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- No. 20. Report of Mine Inspectors.
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No. 22. Report of Pharmacy Commissioners.
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- Insurance Report for 1903. Volume I. Fire.
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VOLUME VII.

- Insurance Report for 1904. Volume I. Fire.
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- No. 27. Report of Board of Control.

STATE OF IOWA

Department of Public Instruction

DES MOINES

SUPERINTENDENT OF PUBLIC INSTRUCTION

RICHARD C. BARRETT

DEPUTY SUPERINTENDENT

ALBERT C. ROSS

STENOGRAPHER

BYRDELLA JOHNSON

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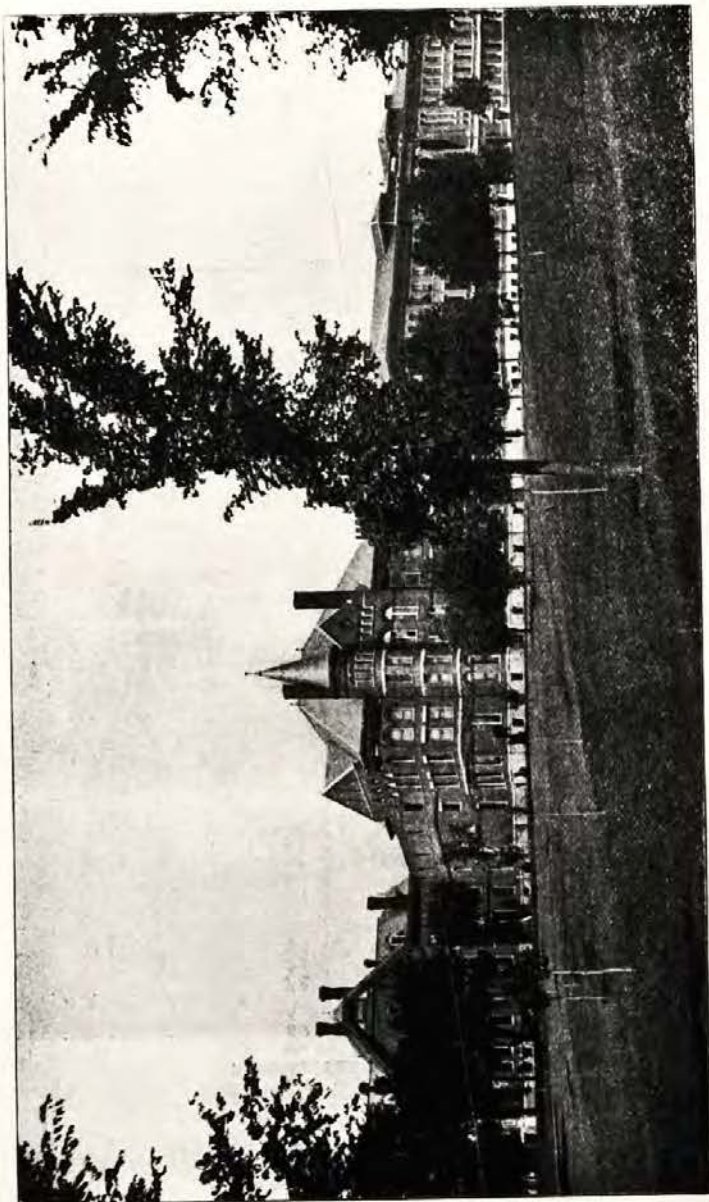
*O. J. McManus was appointed by the Governor to succeed Hamlin H. Freer, whose term expired November 26, 1902.

WILLIAM MILLER BEARDSHEAR.

WILLIAM MILLER BEARDSHEAR was born at Dayton, Ohio, November 7, 1850; spent his boyhood on the farm; entered the army of the Cumberland at 14 years of age; was educated in the public schools of Ohio; took B. A. and M. A. degrees, Otterbein University, Ohio; took two years post graduate work at Yale University; had the degree of LL. D.; was President of Western College, Toledo, Iowa, '81-'89, at that time was one of the youngest college presidents in the United States; Superintendent of City Schools, Des Moines, Iowa, '89-'91; President of the Iowa State Teachers' Association, 1894; served a term on the executive committee of the Iowa State Teachers' Association; was director of the N. E. A. from Iowa for a number of years; was President, one year, of the Department of Manual Industry and Training, National Educational Association; President of the Iowa State Improved Stock Breeders' Association, 1899; member of the United States Indian Commission, 1897-1902; was juror on Educational Awards at the Pan-American Exposition, Buffalo, 1901; President National Educational Association, 1901-'02; President Iowa State College, Ames, 1891-1902. Died August 5, 1902—Ames, Iowa.



WILLIAM MILLER BEARDSHEAR



STATE NORMAL SCHOOL, CEDAR FALLS

LETTER OF TRANSMITTAL.

STATE OF IOWA,
DEPARTMENT OF PUBLIC INSTRUCTION, }
DES MOINES. }

To His Excellency, ALBERT B. CUMMINS, Governor of the State of Iowa:

SIR, I have the honor to submit herewith, as required by law, the biennial report of the department of public instruction for the period ending September 30, 1903.

RICHARD C. BARRETT,
Superintendent of Public Instruction.

EXPLANATORY NOTE:—Subdivision four of section 122 of the Code requires the Superintendent of Public Instruction to lay before the Governor his biennial report on or before the first day of November in the odd numbered years. Section 123 defines the biennial fiscal term as ending on the 30th day of June in each odd numbered year.

Before the revision of the Code in 1897 it was provided, "that the period to be covered by the report of the Superintendent of Public Instruction and the Adjutant General shall extend to the 30th day of September inclusive," though biennial periods of other officers, commissions, etc., cover the fiscal term ending June 30th of the odd numbered years. In the former reports of this office since 1897 the statistics for the period ending September 30th have been given. Why the change was made, in period to be covered by the report, by the general assembly, is not apparent, unless it was to make uniform the fiscal period for all offices. To close the report of this office on June 30th, as required by the present law, would be to exclude all the statistical information regarding the schools of the state for the preceding school year. It is thought inadvisable to do this, though the inclusion of the statistics which are not received before the first Tuesday in October, and often not until November 15th, may delay the completion of the report.

SUPERINTENDENT OF PUBLIC INSTRUCTION.

TERRITORY AND STATE OF IOWA.

Name.	County.	Time.	Postoffice.
William Reynolds	Des Moines...	1841-1842	Deceased.
James Harlan	Henry	1847	Deceased.
Thos. H. Benton	Dubuque	1848-1854	Deceased.
James D. Eads	Lee	1854-1857	Deceased.
Joseph C. Stone	Johnson	1857	Deceased.
M. L. Fisher	Clayton	1857-1858	Deceased.
Oran Faville	Mitchell	1864-1867	Deceased.
D. Franklin Wells	Johnson	1867-1868	Deceased.
A. S. Kissell	Scott	1869-1872	Deceased.
Alonzo Abernethy	Crawford	1872-1876	Osage.
C. W. von Coelln	Black Hawk	1876-1881	Denison.
J. W. Akers	Linn	1882-1888	Chicago, Ill.
Henry Sabin	Clinton	1888-1892	Des Moines.
J. B. Knoepfler	Allamakee	1892-1894	Lausing.
Henry Sabin	Clinton	1894-1898	Des Moines.
Richard C. Barrett	Mitchell	1898-1904	Osage.

The office of Superintendent was abolished in 1842. Again in 1858 it was abolished and the duties were performed by the State Board of Education, of which Thos. H. Benton acted as secretary for five years.

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CHAPTER I.

GENERAL SUMMARY OF CONDITION OF PUBLIC SCHOOLS.

COURSE OF STUDY FOR IOWA SCHOOLS.
LIST OF ACCREDITED HIGH SCHOOLS.
STATISTICS OF IOWA SCHOOL SYSTEM.
SCHOOLS FOR TRAINING OF TEACHERS.
WHAT SHALL OUR SCHOOLS TEACH?
COMPULSORY ATTENDANCE.
SUMMARY OF LEGISLATIVE ENACTMENTS.
RECIPROCITY IN LICENSING TEACHERS.
PROPOSED LEGISLATION.
EXPRESSION OF OPINION AND APPRECIATION.

STATE OF IOWA

DEPARTMENT OF

Public Instruction.

THIRTY-FIRST BIENNIAL REPORT

OF THE

SUPERINTENDENT OF PUBLIC INSTRUCTION.

