be commended.

2. Teachers of the Paxton and Sarben Schools for the

most part show a willingness to assume extra curricular activities for which they are to be commended. It would be well to have more teachers in the system who will make the town in which they teach their homes.

3. Salaries paid teachers seem to compare favorably with those paid rural teachers, those of adjoining towns, and the state in general. The scale of comparison is the average. If standards for hiring are raised salaries should be raised correspondingly. Elementary teachers should be paid up to \$1100.00, High School teachers up to \$1400.00. The High School principal should receive \$1500.00, and the superintendent \$2400.00. Better teachers would be obtained and could be retained for a longer period of time. As the situation now stands, the Paxton and Sarben system is training teachers who leave to teach where the salaries are better.

4. A misconception seems to exist regarding the duties of a superintendent in this as well as other smaller systems. The duties as conceived seem to be to teach and take part in sponsoring some forms of extra curricular activities and do some office work. This conception is indeed erroneous.

The superintendent's chief duty should be to supervise. In addition he should be an organizer and an executive. The opinion of the Boards of Education seems to be that teachers need no supervision. As an organizer he should have

time to study the needs of the community, foresee its future development, plan courses of study, classify pupils, select text books, apparatus and supplies.

As an executive he should carry out policies formulated. By law and the regulations of the Board of Education he has little authority. The Board of Education would do well to give the superintendent a freer hand in conducting the affairs of the school, and the superintendent reciprocate by showing himself to be worthy of this trust.

5. No definite conclusions can be drawn regarding the tenure of superintendents and factors affecting same more than this, "Superintendents are responsible for their tenure".

6. The method of selecting and hiring teachers is to be commended and is in accordance with principles laid down by Cubberly and other educators of note.

The County Superintendent in Relation to the School.

The powers of the county superintendent are limited. She acts in an advisory capacity, not having authority to do much beyond seeing that standards are kept up. Teachers are required to register their certificates with her.

The attitude of the county superintendent has been of a helpful and a sympathetic nature. She has been willing to cooperate in the enforcement of attendance laws. She wrote a number of letters to parents of non-attendants and has done much in the way of keeping children in school. She cannot do

much unless the sheriff will enforce the attendance laws strictly. He does not seem to take much interest in their enforcement. It is possible to fine the parent or guardian, no less than \$5.00 and no more than \$100.00 for failure to keep their child or children in school.

The qualifications a county superintendent must have according to law is a Third Grade Elementary Certificate, which is the certificate that pupils taking the Normal Training course in High School get. The present superintendent has a Grade City State which is the next higher type of certificate, and has had enough more work to entitle her to a second grade elementary certificate.

Conclusions and Recommendations.

1. Powers of the county superintendent are limited. In relation to this system these powers are largely advisory, but certain standards must be kept up. The attitude of the present incumbent has been helpful in every way and is to be commended.
2. Qualifications for this position are too low for the conceptions of what a county superintendent should be, but are perhaps high enough to supervise the one room rural school.
3. Election of a county superintendent should be abandoned and the superintendent selected by a county board of education, who may go anywhere to secure a superintendent. Qualifications and the salary could then be raised and the

powers of the superintendent increased. When a superintendent gets as little salary as the superintendent of Keith County does and is elected politically, little can be expected in truly professional work or enforcement of attendance laws. At present the county superintendent can have time for little more than clerical work.

Health Supervision.

Legal requirements.

During the first month of school teachers must examine pupils and report to the county superintendent, who is the secretary of the county board of health. In a city system the Board of Education may employ a physician to make examinations, or may employ a health nurse for this purpose.

How legal requirements are met.

Since no health nurse or physician is employed by the Board of Education, the teachers should have made the examination. All of the teachers felt they were not capable of making these examinations. The superintendent agreed to assist the teachers, but found it necessary to examine the children himself, with the teacher as assistant. Results are recorded on blanks provided by the county superintendent. Teachers make a copy of these in their registers and send the blanks to the county superintendent.

Slips showing defects found and suggesting corrections that should be made were sent home to parents. No check

was made to see if corrections were made.

Examination of High School pupils was not made for two reasons, namely: (1) it was assumed corrections such as removal of tonsils had been made in grades; (2) the superintendent and principal could ill afford the time required to make the examinations; (3) the county superintendent was not concerned with the High School and did not insist upon examinations.

Hygiene.