INTRODUCTION.

The statute requires the report to contain a statement of the condition of the common schools in the state, the number of school townships, and districts therein, number of independent districts, number of teachers, number of schools, number of school houses and value thereof, number of persons of school age, number of scholars in each county attending school the previous year, number of books in district libraries, the value of all apparatus in schools, and such other statistical information as may be of public importance. It is also required that plans matured or adopted for the more perfect organization and efficiency of the common schools; "and any suggestions he may deem important regarding further legislation, which will strengthen the common schools of the state," shall be given.

In compliance with the law which requires a statement showing the number of school townships, etc., the following table giving statistics from the admission of the state to the present time is presented:

TABULAR EXHIBIT SHOWING THE GROWTH OF THE PUBLIC

Table with columns: Year, Districts, Schools, Teachers, Pupils. Sub-columns include: School townships, Independent districts, Sub-districts, Rural schools, Rooms in town and city schools, Average annual session, Number employed, Average compensation per month, Number of persons below the ages of 5 and 21 years, Number enrolled in public schools, Total average attendance, Average cost of tuition per month.

* No report in 1855. † Including independent districts. ‡ Rooms in town and city schools.

SCHOOL SYSTEM OF IOWA FROM 1847 TO 1903 INCLUSIVE.

Table with columns: Schoolhouses, Expenditures, Total, Annual interest of permanent fund, Total equalized assessment of entire state, Year. Sub-columns include: Total number, Value, No. volumes in libraries, No. teachers' institutes held, Teachers' salaries, Schoolhouses, grounds, fixtures and apparatus, Fuel and other contingencies, Total, Annual interest of permanent fund, Total equalized assessment of entire state, Year.

COMMON SCHOOLS.

The "common schools" have for many years been divided into two divisions, commonly designated graded and ungraded. This division is misleading, and quite often conveys the very erroneous idea that a large part of our schools are not doing systematic educational work, but rather that a haphazard plan is followed.

The common schools may very properly be divided into two classes known as urban and rural. In Iowa, several thousand rural schools—so called ungraded—follow a course of study as regularly and completely as do town schools. Pupils finishing the course of study are granted diplomas of graduation the same as those who complete a high school course. In many counties agreements are made whereby pupils finishing the course of study in the Hand-Book for Iowa Schools are admitted without examination to the first year of the high school in any of the cities and towns of the county. Such an arrangement may not be demanded as a right, but is easily made in all cases where the school corporation has capacity, teaching force and equipment to give the required instruction to the added number of pupils.

THE COURSE OF STUDY FOR IOWA SCHOOLS.

The general assembly having conferred upon the superintendent of public instruction authority to prepare, publish and distribute among teachers and school officers courses of study for use in rural and high schools, the department prepared and distributed to all teachers at work the Hand-Book for Iowa Schools.

Aims.—The aims of this course of study are:

1. To provide a plain, simple and progressive outline for the guidance of pupils, teachers and school officers, so that the children, especially those of the rural schools, may do systematic work and thus derive from the public schools the best possible practical preparation for after life.
2. To reduce to a minimum the waste of time, money and effort caused by frequent change of teachers, poor classification and blind, aimless or unplanned work.
3. To arrange the work of the common schools by months so that pupils may have a definite standard of progress—may know when they have completed the course or any portion of it.

GENERAL SUMMARY.

The friends of public education have every reason to congratulate themselves on the general showing presented in the tabular exhibit. Fifty years ago the average annual school session for the state was seventy-two days, today it is one hundred sixty. Then there was not a single graded school, now there are thousands; then the total enrollment was 42,442, now it is 550,202; then the total value of schoolhouses was \$144,979, now it is more than \$20,000,000.

The total amount expended annually for public schools during the past five years has increased from \$8,531,489 to \$10,284,989. The number of volumes in public school libraries has increased from 300,795 to 642,778; and the value of schoolhouses from \$16,908,076 to \$20,389,505. The only decrease to which attention is called is in connection with the school enumeration.

The Federal census of 1900 gave Iowa 387,930 males and 379,940 females between the ages of five and twenty-one years. The enumeration taken by the school secretaries of the state for the same and the three succeeding years is as follows: 1900.—Males, 371,164; females, 359,990. 1901.—Males, 373,261; females, 361,897. 1902.—Males, 369,594; females, 359,216. 1903.—Males, 364,485; females, 357,001.

The high percentage of literacy in Iowa is well known and commented upon most favorably. The theory is often advanced that the higher the degree of intelligence of any people the smaller the families. It is possible that Iowa may be a clear illustration of the theory though I am not convinced that more painstaking work by the Federal, or school census enumerators will not completely disprove the theory, at least so far as this state is concerned.

Several hundred thousand Americans from the Upper Mississippi Valley have settled in Canada during the past few years, and hundreds of families from Iowa possessed of the spirit of the pioneer have gone North and West to newer sections in order to establish homes. This may in part account for the smaller enumeration reported during the past two years.

4. To afford young teachers all the help and encouragement possible by means of suggestions and directions which summarize the best educational theory and practice.

5. To unify the work of the common schools and to secure more effective supervision by furnishing a common basis as to the branches taught, tests for promotion and graduation, system of reports and records.

6. To enlist the interest and sympathy of parents and school officers and to secure their hearty co-operation, by making them better acquainted with what pupils and teachers are striving to accomplish in the schools.

Classification of Pupils.—In the rural schools where all the eight years' work is done by one teacher, and where pupils are of all ages from five to twenty-one, the organization and arrangement of classes is given very careful thought, in order to prevent too large a number of classes, and make thorough work possible. The pupils are arranged in three divisions—primary, intermediate and advanced. Reading serves as the most convenient basis for classification.

1. The Primary Division includes the first two years of the course. All pupils in the first and second readers are placed in this division.

2. The Intermediate Division is composed of the third, fourth, fifth and sixth years, and includes all pupils in the third and the fourth readers.

3. The Advanced Division includes two years' work—seventh and eighth. Most of the fifth reader pupils are classified in this division. The following outline shows the divisions, years and studies for the entire course :

OUTLINE OF THE COURSE OF STUDY.

I. PRIMARY DIVISION—	{	First Year (First Reader)	{ Reading Spelling Writing Language	Nature Study. Drawing. Music. Numbers.
		Second Year (Second Reader)	{ Reading Spelling Writing Language	Nature Study. Drawing. Music. Numbers.

II. INTERMEDIATE DIVISION—	{	Third Year (Third Reader)	{ Reading Spelling Writing Language	Nature Study and General Lessons Drawing Music Arithmetic
		Fourth Year (Third Reader)	{ Reading Spelling Writing Language and Literature	Geography and N. Study Drawing Music Arithmetic
		Fifth Year (Fourth Reader)	{ Reading Spelling Writing Language and Literature	Geography and Nature Study Drawing Music Arithmetic
		Sixth Year (Fourth Reader)	{ Reading Spelling Writing Grammar	Geography Drawing Music Physiology Arithmetic
III. ADVANCED DIVISION—	{	Seventh Year (Fifth Reader or Eng. Classics)	{ Reading and Literature Orthography Grammar Geography	Drawing Music Physiology History Arithmetic
		Eighth Year (Fifth Reader or Eng. Classics)	{ Reading and Literature Orthography or Word An. Grammar Geography Drawing	Music Arithmetic History Civil Government

Physiology, with special reference to the effects of stimulants and narcotics, ranks with other studies.

Of course it is not possible for the teacher to organize a full set of classes in each year's work of the course. Very few rural schools have pupils representing all of the eight years. Classes are not formed for one or two pupils unless it is found to be absolute injustice to put them into classes already organized. Too much dependence is not placed upon the classification of the preceding teacher, for the gradation of pupils needs constant change and readjustment. On the first day of the term a temporary classification is made. Within a few days, after carefully considering the case of each pupil, his age, natural ability, attainments and plans, a term classification is made,

placing each pupil where he can accomplish the best results. Worthy pupils are promoted when they are able to do the work of the next higher class, regardless of any set of rules or course of study. Such promotions are an incentive to do good work. While it is desirable that a pupil shall be in the same year in all his studies, yet this is not considered essential. Some pupils in every rural school are very uneven in their studies and are allowed to recite in the class or division where they can derive the greatest good. A pupil is permitted to recite in the fifth year's work in one branch, the sixth in another and the seventh in still another. But he is brought to uniform classification as soon as possible.

The number of classes in rural schools is reduced to twenty if possible and seldom exceeds twenty-five classes, besides general exercises. In the larger schools the classes and recitations necessary are about as follows:

Reading—Six classes; eight recitations daily.

Spelling—Two classes; two recitations daily.

Writing—General class; one recitation daily.

Language and Literature—One class; one recitation daily.

Nature Study—One class; one recitation daily.

Geography—Two classes; two recitations daily.

Drawing—General class, or alternate with writing.

Music—General class; one recitation daily.

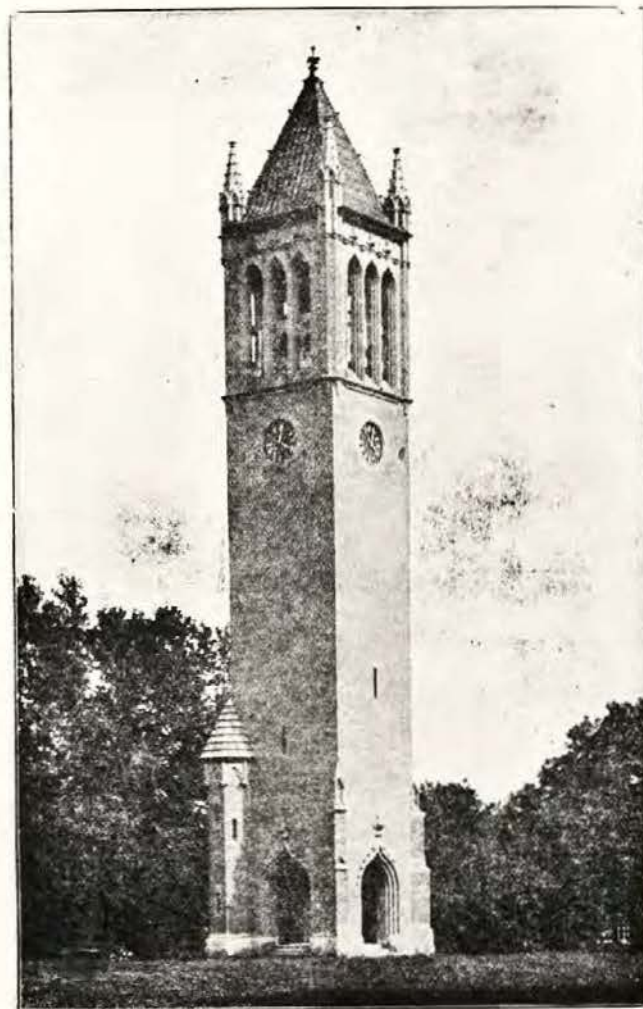
Arithmetic—Four classes; four recitations daily.

Physiology—One class; one recitation daily.

History—Two classes; two recitations daily.

Grammar—Two classes; two recitations daily.

Examinations and Graduation.—When pupils have completed the work of any year, they are given a written review or examination on their work. The "Tests for Promotion" are intended to be a guide as to what the pupil should know when he has completed the work of a division. When pupils complete the course, they are given a thorough examination on the branches studied. This examination is generally under the direction of the county superintendent, and all who pass this test receive a *common school diploma*. These examinations are generally at the close of the winter term. Teachers, parents and school officers encourage pupils to complete this common school course since fully one-half of the children receive no higher education than that furnished by the common schools.



THE CAMPANILE
IOWA STATE COLLEGE, AMES

Higher Course.—To aid pupils who desire to pursue their studies beyond the common branches, and to furnish a suitable course for advanced rural schools and the smaller graded schools, an additional course of two years is prepared.

Records.—Teachers keep a record of the advancement of their classes in the work of the course. In this way officers and patrons of the school easily determine the progress of pupils and reports are made to parents or guardians. A statement is prepared, showing what years have been finished and how much work, by months or terms, has been done in years not completed. This statement, together with a program of daily recitations, is left for the benefit of the next teacher.

In many counties schools are supplied with classification registers. These registers are a valuable aid to a systematic and progressive use of the course of study. At the close of the term of school, the classification register and course of study are returned to the subdirector or secretary of the board. At the beginning of the term, the teacher can secure the possession of these records *before* organizing the school.

School Libraries.—A good library is considered a necessary part of the equipment of every school. In order to secure the best results, books for supplementary reading, for reference, and for home use are essential. The pupil is taught to acquire the power to get thought from the printed page easily in order to make satisfactory progress in his study of the text books. He is encouraged to read systematically the *best* books, and the teacher assists and directs him in this work.

How to Use this Course of Study.—It is not intended that the course of study shall in any way fetter the teacher's freedom or individuality. But it is an axiom of common sense that well-planned, systematic work is as much superior to haphazard, aimless work in school as it is anywhere else. The course does not attempt to convert the rural schools into city schools; it does not propose a rigid graded system, nor does it imply that it is to be strictly and literally followed in any single school. Surely some judgment, tact and common sense should be expected of teachers, and such teachers will find the course suggestive and helpful. The entire course each year and each month and each branch of the course have their general aims, and the teacher in assigning lessons has specific and definite aims. Every lesson, if taught effectively, must be taught with reference to the lessons that both precede and follow it. This the course of

study enables teachers to do. Thus the school work is more definite, more symmetrical, and the progress of the pupils more satisfactory.

Supervision.—However excellent a course of study, it cannot execute its own provisions. Neither can it be used with a fair degree of success unless the teacher is familiar with its outline and details. In its use the best results are secured only by close and watchful supervision on the part of the county superintendent. The normal institute affords an excellent opportunity to give teachers instruction in the course of study and its use, and this study has an important place on nearly every institute program. Some county superintendents secure excellent results by requiring teachers to take an examination on the course of study. A system of classification reports is also to be found very helpful.

SCHOOLS IN CITIES AND TOWNS.

Schools in cities and towns are making substantial progress. Many new buildings are annually erected to meet the needs of the school corporations. Teachers are as a rule graduates or former students of the state university, state normal school, state college of agriculture and mechanic arts, or other higher institutions of learning. Courses of study undergo frequent and necessary modifications in order to meet the changes in the economic, social and educational life of the people. In many schools the system of promotions makes it possible for the pupils to pass through the various grades without hindrances from any source, promotions being based upon individual and not class effort.

High School Attendance.—High school statistics from one hundred and eighty-seven cities and towns of one thousand or more population by the census of 1900 give an enrollment in high schools of 21,542 in 1901-1902. Of this number 8,737 were boys and 12,805 were girls. The enrollment in the same schools on October 10th, 1902, was 21,692. The total enrollment for 1902-1903 was 23,569. Two thousand, eight hundred and eighty-six (2,886) pupils graduated from the high schools in 1902, of whom 1,011 were boys and 1,875 were girls. The number in the graduating classes of the above schools on October 10th, 1902, was 3,083 and on October 10th, 1903, 3,277, while the total number fitting for college or other higher institutions is about 4,400.

List of Accredited High Schools.—The following schools are now on the accredited list of the state university and the standard colleges of the state :

Ackley, Adel, Albia, Algona, Ames, Anamosa, Atlantic, Audubon, Avoca, Bedford, Belmond, Boone, Brooklyn, Burlington, Capital Park, (Des Moines), Carroll, Cedar Falls, Cedar Rapids, Centerville, Chariton, Charles City, Cherokee, Clarinda, Clarion, Clinton, Columbus Junction, Corning, Corydon, Council Bluffs, Cresco, Creston, Davenport, Decorah, Denison, Des Moines—East, Des Moines—North, Des Moines—West, Dubuque, Eagle Grove, Eldora, Emmetsburg, Estherville, Fairfield, Forest City, Fort Dodge, Fort Madison, Glenwood, Greene, Greenfield, Grinnell, Guthrie Center, Grundy Center, Guthrie County, Hamburg, Hampton, Harlan, Humboldt, Ida Grove, Independence, Indianola, Iowa City, Iowa Falls, Jefferson, Keokuk, Knoxville, Lake City, Lamoni, Le Mars, Leon, Lyons, Manchester, Manning, Maquoketa, Marengo, Marion, Marshalltown, Mason City, McGregor, Missouri Valley, Montezuma, Monticello, Mount Ayr, Muscatine, Nashua, Nevada, New Hampton, Newton, Odebolt, Oelwein, Onawa, Orange City, Osage, Osceola, Oskaloosa, Ottumwa, Parkersburg, Perry, Postville, Red Oak, Reinbeck, Rockford, Rock Rapids, Sanborn, Sheldon, Shenandoah, Sibley, Sidney, Sigourney, Sioux City, Sloan, Spencer, Storm Lake, Stuart, Tipton, Traer, Villisca, Vinton, Washington, Waterloo—East, Waterloo—West, Waukon, Waverly, Webster City, West Liberty, Wilton, Williamsburg.