Because there was no health supervision the idea of developing some form of health supervision was suggested to the elementary teachers by the superintendent. Most of the teachers responded in an enthusiastic manner and a number of health projects were developed in connection with the teaching of hygiene. Literature and charts of the American Tuberculosis Society were used by two teachers and materials furnished by the Junior Home Magazine by another teacher. A brief description of two of these projects is given in the following pages.

Webster has defined hygiene as the science of the preservation of health. Could a better way to preserve health be devised than by establishing proper health habits?

Health Projects.

The primary teacher carried on a candy project in which she combined the teaching of health and number work. The children reported each day the amount and cost of candy

eaten and when. Figures showing the value of candy eaten were recorded on the blackboard and made the basis of number work. Then the eating of candy was discussed from a standpoint of its effect on health.

The third and fourth grade teacher used charts, literature and other materials furnished by the American Tuberculosis Society. Weights of each child were checked every three weeks. Each day, during the hygiene period, every child checked his "health chores" for the day. This was continued for a period of nine weeks, then another set of habits was concentrated upon. If a child kept all the rules by practicing his "health chores" for nine weeks he received a pin from the Society as a reward.

The teacher of the fifth and sixth grades started a Health Club as outlined by the Junior Home Magazine. A few health habits were started and emphasized for a month, then a new set were used. Each pupil who carried out the program obtained a button. The purpose here, as in the third and fourth grades, is the establishment of health habits.

In addition to the foregoing, health contests were conducted in the fifth and sixth grade room. The room was divided into two groups, each with a leader. Inspectors were appointed. Each morning and noon the inspectors of one group examined pupils of the other for combed hair, clean faces, necks, ears, hands and finger nails. Then reports were given

and scores kept on the results of the inspection. A score was kept of these points daily and a winner declared each month. It was interesting to see how the boys of the room took an interest in this. Boys of this age are prone to neglect such things because they think anyone who bothers is a sissy. Not so in this room. They took pride in being clean.

Physical Education.

No definite physical education program is given in the grades. The exercise taken is done so merely as play. There is a very keen interest in basket ball. A definite time is allotted the fifth and sixth grade and the seventh and eighth grade rooms. The former are allowed a forty minute period, while the latter a fifty minute period twice a week.

Physical education is not compulsory in High School due to the small gymnasium provided. No formal physical exercise program is used. In the fall and winter basket ball is played and in the spring track work is taken. The boys have a man, the girls a woman for coach. No objective measurements are possible as to the results derived.

The girls' coach gives some lectures upon hygiene to the girls, while the boys' coach gives a few on training diets. The school has been noted for its athletic prowess for some time. The girls' basket ball team has lost but three games in the past three years. The boys' team did not make much of a showing the past year, but previous to that have made a cred-

itable showing. A team of former Paxton High School boys won the District Amateur Championship of the state this year and were runner-up the previous year.

Conclusions and Recommendations.

1. Some method of health supervision should be devised. Employment of a school physician to make the health examinations is suggested as a first step. Working with other districts and towns for employment of a county health nurse should follow this as the next step.

2. Teachers are to be commended for the type of health supervision they developed through projects. This cannot take the place of real health supervision.

Sources of School Revenue.

The receipt of monies from various sources is listed below. All the various sources are listed. Figures are taken from the "Fiscal Statistical Report of the Secretary of the Board of Education to the County Superintendent of Public Instruction."

Table 19

1. Income from permanent funds		
2. Income from school lands	State Apportionment.	740.41
3. Appropriation from general funds		
4. Federal Allotment for vocational education (paid through the State)		
5. From taxes		16394.59

6. Tuition from other districts	234.00
7. All other revenue receipts (fines, penalties, gifts, bequests, contributions, rents, interest, tuition from patrons only, etc.)	<u>30.90</u>
Total revenue receipts (1 to 7 inclusive)	17389.90

8. Non revenue receipts.

- (a) From loan and bond sales
- (b) From sales of property and proceeds
of insurance adjustments
- (c) Other non-revenue receipts

9. Balance on hand from previous school year,	<u>62.97</u>
Whole amount available for use during year,	17452.57

It will be noted that no funds are received for vocational education. There are no vocational home economic or agricultural departments in the school.

Money derived from taxes is the greatest single source of revenue. Much of this comes from the two railroads passing through the district. It relieves the other taxpayers of much of the tax burden. Passage of a law by the last legislature looked as if the money derived from this source would be decreased due to lowering the valuation of railroad property. The State Board of Equalization raised rather than reduced the value of Union Pacific property in Nebraska.