FULLY ACCREDITED PRIVATE SCHOOLS.

Cedar Valley Seminary, Osage; Charles City College; Decorah Institute; Denison Normal School; Dexter Normal College; Epworth Seminary; Howe's Academy, Mount Pleasant; Iowa City Academy; Jewell Lutheran College; Mt. St. Joseph Academy, Dubuque; Northwestern Classical Academy, Orange City; Sac City Institute; St. Agatha's Seminary, Iowa City; St. Mary's, Iowa City; St. Francis' Academy, Council Bluffs; Washington Academy; Whittier College, Salem; Wilton German-English College; Woodbine Normal School.

PARTIALLY ACCREDITED SCHOOLS.

Adair, Allerton, Alton, Anita, Bloomfield, Brighton, Charter Oak, Clearfield, Clear Lake, Colfax, Coon Rapids, Correctionville, De Witt, Dysart, Eldon, Elkader, Farmington, Fayette, Fonda, Fontanelle, Garner, Glidden, Grand Junction, Hartley, Holstein, Hubbard, Keosauqua, Kingsley, Lake Mills, Lime Springs, Mapleton, Mechanicsville, Milton, Morning Sun, Moulton, Mount Pleasant, Neola, New Sharon, North English, Northwood, Oak Park, Des Moines, Pella, Riceville, Richmond, Rolfe, Sac City, Shelby, Shell Rock, Sioux Rapids, Springdale, Springville, State Center, Tabor, Tama, Wapello, Winfield, Calhoun County Normal School, Hawarden Normal School, St. Ansgar Seminary.

Dr. J. F. Brown, Professor of Education and Inspector of Schools for the State University, in speaking of these schools says:

"The list of accredited schools is constantly changing as some are being dropped on account of failure to meet the required conditions and others are being added or transferred from one list to the other.

All schools must be inspected before they are placed on the accredited list. The requirements for a full accredited school are:

1. The course of study must not be less than four years of thirty-six weeks each in length, following an elementary course not less than eight years in length.
2. The course of study must require of each pupil not more than four recitations daily.
3. The entire time of at least three teachers must be given to instruction in high school branches.
4. The quality of the instruction given and the character of the textbooks used must be approved by the Collegiate Faculty of the university.
5. Schools seeking considerable credit in science must demonstrate their ability to do successful laboratory work.
6. Schools seeking considerable credit in history and English must give evidence of a special library equipment for these branches.
7. The course of study must include at least two years of foreign language.

Private academies, seminaries, normal schools or other secondary schools meeting the conditions mentioned above, or their equivalent, may be accepted on the same basis as high schools.

Partially accredited schools must meet the same general requirements as the fully accredited schools, but in the former there may be but two teachers, the course of study must be three years in length, recitation periods must be forty minutes long, no teacher may have more than eight recitations daily, and the principal can have but six.

The committee on secondary school relations, appointed by the college department of the State Teachers' Association, co-operates with the state university in determining the list of accredited schools.

While the high school situation in Iowa is not what it should be, there is much that is encouraging. Improvement is manifest in several directions. Courses of study are being thoughtfully revised and brought up-to-date. The so-called "college preparatory" course and the course that meets the so-called "local needs" of the community are given a place side by side and they are both good. The schools are seeing that the state university and the colleges of the state are working as carefully for the welfare of the boys and girls who do not go to college as they are for the interests of those who do go, and many new schools are trying to prepare themselves for a place on the accredited list. Most schools already on the list are using every available means to strengthen their work. New schoolhouses are building, libraries and laboratories are being equipped, and there is a strong demand for better qualified teachers both in the high schools and below it. Some schools have recognized the need of more *men* in the high schools, and a few are employing as many men as women.

There is a growing unity in the work not only of the schools themselves but between the schools and the colleges. The appointment last year of committees representing both phases of the work for conference and report on matters of mutual interest indicates an increasing spirit of helpful, harmonious co-operation. The committee appointed to prepare a uniform high school course of study in English and the committee appointed to arrange for a state conference between secondary school representatives and college

men are especially worthy of mention. Much good should result from their efforts.

More strong men in the high schools, more well equipped teachers generally, and better salaries for them are the needs of the hour. A higher legal qualification for high school teachers in the near future could do much to attain these ends.

THE IOWA SCHOOL SYSTEM.

PUBLIC INSTRUCTION.

Institution.	Professors and instructors.	Students.	Rooms.
State University	158	1,442
State Normal School	60	*2,460
State College of Agriculture and the Mechanic Arts	88	1,320
Town and city schools			6,262
Rural schools			12,472

* Includes pupils in Training School.

OTHER STATE SCHOOLS.

Institution.	Employes.	Children.
College for the Blind	39	168
School for the Deaf	60	240
Soldiers' Orphan's Home	75	480
Institution for Feeble-Minded	160	942
Industrial School for Boys	45	512
Industrial School for Girls	29	210

SCHOOL OFFICERS.

A Superintendent of Public Instruction:

Chosen biennially by the electors.

A State Board of Educational Examiners:

Superintendent of Public Instruction,

President of State University,

President of State Normal School,

One man appointed by governor—four years.

One woman appointed by governor—four years.

County Superintendents—Ninety-nine:

Chosen biennially by the electors.

Board of Directors for each School Corporation:

Part elected each year.

SCHOOL FINANCES.

Assessed valuation of all property in 1903.....\$637,937,386

Amount of permanent school fund in 1903..... 4,755,044

Schoolhouse Fund:

- Raised by district tax.
- Voted by the electors.
- To buy sites and build houses.

Contingent Fund:

- Raised by district tax.
- Estimated by the board.
- For repairs, fuel, supplies, etc.

Teachers' Fund:

- Raised by district tax.
- Estimated by the board.
- From interest on permanent fund.
- County tax from one to three mills.

IOWA SCHOOL STATISTICS.

A territory, July 4, 1836. Population	22,357
A state, December 28, 1846. Population.....	97,588
Population, 1900, federal census,	2,231,853
School age, five to twenty-one, enumeration 1903.....	721,486
Value of schoolhouses in 1903.....	\$20,389,505
Expended for common schools, 1903	10,284,989

Year.	Number of schoolhouses.	Enrolled in public schools.	Number of teachers.	Amount paid teachers
1848.....	165	7,077	124	\$ 5,737
1850.....	522	24,804	799	36,814
1860.....	3,208	167,869	6,374	445,463
1870.....	6,888	320,803	12,715	1,636,951
1875.....	9,528	384,012	18,145	2,598,440
1880.....	11,037	426,057	21,598	2,901,948
1885.....	12,309	477,663	23,715	3,777,092
1890.....	12,997	493,267	26,567	4,318,871
1895.....	13,613	533,824	27,843	5,075,492
1900.....	13,861	566,223	28,789	5,606,932
1903.....	13,968	550,202	24,287	6,242,926

IOWA TEACHERS' INSTITUTES.

Established by law in 1858. Normal institute law enacted, 1874. Held in each county annually, under the direction of the county superintendent. Attendance voluntary.

INSTITUTE FUND.

Yearly state appropriation, \$50.00. Registration fee, \$1.00.

Examination fee, \$1.00. An additional fee of \$1.00 is collected when a two-year certificate is issued. The county board of supervisors may grant an appropriation from the county funds.

ATTENDANCE AND EXPENDITURES.

Year.	Number held.	Attendance	Expenditures.
1858.....	20	1,182	\$ 1,000
1860.....	34	2,153	1,700
1865.....	59	3,529	2,950
1870.....	78	5,357	3,900
1874.....	92	6,774	16,453
1880.....	99	12,075	38,209
1885.....	99	16,722	47,684
1890.....	99	18,721	52,137
1895.....	99	21,968	62,140
1900.....	98	19,544	58,675
1903.....	99	18,250	55,525

SUMMARY OF STATISTICS.