Tuition from other districts is paid by the county in which the district is located. Formerly the individual

district paid this money to the district where the pupil attended, but this was changed by the Free High School Tuition Law. The money is paid by order of the county superintendent on the county treasurer upon receipt of the statement for same from the superintendent of the school. This money cannot be paid until the end of the school year according to the old law. The new law, however, provides for its payment in two payments, one at the middle of the year, the other at the end. This law goes into effect this year. The sum due from Keith and Lincoln Counties for the past year is \$2502.00 from Keith and \$331.00 from Lincoln, a total of \$2833.00.

All other revenue receipts consist of fines, penalties, gifts, bequests, contributions, rents, interest, tuition from patrons only, etc. Fines, Penalties and tuition from patrons make up the bulk of the money from this source. Gifts, bequests and contributions to the public schools are conspicuous by their absence. People will contribute to a Church College or some other institution of higher learning. They would do well to support their common and high schools in like manner.

Rents from lands or other real estate owned by the district and interest on money in the bank are the other sources of revenue receipts. School District Number 6 owns some school land from which some rent is derived. No money

is invested or deposited in banks, hence no interest is received.

School Costs.

Having discussed sources of school revenue the logical sequence is to find out for what purposes it is spent. Usually school costs are analysed according to functional distribution. All payments in Nebraska schools are classified into eight different functions, defined as follows:

1. General control, usually thought of as overhead charges, including expenses of school elections, legal advice, enforcement of attendance laws, salaries and expenses of the Board of Education and the superintendent, and any other expenses of general control.
2. Instruction, which includes salaries and expenses of supervisors of grades and subjects, principal and their clerks, teachers' salaries, text books and other instructional materials costs, as well as costs of commencements and exhibits.
3. Operation of School Plant includes wages of janitors and other employees, fuel, water, light and power, janitor supplies and other expenses of operation of the school plant.
4. Maintenance of School Plant consists of upkeep of grounds, repair of buildings, repair and replacement of equipment, and expenses of maintenance.
5. Auxiliary agencies and Sundry Activities include expenses of libraries other than books, books, health service, transportation of pupils, care of children in institutions, pro-

vision for lunches, community lectures and social centers, recreation, and other expense.

6. Expenses of fixed charges are pensions, rent, insurance, taxes, contributions, contingencies, etc.

7. Capital Outlay includes payments made for land, new buildings, alterations of old buildings, improvement of new grounds, equipment of new buildings and grounds, exclusive of replacement.

8. Debt service is the expense incurred in redemption of short loans (not money borrowed and repaid during the same fiscal year), payments of interest on indebtedness and refunds (tax and tuition).

Table 20

Functional Distribution of School Expenditures, School District
Number 6, Keith County, Nebraska, 1926 - 1927.

General control,	\$2365.75
Instruction,	11207.76
Operation of School Plant,	2407.30
Maintenance of School Plant,	549.80
Auxiliary Agencies and Sundry Activities,	2470.53
Fixed Charges,	821.82
Debt Service,	<u>16.15</u>
Total,	19839.11

Since Capital Outlay (land, buildings, etc.) is not an expendable item, but merely a change in the form of capital,

it cannot be called an expenditure. For that reason it is not included in the expenditures.

General Control.

General control, known as the overhead charge and often called administration, is \$2365.75. This is 11.9 percent of the school expenditures. No figures given in the Twenty-ninth Biennial Report of the State Superintendent to the governor give a basis of comparison with the rest of the state. The report of the Indiana Rural Education Survey Committee, page 70, published in March, 1926, shows 3.2 percent for city and 5.5 percent of the total expenditure. This makes the figure 11.9 percent seem high for the Paxton and Sarben Schools. An examination of the detailed report of general control shows all the superintendent's salary included in general control.

Table 21

Expenses of General Control.

Board of Education and Secretary's Office	\$405.35
Legal Service	30.00
Other expenses of business control	21.40
Superintendent of Schools and his Office	1900.00
Other expenses of general control	<u>9.00</u>
	\$2365.75

The superintendent spends half of his time teaching. Therefore half of his salary should be charged to in-

structional expense. This reduces the cost of general control to \$1415.75. This figure is still 7.1 percent of the total expenditures.

Comparisons.

Reducing the figures of the secretary's fiscal statistical report to terms of U. S. Bureau of Educational Bulletin 31, statistics for 1921 - 22, Tables 23, 24 and 25, we have the following figures:

Table 22

Functional Distribution of Expenditures.

General control	\$ 1415.75
Instruction	12157.76
Operation	2407.30
Transportation of pupils	2340.00
Maintenance	549.80
Auxiliary agencies	130.53
Fixed charges (including interest)	821.82
Debt service	<u>16.15</u>
	\$19839.11

Reducing these figures to percentages and comparing them with those given in Table 40, Indiana Rural Education Survey Committee's Report we have the results given in Table 23.

Percentage of Expenditures Comparison.

	Whole U. S.	Indiana Twps.	Indiana Cities.	Paxton & Sarben Cons.
Administration	3.7	5.5	3.2	7.2
Instruction	66.2	51.5	63.2	61.3
Operation	11.6	8.1	10.1	12.2
Transportation of pupils	1.6	13.3	.2	11.8
Maintenance	3.2	4.1	4.2	2.8
Auxiliary agencies	1.4	.6	2.9	.6
Fixed charges (including interest)	4.7	4.7	7.1	4.1
Debt service	7.6	12.2	10.0	.008

From this table it will be noted that the cost of administration is out of line with that given for the whole United States and Indiana cities. The difference in townships is not so great. An examination of Table 21 will give an idea why this condition prevails. The board of education and the secretary's office alone show a charge of \$405.35. Legal service is given as \$30.00. Salaries of the Board of Education total \$220.00 a year. Bonds were refunded and legal talent therefore was employed. Hence the discrepancies. Another year the charges for administration would be a great deal less and the percentage comparisons of this factor would be more favorable to District Number 6.

The expenditure for transportation of pupils is enormous compared to the figures for the United States as a

whole but less than that for Indiana townships. A reduction in this expense could be effected by consolidation of the three bus routes into two and rerouting them.

Maintenance figures show that figures for Paxton and Sarben consolidated schools are low. The buildings and grounds could be greatly improved by expending more money on upkeep of grounds, equipment of play grounds and buildings.

Auxiliary agencies, which includes libraries, library books, health service, provision for lunches, recreation, community lectures and social centers, and other expenses as well as transportation of pupils (excluded for this comparison) reveals that this district spends as much as Indiana townships do, but is 50 percent below the average for the United States. An examination of the secretary's fiscal report to the county superintendent shows no money expended for books for libraries*, health service, provision for lunches, community lectures or social centers and only \$10.00 for recreation and \$18.00 for other expense. As mentioned before in consideration of "health" a physician should be employed for health examinations and arrangements made for medical attention for pupils who need it.

Debt service shows a negligible amount.

*This must be a mistake for books were purchased for the library.

Conclusions and Recommendations.

1. Too much money is spent for administration as revealed by a study of expenditures. Some of this is due to wrong methods of entry and to an unusual year in spending in this department. A study of figures and budgeting of expenditures will do much to keep these expenditures in their proper relation.

2. A greater percentage of the budget should be spent on maintenance. Levelling the Paxton School ground and rearranging it will give a better use of the play ground. Employment of a better class of janitor service is also necessary.

3. Too little money is spent on libraries and health service. The school is under equipped on reference books and magazines. The day of the narrow single textbook type of education as a preparation for life is past. John Dewey in his "Schools of Tomorrow" tells us "education is not a preparation for life. It is life itself." If this be true all agencies possible must be employed in the school for educational purposes.

IV. Rural Life Survey.

This survey is of a general nature, more time having been spent on the educational survey than was anticipated. Hence it became necessary to devote less space to the rural life survey.

School District Number 6, Paxton and Sarben, is a consolidated district covering an area of thirty-two square miles, more or less. It may be divided into the village of Paxton, Sarben and the open country extending between the two villages and the territory adjacent to each. Paxton is located in the southwest corner of the district on the main line of the Union Pacific Railroad while Sarben is in the northeast portion of the district on the Scottsbluff branch of the Union Pacific. Sarben is located in the North Platte, while Paxton is in the South Platte valley.

Geographically this district is divided by a range of hills into two communities. The range of hills is used largely for grazing land, the valleys for farming. The North Platte valley, where Sarben is located, has irrigation. Beets, alfalfa, corn, wheat, oats and barley are grown. Farming is of the diversified type, live stock in the form of cattle and hogs being raised and fed in addition to the work stock, consisting in the main of horses and mules. Few tractors are used.