Year.	Teachers.		Children.		
	Males.	Females.	Between five and twenty-one.	Pupils enrolled.	Average attendance.
1848.....	101	23	10,646	7,077	5,843
1852.....	806	525	85,060	33,033	19,027
1856.....	1,279	1,243	173,868	59,014	43,124
1860.....	3,219	3,155	244,938	167,869	77,113
1864.....	2,915	6,140	294,912	210,569	117,378
1868.....	4,123	6,846	393,630	279,007	160,773
1872.....	5,901	9,320	475,499	340,789	214,905
1876.....	6,830	12,222	553,920	398,825	229,315
1880.....	7,254	14,344	586,556	426,057	259,836
1884.....	5,760	17,359	623,151	472,966	284,498
1888.....	5,595	19,518	639,248	477,184	291,070
1892.....	4,978	22,275	675,024	509,830	321,708
1896.....	5,614	22,507	720,175	543,052	345,242
1900.....	4,948	23,841	731,154	566,223	373,474
1903.....	3,733	25,554	721,486	550,202	358,438

SUMMARY OF FINANCES.

Year.	Schoolhouse fund.	Contingent fund.	Teachers' fund.	Total disbursements.
1849.....	\$ 18,278	\$ 1,812	\$ 24,648	\$ 44,738
1853.....	31,800	3,730	72,095	107,625
1857.....	147,167	19,206	198,142	364,515
1861.....	134,903	40,953	518,591	694,447
1865.....	297,453	111,489	856,725	1,265,667
1869.....	941,844	466,186	1,438,964	3,146,034
1873.....	1,184,083	796,695	2,248,676	4,229,454
1877.....	1,106,788	1,136,995	2,953,645	5,197,428
1881.....	1,263,663	825,441	3,040,916	5,129,820
1885.....	1,227,815	1,049,406	3,777,092	6,054,313
1889.....	1,582,777	1,068,186	4,197,165	6,848,128
1893.....	1,303,970	1,820,082	4,789,323	7,913,375
1897.....	1,341,885	1,834,189	5,264,354	8,440,423
1901.....	1,413,867	2,160,446	5,747,339	9,321,652
1903.....	1,655,751	2,311,693	6,317,545	10,284,989

THE THREE STATE EDUCATIONAL INSTITUTIONS OF HIGHER LEARNING.

Under this heading is included the state university at Iowa City, the state college of agriculture and mechanic arts at Ames, and the state normal school at Cedar Falls. These institutions ably managed and conducted as they are, are the pride of the citizens of the state. The work accomplished by them in the past has elicited the highest praise from our own people and also from visitors and critics of other states and foreign countries. Their future development depends in large part upon the appropriations given to meet growing needs and increased attendance.

For support fund to pay for additional teachers needed, the university asks \$50,000; the state college \$63,500; the state normal school \$20,000.

A careful examination and comparison with other similar institutions in other states shows that the requests are reasonable. Their other needs are shown by the following tables:

University.—Library, \$10,000; repairs, \$5,000; University extension, \$5,000; to complete and equip new medical building, \$115,000; land, \$50,000; sidewalk and other improvements, \$10,000.

State College.—Furnishing and finishing new main hall, \$110,000; heating plant, \$125,000; Horticultural barn, \$5,800; furnishing pavilion and greenhouse, \$7,800; increase in repair and improvement fund \$23,000; experiment station fund, (increase) \$65,000; dairy building, \$75,000; dairy farm, \$25,000; equipment, \$25,000; auditorium, \$100,000; new library, \$150,000; women's building, \$50,000; veterinary building, \$100,000.

Normal School.—For Contingent fund (annually-additional), \$15,000; for librarian fund, annually for two years, \$2,500; for library fund, annually for two years, \$25,000; for grading and improving school grounds, \$3,000; for military fund, annually for two years, \$800.

It is my understanding that the above amounts represent the real needs of the institutions. While the amounts may appear large to some, an investigation conducted with a view to learning the conditions and needs will, I think, reveal that the sums needed should be granted in full if possible.

The more generous spirit of liberality displayed for some years by the legislature toward the educational institutions has met the approval of the people and it is most gratifying that the



STATE UNIVERSITY, CENTRAL BUILDING, IOWA CITY



AGRICULTURAL HALL, IOWA STATE COLLEGE, AMES

vast majority of them want the educational institutions improved as the state grows in wealth and population.

THE EDUCATIONAL BOARD OF EXAMINERS.

This board consists of the president of the state university, the president of the state normal school, the superintendent of public instruction, all exofficio, and two persons appointed by the Governor for a term of four years. Of the appointees it is required that one shall be a woman and that neither may be re-appointed.

For services rendered the state, the exofficio members receive no compensation but are reimbursed for expenses incurred in the performance of duty. Authority is given the board to employ a secretary at not to exceed \$75.00 a month. Since the secretary is authorized to conduct examinations and is required to perform such duties as the board may prescribe, it has not been at all times possible to secure for the salary named as competent a person for the position as the important duties to be performed require. In other departments of educational work requiring equal scholarship and executive ability men and women receive from \$1,000 to \$1,500 for nine months of service. It is my opinion that a similar amount will have to be paid by the board in order to secure a secretary having the required qualifications. Fortunately the board during the biennial period has been able to have the services of Mrs. Alice Altona, a member of the board, and no permanent secretary has been employed. The membership of the board may not, however, always be so situated as to be able to render assistance on request; hence the suggestion made for an increase in compensation.

Since the expenses of the board are paid from the fees received and are considerably less than the receipts, the salary can without drawing on the general state fund be increased and made to compare favorably with the sum paid for like services in places of as great importance.

It would be difficult to imagine a board more harmonious in its deliberations and executive management. Business as a very general rule is not conducted by majorities and minorities, but after a full and frank discussion in which each member can give utterance to his views, it is indeed a rare occasion if the expressed judgment of the membership of the board is not unanimous. While the work of the board has been most ardu-

ous, the responsibilities have been in large measure shared equally, and consequently have not been burdensome.

From many expressions of opinion which have come to me unsolicited, I can freely affirm that the work of the board has with each succeeding year grown in public favor and that its expressed judgment on matters affecting education is given great weight. Additional authority to examine and certificate teachers can be given the board to the benefit of our schools.

The complete report of the board required by law is given in Chapter VI., and proposed changes in the law governing the board under "Proposed Legislation."

SCHOOL LIBRARIES.

The library legislation of 1900 has aroused great interest in the establishment of libraries. In 1901 the number of volumes was 453,554; in 1902, 554,111 and in 1903, 642,778.

The law requiring the purchase of library books for the use of children in all country districts is one of the very best, but may well be amended and made still more potential. The list of books selected by the state educational board of examiners has been made with unusual care. The board has a high appreciation of the value of choice literature in the school room and the home. It has been the aim of the board to exclude literature of questionable moral character.

While intended primarily for rural schools the lists of books are prepared to meet the needs of city, town and independent districts. The place of the school library in the educational system becomes more important each year. It is not enough that good books shall be selected and placed within the reach of pupils. They should become a part of the life of the school room. They should be used to stimulate and direct the intellectual and spiritual development of children. The mere passive handing of books to children by the teacher deprives them of what has come to be their right and their necessity—knowledge of the use of books. The teacher is also a loser by this passive process. Books are the most certain avenues to the understanding of child nature. Not to make use of them is to lose the use of a vast amount of material with which the teacher can weave together various parts of the school curriculum and thus unify all school work. He who aids in the training of citizens cannot afford to ignore any opportunity of increasing the ability of the child or the citizen to help himself. Well has one said:



COLLEGE OF LIBERAL ARTS, STATE UNIVERSITY, IOWA CITY



CAMPUS VIEW, LOOKING WEST, STATE UNIVERSITY, IOWA CITY

"Among the earliest ambitions to be excited in clerks, workmen, journeymen and indeed, among all that are struggling up in life from nothing to something is that of owning a library of good books. A little library growing larger every year is an honorable part of a young man's history. * * * * Books are the food of youth, the delight of old age; the ornament of prosperity; refuge and comfort of adversity; a delight at home, and no hindrance abroad; companions by night, in traveling, in the country."

ACCREDITED SCHOOLS FOR THE TRAINING OF TEACHERS.

The twenty-ninth general assembly authorized the educational board of examiners to inspect, recognize and supervise "schools desiring state recognition," for the instruction and training of teachers for the common schools. In May following the enactment of the law a representative from each of nearly twenty institutions of the state met in conference at the office of the superintendent of public instruction at Des Moines. In harmony with the law, and at the request of the conference, the board of examiners prepared a Manual for Accredited Schools Designed for the Training of Teachers for the public schools. The Manual containing a list of sixteen approved schools, regulations governing the same, outline course of study, etc., is made a part of this report. (See appendix).

The law provides that the accredited schools shall have an annual visitation by some member of the board of examiners, or some one appointed for that purpose by the board. Prof. H. H. Freer, a member of the Cornell College faculty at Mount Vernon, and a member of the educational board of examiners in 1902, made the inspection in large part on behalf of the board. Professor Freer has long been considered among the foremost educators of our state and his views on any phase of education are highly esteemed. In speaking of the new schools, after having inspected them officially, he says in part in his report: "My impressions were that all the schools had great possibilities in the training of teachers. The spirit with which they are entering upon the work is commendable. I personally feel that great good may come through the operations of the Kling-Hogue law, and regret that it has been condemned by some educational leaders before it has had a fair trial. The law will help some of the schools, and most of those who attend them would never secure normal training elsewhere. In order that

the best results may be attained, there will have to be close inspection and careful guidance upon the part of the board of examiners."

The chief object in passing the law was to provide more and better educational facilities for the profession of teaching. Whether the object to be attained will be accomplished cannot so soon after the enactment of the law be determined. Reports filed with the board of examiners in the office of the superintendent of public instruction show the name, age, post office address, studies and attendance of the students in each school. The total number of students taking the prescribed teachers' course in the sixteen institutions is 301.

A number of public high schools of the state have filed applications for recognition, but have not thus far been inspected. It is believed that the law which admits the graduates of the "accredited schools" to the examination for a two-year state certificate will assist in raising the profession of teaching to a higher standard. It is certain to break down to some extent at least the arbitrary county lines which now make it impossible for a teacher to pass from one county to another to teach without expense and annoyance, and will enable graduates certificated by the educational board of examiners to teach in any public school in the state. The warmest friends of the law hope for its success and may be expected to ask for it a fair and impartial trial. That this will be given freely is unquestioned.

NORMAL INSTITUTES AND SUMMER SCHOOLS.

The law requires the holding of a teachers' institute annually in each county. The annual expenditure for the support of these training schools amounts to more than \$55,000, (\$59,300 in 1901; \$57,528 in 1902; and \$55,525 in 1903.,) of which the teachers pay annually ninety per cent and the state and the various counties about ten per cent.

The attendance is voluntary, and while not so large as formerly still equals or exceeds the number of teachers required to supply the schools of the state. The total enrollment in institutes for 1902 was 18,376 and for 1903 was 18,250.

Because of the large number of new teachers that enter upon the work each year a large amount of academic instruction is still given in the normal institutes. County Superintendents fully realize that a knowledge of academic subjects should be

given elsewhere and that the better work of the institute is in methods—that to inspire is better than attempting to prepare for examinations. In a few counties the work done is almost chiefly inspirational and professional in character.

The decreased normal institute attendance is in part attributed to the increased attendance at the various summer schools held at the different higher institutions of learning within and without the state. A quite carefully prepared table shows that not less than 3,500 Iowa teachers attended summer schools of a high order during the past year. This number, added to the enrollment in institutes, gives a total enrollment in excess of other years.

For 1903 normal institutes were held in Iowa as follows:

County.	Town.	No. of Instructors.	Time.	Weeks.	Conductor.
Adair.....	Greenfield.....	8	Aug. 10	2	Mrs. Ella C. Chantry.
Adams.....	Corning.....	3	June 15	2	J. E. Williamson.
Allamakee....	Waukon.....	6	July 27	2	J. E. Mills.
Appanoose....	Centerville....	6	Aug. 3	2	R. A. Elwood.
Audubon.....	Audubon.....	5	June 29	2	Arthur Farquhar.
Benton.....	Vinton.....	6	Aug. 3	2	C. R. Lowe.
Black Hawk...	Waterloo.....	5	June 15	2	A. T. Hukill.
Boone.....	Boone.....	7	Aug. 24	2	R. V. Veneman.
Bremer.....	Waverly.....	5	July 6	2	P. M. Smock.
Buchanan.....	Independence...	14	Mar. 30	1	M. J. Goodrich.
Buchanan.....	Independence...	7	July 26	1	M. J. Goodrich.
Buena Vista...	Storm Lake....	6	Aug. 3	2	J. E. Durkee.
Butler.....	Allison.....	6	Aug. 10	1	Ida. F. Levdig.
Calhoun.....	Rockwell City...	4	Aug. 17	1	W. R. Sandy.
Carroll.....	Carroll.....	5	June 22	2	J. M. Ralph.
Cass.....	Atlantic.....	4	June 15	2	J. J. McConnell.
Cedar.....	Tipton.....	5	Mar. 30	1	Aurora Goodale.
Cerro Gordo...	Mason City....	7	July 27	2	P. O. Cole.
Cherokee.....	Cherokee.....	5	June 22	2	A. V. Storm.
Chickasaw....	New Hampton...	6	July 27	2	T. J. Wormley.
Clarke.....	Osceola.....	3	Aug. 2	2	A. M. M. Dornon.
Clay.....	Spencer.....	6	Aug. 3	2	H. F. Fillmore.
Clayton.....	Elkader.....	5	Aug. 10	2	C. J. Adam.
Clinton.....	Clinton.....	6	Aug. 24	1	Geo. E. Farrell.
Crawford.....	Denison.....	7	Aug. 10	2	C. W. Von Coella.
Dallas.....	Adel.....	5	Aug. 10	1	R. F. Wood.
Davis.....	Boomfield.....	4	Aug. 17	2	W. S. Athearn.
Decatur.....	Leon.....	9	Aug. 17	2	J. A. McIntosh.
Deleware.....	Manchester....	7	June 15	2	H. J. Schwieter.
Des Moines....	Burlington....	6	June 22	2	Howard A. Mathews.
Dickinson....	Spirit Lake....	4	Aug. 3	4	W. T. Davidson.
Dubuque.....	Dubuque.....	9	July 13	2	P. J. Schroeder.
Emmet.....	Estherville....	4	Aug. 10	1	W. A. Willis.
Fayette.....	West Union....	6	Aug. 3	2	H. L. Adams.
Floyd.....	Charles City....	7	June 15	2	Frederick Schaub.
Franklin.....	Hampton.....	4	July 13	2	Harry J. Henderson.