The South Platte valley where Paxton is located is more of a grain farming country. No irrigation has been done, although an irrigation company has been organized and a ditch is to be built this summer.

Institutions.

The social institutions of this district are the

Home, Church and School. Homes vary in wealth and character. There are no very rich homes. Neither are there any very poor homes. Home conditions are about average and about on a par with those of the average town of this size. The school is represented by the consolidated school system. There is one school in Paxton having all twelve grades, divided into the elementary and secondary schools on the 8 - 4 plan. The other is an elementary school located at Sarben, having two teachers.

The Church is represented by three denominations, the Catholic, Methodist Episcopal and the Lutheran. There appears to be a fine spirit of cooperation between the three churches. If one church is making building improvements, the other two assist in a financial way. All three churches have Ladies Aids. None of these Aids meet oftener than once a month. The women of these churches manage to attend all three Ladies Aids, thereby fostering a friendly spirit of understanding and cooperation. The usual strife and contention found in many small towns is conspicuous by its absence.

Organizations.

The various organizations found in small towns, for the purpose of this survey, have been classified as Commercial, women's and men's clubs, lodges and farm organizations. There is a commercial club consisting of business and professional men, and farmers. The writer has not found this organization

very active except when some difference of opinion regarding a community project, such as the telephone service, stirs it up. This organization has had three meetings during the course of the past school year.

Womens' clubs are limited to the Ladies Aids of the Methodist Episcopal and Evangelical Lutheran Churches and the St. Anne's Altar Society of the Roman Catholic Church. There is one Kensington known as the Junior Matron's Club made up of young married women.

The mens' clubs consist of the Isaac Walton League and the Klu Klux Klan. There is not much interest in the former. Some activity is shown by the latter at election time otherwise there is little evidence that it exists.

The lodges represented by local organization are the Odd Fellows and their ladies' auxiliary, the Rebekahs, the Modern Woodmen of America and their ladies' auxiliary, the Royal Neighbors.

The Odd Fellow Lodge is the strongest lodge in the community, work in all branches or degrees being given. The Rebekahs, too, are a strong organization. In addition to their lodge work these women have a Rebekah Kensington Club, wholly social in its intent.

Farm Organizations.

There seems to be no farm organization of any kind at present as far as the writer could determine. Some years

ago there was a local organization of the Farmers Union Cooperative and Educational Association but at present there is none. Neither is there a local organization of the Farm Bureau Federation. All interest seems to have disappeared. There is a local Farmers Union Elevator but it is a stock company and not cooperative in any sense. There are some young peoples' farm organizations, namely two calf clubs. One of these is known as the Sarben Calf Club, the other as the West Paxton. These clubs have their social as well as educational functions.

Recreations.

Recreations consist of motion pictures, dances, Sunday base ball, class parties, Epworth League parties and basket ball.

The motion pictures are shown Saturday, Sunday and Monday. Occasionally a road show or minstrel comes to town. The largest crowds attend the "movies" on Sunday nights.

The dances given are of a public nature. When held in town they are given in the same hall that the motion pictures are shown in, and the order is fair. There are some dances given at various points in and out of this district, which the young people of the district attend and which are not so well supervised. Drinking is altogether too prevalent at these dances.

Baseball games, when played, are always played on Sunday.

The Epworth League of the Methodist Church holds some sort of social function once a month. This represents the attempt of the Church to interest the young folks in the right kind of amusement. Too often the young people attend both the Epworth League and the "movies" Sunday nights.

The boys and girls of High School age have their basket ball and class parties. The Junior and Senior class each present a play during the year. Little club work can be carried on in High School because students must leave at four o'clock to take the busses home.

The Young People.

The young people above High School age or beyond the compulsory school age have basket ball, pool and cards to amuse themselves, in addition to the recreations mentioned heretofore. The young men of the town have organized a very excellent town basket ball team. They won the district amateur championship held at Kearney this year and were runners up in the previous year's contest.

There is a pool room, which always attracts some idle young men. Cards are indulged in, although no persistent gambling has come to the attention of the writer. Some drinking is indulged in by the young men, usually at some dance but this condition is probably no worse than in other communities of its size.

The young women of the town have a Junior Bridge

Club. Included in its membership are a few High School girls as well as two of the teachers.

Adult Recreations.

There is a Senior Bridge Club composed of the young and middle aged married women of the town, that meets once a week. Chess is played in an informal way by some of the men, as well as an occasional game of checkers. Some of the men have banded themselves into a Solo Club, Solo being a card game. Most of the games are informal. The Pool Hall attracts some. There are no soft drink emporiums such as found in some villages where a good deal of card playing goes on.