County.	Town.	No. of In- structors.	Time.	Weeks.	Conductor.
Fremont	Sidney	7	July 27	2	Mattie Lee A. Lair.
Greene	Jefferson	5	June 15	2	C. M. Williams.
Grundy	Reinbeck	5	July 27	2	J. T. Gray.
Guthrie	Guthrie Center	5	Aug. 24	1	I. M. Boggs.
Hamilton	Webster City	6	Aug. 10	2	L. N. Berger.
Hancock	Garner	7	July 20	2	A. M. Deyoe.
Hardin	Eldora	7	Aug 10	2	Mrs. Ella B. Chassell.
Harrison	Logan	9	June 22	2	D. E. Brainard.
Henry	Mt. Pleasant	8	June 22	2	Annie E. Packer.
Howard	Cresco	5	Mar. 30	2	A. E. Bennett.
Humboldt	Humboldt	7	Aug. 3	2	Clarence Messer.
Ida	Ida Grove	6	Mar. 30	2	J. C. Hagler.
Iowa	Marengo	6	July 27	2	H. T. Ports.
Jackson	Maquoketa	4	June 15	2	L. B. Carlisle.
Jasper	Newton	7	Aug. 3	2	Libbie Dean.
Jefferson	Fairfield	3	Aug. 3	2	J. E. Williamson.
Johnson	Iowa City	5	July 20	2	W. A. Willis.
Jones	Monticello	6	July 20	2	C. B. Paul.
Keokuk	Sigourney	7	July 20	2	Cap E. Miller.
Kossuth	Algona	6	July 6	2	F. H. Slagle.
Lee	Fort Madison	3	Aug. 17	1	J. S. Stewart.
Linn	Marion	5	July 20	2	J. E. Vance.
Louisa	Wapello	6	June 15	2	C. R. Wallace.
Lucas	Chariton	6	Aug. 3	2	Laura Fitch.
Lyon	Rock Rapids	5	Aug. 24	1	A. W. Grisell.
Madison	Winterset	3	June 22	2	H. D. Smith.
Mahaska	Oskaloosa	7	July 27	2	J. P. Dodds.
Marion	Knoxville	4	July 3	2	W. W. Cook.
Marshall	Marshalltown	4	July 13	2	Mary E. Hostetler.
Mills	Glenwood	5	June 15	2	W. M. Moore.
Mitchell	Osage	7	Aug. 3	3	Jay A. Lapham.
Monona	Onawa	5	July 20	2	F. E. Lark.
Monroe	Albia	5	July 27	2	H. C. Hollingsworth.
Montgomery	Red Oak	5	July 13	2	Mabel G. Hanna.
Muscatine	Muscatine	5	June 15	2	E. F. Schall.
O'Brien	Primghar	7	Aug. 10	2	Nellie Jones.
Osceola	Sibley	6	Mar. 30	2	J. P. McKinly.
Page	Clarinda	5	Aug. 10	2	Geo. H. Colbert.
Palo Alto	Emmetsburg	5	July 27	2	H. E. Wheeler.
Plymouth	Le Mars	4	June 22	2	I. C. Hise.
Pocahontas	Fonda	6	Aug. 3	2	U. S. Vance.
Poik	Des Moines	10	Aug. 3	1	Z. C. Thornburg.
Pottawattamie	Council Bluffs	8	June 15	2	O. J. McManus.
Poweshiek	Brooklyn	8	June 22	2	Viola H. Schell.
Ringgold	Mount Ayr	7	July 20	2	J. C. Bennett.
Sac	Sac City	6	Aug. 17	2	C. H. Jump.
Scott	Davenport	6	Mar. 19	2	Fred J. Walker.
Shelby	Harlan	6	Aug. 3	2	G. A. Luxford.
Sioux	Orange City	4	June 22	2	S. T. May.
Story	Nevada	6	Aug. 3	2	Fred E. Hansen.
Tama	Toledo	9	June 22	2	D. E. Brown.
Taylor	Bedford	4	June 15	3	F. E. Howard.
Union	Creston	5	Aug. 17	1	F. M. Abbott.
Van Buren	Keosauqua	4	Aug. 3	2	John H. Landes.
Wapello	Ottumwa	6	June 29	2	Beniah Dimmitt.
Warren	Indianola	7	July 20	2	S. M. Holladay.

County.	Town.	No. of In- structors.	Time.	Weeks.	Conductor.
Washington	Washington	7	June 15	2	Mary M. Hughes.
Wayne	Corydon	6	Aug. 3	2	Maud Elmore.
Webster	Fort Dodge	4	Mar. 30	1	A. L. Brown.
Winnebago	Forest City	5	Aug. 17	1	K. N. Knudsen.
Winneshek	Decorah	8	Mar. 30	2	E. J. Hook.
Woodbury	Sioux City	7	July 20	2	E. A. Brown.
Worth	Northwood	4	Aug. 16	2	E. M. Mitchell.
Wright	Clarion	7	Aug. 3	2	Angus Macdonald.

TEACHERS—GRADUATES, NON-GRADUATES, NO EXPERIENCE.

For the year 1901-1902, 19,400 different teachers were licensed by county superintendents of whom 2,444 were males and 16,956 were females. Adding to this 3,308, the number to whom first-class two-year certificates were issued the preceding year, the total number of certificates in force in September, 1902 is found to be 22,708. The number in force in September, 1903 is 21,994. Of the total number of teachers certificated about six thousand are graduates of universities, colleges, normal schools, seminaries, academies and high schools accredited by the standard colleges. Between six and seven thousand of the total number have for a limited time attended schools above enumerated without graduating, and the remainder have received instruction in country schools and town and village schools below those accredited.

Of the total number granted certificates to teach in 1901-1902, 549 males and 2,644 females received certificates of the first class, or for two years; 1,452 males and 11,841 females, certificates of the second class; 674 males and 6,048 females, certificates of the third class; 106 males and 526 females, certificates to teach special branches, and 115 females, certificates to instruct in kindergartens. Of those licensed to teach 3,705 had no experience in teaching and 4,143 had less than one year of experience. The reports for several years past show that the number of persons annually certificated with no experience varies from three thousand five hundred to four thousand. Since the number of teachers has not increased it is evident that a corresponding number have abandoned the work each year. To provide for the suitable education of so large a number to take the places of those who retire is a duty not at present performed by the state.

THE TRAINING OF TEACHERS.

I do not consider it necessary to argue the question of the value and importance of normal schools. Enlightened citizenship everywhere concedes the value of the educated teacher, and the normal school is one of the greatest agencies at work.

The fact that Iowa has a high grade institution of learning founded for the special purpose of educating teachers for the common schools has been a sufficiently good reason, in the minds of many, to justify the friends of public schools in asking the law-making body to establish other normal schools.

In 1876 when the general assembly wisely established the present school the state had a population of 1,351,553. Since the establishment of the present school the population of the state has increased more than 900,000, or more than the combined population of Colorado and Montana; or North Dakota and South Dakota.

If the only question for determination were, "shall any part of Iowa exceeding in population a single group of states named above be provided with a normal school?" the answer would be strongly in the affirmative.

Less than fifteen per cent of the teachers of the state have been instructed in normal schools, though the institution at Cedar Falls has been in existence and crowded with students for more than a quarter of a century. This department, heartily seconded by the state teachers' association, has repeatedly recommended the establishment of other normal schools, or additional facilities for training teachers. Whether or not other schools will be provided is a question for legislative determination. It is not, however, the opinion of those acquainted with existing conditions that another normal school, even as large as the present one, will solve the teacher problem. In other states where normal schools are numerous it has been found necessary to provide county training schools for teachers.

If a law were passed providing for the establishment of county schools of agriculture, manual training, domestic science, *and the training of teachers*, it would I think meet to a great extent, present needs. Should this not be done the education of the masses of teachers for common schools will soon devolve upon high schools in cities and towns.

SCHOOL SUPERVISION.

The following table compiled from the reports of county superintendents shows the number of schoolrooms in the state,

different schools visited, and number of visits made to the schools during the past six years by the county superintendents:

Year.	Number of schoolrooms	Different number schools visited	Number visits made.
1898	17,959	11,200	14,055
1899	18,177	12,134	15,803
1900	18,381	9,912	12,343
1901	18,498	11,242	13,932
1902	18,513	10,106	12,050
1903	18,684	10,656	13,074

It is evident from the above table that several thousand schools do not receive the personal inspection of county superintendents. This is not because these officials do not place a high estimate upon the importance of school visitation. They would, we think, give a much larger portion of their time to the inspection of schools if official duties did not require their presence so constantly in the office. During recent years the enactment of new laws has greatly increased the clerical work of these officers, thus limiting the amount of time to be given to school inspection. If school inspection is to be of the greatest value, it should be undertaken systematically and intelligently. This, however, is not possible at present. We renew the recommendation formerly made by the department that a deputy county superintendent be provided. Even in the smallest county there is sufficient work to keep two officers working strenuously in the cause of education.

TEACHERS' ASSOCIATIONS.

Iowa has been foremost among the states of the Union in the number and interest of its teachers' associations. Four great sectional associations in addition to the state meeting are held annually. The attendance at these gatherings is voluntary and aggregates annually more than 5,000 teachers. There are many inter-county associations, comprising two or more counties and in addition more than three-fourths of the counties of the state have organized associations of teachers. Nearly one-half of the counties have also a well-planned and ably conducted system of township meetings. These latter are often joint meetings of teachers, school officers and patrons. More than 700 educational meetings are conducted annually in the state. When it is known that these meetings are purely voluntary and that the state provides no means whatever for the payment of legitimate expenses, it indicates a spirit of loyalty to the cause

of education that is unequaled. Since the teachers themselves contribute at least 90 per cent of the money for the support of the normal institute, it would seem but just that a certain proportion of the institute fund be annually expended for the payment of the necessary expenses of conducting these associations. It can be used for no better purpose.

As indicative of the trend of thought in educational circles on the great problems of education, there is given herewith the declaration of principles of the last national educational association, and the resolutions adopted by the Iowa State Teachers' Association at its annual gathering in 1902:

DECLARATION OF THE NATIONAL EDUCATIONAL ASSOCIATION.