Country Recreations.

The recreations of the country are about the same as those of the town. The young folks of the country usually take their recreation in reading of newspapers or magazines and occasional attendance of a movie. Horseshoe pitching and base ball, as well as an occasional barn dance, are additional forms of amusement.

V. Summary of Conclusions and Recommendations.

The School District.

1. The school district is well arranged and of a good size. As long as the local district remains the unit of taxation it would be well not to take in any other districts with the possible exception of District Number 29 immediately west of it. Should the unit of taxation be enlarged as it may be to the county, more districts could be taken in for then the cost of operating such a district would not be more to the individual taxpayer in the district.

2. A re-routing of the busses with a reduction to two should be done as soon as possible. These routes should be rearranged to equalize the number of children carried by each driver. Loading as high as forty in one bus and but twelve in another is neither social nor economic justice to drivers and children.

Buildings and Equipment.

1. The school building at Sarben is in fair condition, the grounds are adequate. While the lighting is fair it would be better if the building faced south. Sunlight is the best germicide we have. The north room of the Sarben school gets no sunlight at present. Facing the building to the south would remedy this condition.

In event of changing this building it would be well to raise it and put a full basement underneath and install a furnace, cooking and manual training facilities.

2. The Paxton building is straightened up and made safe. Alteration of windows to give a single source of light is very necessary and should have been done at the same time.

3. The Paxton building is built on too little ground. The school ground should be leveled and apparatus rearranged to give more room for play.

4. The Board of Education is to be commended for providing indoor toilet and shower bath facilities. These

facilities, as well as drinking fountain facilities, should be increased. One more drinking fountain is needed for the elementary department of the school.

5. Most of all a new High School building is needed. Building the cottage structure for primary purposes is commendable and will take care of congestion in that department. The High School is taxed to capacity now. Addition of courses in vocational agriculture and home economics and provisions for better laboratory facilities, as well as an auditorium, demand this. While the situation in regard to financing such a program is not bright, a way will need to be found. The children of the district should not suffer for the mistakes of former superintendents or Boards of Education.

Child Accounting.

1. The decrease in the number of boys enrolled above the eighth grade suggests a faulty curriculum. This should be carefully watched and if it continues, the curriculum should be changed.

2. The census should be taken with a great deal of care, since the state apportionment is made on the basis of the enumeration.

3. A better system of enforcing attendance laws should be devised. While the employment of a truant officer full time is impractical, paying the janitor or town marshal

certain fee for each case has been used with success in some schools.

The County Superintendent in Relation to the School.

1. The relation of the county superintendent has been advisory. The office carries little power beyond enforcement of standards, which would be low for this school. The attitude of the present incumbent has been sympathetic and helpful.

2. The school system must rely upon the county superintendent for the enforcement of attendance laws. It would be well for the Board of Education to bring some pressure to bear on the County Board of Supervisors to see this is done or employ their own local truant officer as suggested under enforcement of attendance laws. The latter is to be preferred because the county superintendent must rely on the sheriff for the enforcement of the law. Since he is located twenty miles away and is paid mileage only for this work, little can be expected in enforcement of the attendance law. The system would be too slow and cumbersome if tried.

Health Supervision.

1. The method of health supervision provided by law is, to say the least, superficial. Actually it is next to useless. Unless a competent physician is employed to make these examinations and a follow-up system used, no results worthy of consideration will be accomplished. Having the

child's teacher call on the parent with a report slip of defects found and urging their correction will go a long way toward getting corrections made.

2. The elementary teachers of the Paxton school are to be commended for the type of health projects they have developed. Parents and patrons should not think that this work will take the place of health supervision.

When the draft of soldiers for the World War revealed that 29.6 of our young men of military age were unfit for military service, it revealed that we were not a healthy nation. This number is almost one-third of the flower of our young manhood. This fact alone should open the eyes of parents and patrons of District Number 6 to the need of adequate health supervision. Health has been put in first place as an objective of education since the war, and justly so.

Sources of School Revenue.

1. The greatest source of school revenue is from the property tax. The tax levy in District Number 6 is relatively low compared to Sutherland and Ogallala. Paxton's levy is 9.1, Ogallala 13.5 and Sutherland 16. Still some people complain of their school taxes. While the complaint is against the tax, it has been suggested by the Indiana Rural Survey Committee that in reality it is a complaint against the system of taxation. Possibilities of using a state income tax as a source of income has been suggested

by them.

2. Widening the curriculum to include vocational subjects such as agriculture and home economics would give another source of revenue; namely, the State would no doubt increase the enrollment of tuition students. A careful survey of adjoining and the home districts should be made to ascertain the interest in this before inclusion of these subjects in the curriculum.

3. Strict enforcement of the law locally would help the school fund in fines and penalties.

4. Patrons should be enlightened in regard to the fact that public schools are permitted to receive gifts and bequests from patrons.

5. Careful taking of the census so as to include every child in the community should be practiced, since the state apportionment is distributed according to the enumeration.

6. All available sources will need to be employed to take care of the building situation. The cottage structure being erected only partially takes care of the congestion. The relief is in the elementary department. None is afforded for the High School which is taxed to capacity.

School Costs.

1. As is the case in many small school systems, too great a percent of the expenditures goes for administra-

tion. As explained under School Costs, Page 73, the condition is unusual this year. It would be well to make a study of the expenditures and receipts and to make a budget each year. Use of the budgetary standard given by Strayer in his "City School Expenditure," Page 79, will be found helpful.

2. Operation costs are slightly higher than averages given for the whole United States. This is not due to wages paid to janitors, which are low. Rather it is due to a defective heating plant in the Paxton school, which consumes too much coal. Reconditioning this plant and making it more efficient should reduce this cost materially.

3. Cost of transportation is relatively low in this district compared to others in this section. A saving could be effected by reducing the three bus routes to two and re-routing the busses.

4. Instructional costs are relatively low, in spite of the fact that textbooks, paper, and all instructional materials are furnished free of charge to the children. Changing the salary schedule and readjusting other departments will no doubt bring the percentage of this expenditure more in line.

5. A greater proportion of money could well be spent in better equipment of play grounds and laboratories, as was previously suggested.

6. Expense of auxiliary agencies is low in proportion

to other expenditures. More reference books are needed in both the elementary and high school. Magazines, too, are needed.

7. The superintendent should divide his expenditures in proportions suggested by Strayer in his "City School Expenditures" and remain within the limits of the appropriation allowed. While the Secretary of the Board of Education keeps the accounts of the school, it would be well for the superintendent to keep in close touch with the Secretary's Financial Record. Only by keeping within his budget can the superintendent hope to win the confidence of the Board of Education in his business ability.

(The End).

APPENDIX

Census Specimen.

Form SS-185B—Milburn & Scott Co., Beatrice, Nebr., County Supplies.

Census Report of Director to County Superintendent

Section 6774, Article IV, and Section 6965, Article XXII, School Laws.

Of District No....., County of....., State of Nebraska, for the school year beginning July, 19.....

NAME OF PARENT OR GUARDIAN AND ALL TAXPAYERS	ADDRESS	R. F. D.	NAME OF YOUTH BETWEEN 5 AND 21	DATE OF BIRTH			AGE		HOW FAR BY OPEN ROAD TO SCHOOL
				Mo.	Day	Year	Males	Fe- males	
			1						
			2						
			3						
			4						
			5						
			6						
			7						
			8						
			9						
			10						
			11						
			12						
			33						
			34						
			35						
			36						

ORIGINAL

Census Report of Director to County Superintendent

Section 6774, Article IV, and Section 6965, Article XXII, School Laws.

Of District No....., County of....., State of Nebraska, for the school year beginning July, 19.....

taken byduring the last ten days preceding the annual district meeting.

STATE OF NEBRASKA,

County of..... } ss.

I,.....above named, do solemnly swear that the following is a correct list of the names of all the children belonging to School District No..... aforesaid, between the ages of five and twenty-one years, as taken by me as aforesaid, as I verily believe.

Signed Director or Enumerator.

Subscribed in my presence and sworn to before me this.....day of.....19.....

Sign

NOTE—This oath should be administered by the Moderator. In his absence it may be administered by County Superintendent, Notary Public or Justice of the Peace.

Mark Deaf and Dumb Children on Census List thus: X. Mark children transferred TO your district XX. Children transferred FROM your district must not be enumerated.

Make two copies of Census Report. One for the County Superintendent and the other for the Director's record. Send the white sheet marked "ORIGINAL" to the County Superintendent's office and keep the colored sheet marked "DUPLICATE" for Director's Record.

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