1. The United States Bureau of Education has amply proved its usefulness to the nation. Its publications are standard works of reference for school officers and teachers everywhere. The bureau of education should be made an independent administrative department, such as were the departments of agriculture and labor before their elevation to cabinet rank. Sufficient appropriations should be made by the congress to enable the commissioner of education to extend the scope and add to the usefulness of his work.

2. The condition of affairs in the Indian Territory, where fully three-quarters of the population are reported as being without schools for their children, demands the immediate attention of the congress. Provision should be speedily made by which the people of the Indian Territory will have power to establish and carry on a system of public schools so that all classes of citizens in the Indian Territory may have the educational opportunities which are enjoyed by their fellow citizens in other parts of the country.

3. Teaching in the public schools will not be a suitably attractive and permanent career, nor will it command as much of the ability of the country as it should, until the teachers are properly compensated and are assured of an undisturbed tenure during efficiency and good behavior. A large part of the teacher's reward must always be the pleasure in the character and quality of the work done; but the money compensation of the teacher should be sufficient to maintain an appropriate standard of living. Legislative measures to give support to these principles deserve the approval of the press and the people.

4. The true source of the strength of any system of public education lies in the regard of the people whom it immediately serves, and in their willingness to make sacrifices for it. For this reason a large share of the cost of maintaining public schools should be borne by a local tax levied by the county or by the town in which the schools are. State aid is to be regarded as supplementary to, and not as a substitute for, local taxation for school purposes. In many parts of the United States a large increase in the amount of the local tax now voted for school purposes, or the levying of such a tax where none now exists, is a pressing need if there are to be better schools and better teachers.

5. The highest ethical standards of conduct and of speech should be insisted upon among teachers. It is not becoming that commercialism or

self-seeking should shape their actions, or that intemperance should mark their utterances. A code of professional conduct clearly understood and rigorously enforced by public opinion is being slowly developed, and will, doubtless, one day control all teachers worthy of the name.

6. It is important that school buildings and school grounds should be planned and decorated so as to serve as effective agencies for educating not only the children but the people as a whole in matters of taste. The school is becoming more and more a community center, and its larger opportunities impose new obligations. School buildings should be attractive as well as healthful, and the adjoining grounds should be laid out and planned with appropriateness and beauty.

7. Disregard for law and for its established modes of procedure is as serious a danger as can menace a democracy. The restraint of passion by respect for law is a distinguishing mark of civilized beings. To throw off that restraint, whether by appeals to brutal instincts or by specious pleas for a law of nature which is superior to the laws of man, is to revert to barbarism. It is the duty of the schools so to lay the foundations of character in the young that they will grow up with a reverence for the majesty of the law. Any system of school discipline which disregards this obligation, is harmful to the child and dangerous to the state. A democracy which would endure must be as law-abiding as it is liberty-loving."

RESOLUTIONS OF THE IOWA STATE TEACHERS' ASSOCIATION.

Resolved: That the teachers of this state are hereby urged to an active interest in the great educational exhibit to be held in the St. Louis Exposition of 1904, and to a hearty co-operation with the committee appointed by this association to assist the state department in organizing and arranging the school exhibit from this state.

That we commend every effort of state or county superintendent in the matter of raising the standard of requirements for teachers' certificates, and recommend the refusal of certificates for the sole purpose of licensing a sufficient number of persons to fill the schools.

That our state board of examiners and county superintendents should have the right to give credit for life certificates granted in other states, and to honor diplomas of accredited colleges and universities, and state normal schools.

That the best interests of our rural schools demand the consolidation of *small districts into a central graded school*, and that the board of education of such central school should have the right to establish a high school for the higher education of pupils who have completed the elementary school course.

That faithful service of teachers merits and the best interests of our schools demand longer tenure of appointment than now permitted by the laws of this state, and that we therefore instruct our legislative committee to use their best endeavors to secure the enactment of a law giving boards of education the right to employ teachers for a period of at least three years.

That we recommend the recognition of the Kindergarten as an integral part of our public school system, and that the age limit for admission to the Kindergarten be changed from five to four years of age.

That we approve the compulsory education law passed by the last legislature, and desire further legislation which shall make the law more effective and the enforcement easier.

That this association, seeing in the increased use of cigarettes a menace to the moral, mental and physical development of the growing boy, urges teachers and parents to more zealous opposition to the cigarette habit.

That the study and practice of the fine arts should be encouraged as a means of true culture, and that we endorse heartily the growing tendency in favor of the construction of beautiful and commodious buildings, greater care in the selection of building sites, and the appropriate ornamentation and decoration of our school rooms.

That as a complete education demands the symmetrical development of the physical child as well as that of the head and heart, we favor systematic physical training and properly conducted athletic sports.

That, as thinking and doing supplement each other in active life, so study and expression should supplement each other in school work. To this end, mechanical drawing and shop work should have a place in the city school curriculum side by side with the sciences and the humanities. We welcome the advent of manual training as the means of developing habits of attention, accuracy and self-control.

That greater attention should be paid to moral training as an important element in making the foundation of character and true citizenship. To this end there should be greater familiarity with the bible, that as well stated in the resolution adopted at the last meeting of the National Educational Association, "this great book may ever be the teacher's aid in the interpretation of history and literature, law and life, an unrivaled agency in the development of true citizenship as well as in the formation of a pure literary style."

FREE PUBLIC HIGH SCHOOLS.

Among the plans proposed to improve the school system of the state and provide equal high school privileges for country boys and girls, is for the state to appropriate to certain high schools which meet such requirements as may be fixed by law, or the body governing schools designated, a reasonable sum to pay expenses incurred by increased attendance.

The theory advanced by those who look with favor upon the inauguration of the system is, that the property of the state should be taxed to educate the children of the state. The fact that the state taxes itself to support higher institutions of learning, where a comparatively small number is given instruction, is cited as an example of the state's wisdom, and it is urged that the time has come for the state to assist in providing high school advantages for the masses.

In the biennial reports I have had the honor of submitting, I have called attention to the importance of making some better arrangement for the education of the advanced pupils residing

beyond the boundaries of town and city districts, and I again urge consideration.

RURAL SCHOOLS.

Since the whole of Chapter VII. is devoted to rural schools, salaries of teachers, transportation of pupils, consolidation of districts, centralization of schools, county high schools and agricultural high schools, these subjects are not discussed here.

SCHOOL EXHIBIT AT ST. LOUIS.

The value of a school exhibit consists only in part of the exhibit proper. Its chief value is in the reflex benefit which comes to the school or the individual pupil. This belief has prompted all who are directly interested in the St. Louis exhibit and the schools of our state, to encourage the preparation and selection of the best work illustrative of the practical workings of the school system.

The entire work of superintending the preparation of an exhibit has been placed under the direct supervision of Mr. Frank J. Sessions of Cedar Rapids, by the Iowa Commission of the Louisiana Purchase Exposition. Very substantial headway has been made by the schools in the preparation of the exhibit, and I am assured that considering the small sum placed at the disposal of the superintendent, our exhibit will be most creditable.

TEACHERS' READING CIRCLE.

The Teachers' Reading Circle is upon its fourteenth year with a representation of members in more than four-fifths of the counties in the state. It is performing a work of its own, which cannot be left to any other agency. It may well be regarded as a permanent and integral part of the school system. While the membership is voluntary, it includes *all* the public school teachers of the state, of whatever age or experience, and of whatever grade or professional or personal culture. Desultory reading cannot take the place of systematic work, nor can local clubs answer the purpose of a state organization. Still less can the cursory reading of books from a teachers' library answer the purpose of a year's continuous study of the books of a reading circle course. The more exacting demands upon the teachers of the present day require united professional work.

BOOKS FOR 1903.

For Professional Study:

Hinsdale's Art of Study.....\$1.00

For General Culture Work:

Nature Study and Related Literature... 1.00

The School and Farm..... .75

BOARD OF MANAGERS FOR THE YEAR 1903

Richard C. Barrett, President, Des Moines.
Z. C. Thornburg, Secretary and Manager, Des Moines.
Beniah Dimmitt, Treasurer, Ottumwa.
O. J. McManus, Council Bluffs.
E. J. Hook, Decorah.
Libbie Dean, Newton.
J. P. McKinley, Sibley.

With the exception of the president, members of the board are elected by the county superintendents' department of the state teachers' association. The secretary and the treasurer are elected by the board from among its members.

PUPILS' READING CIRCLE.

Recognizing the great good that has come to Iowa schools through the establishing of libraries in all the rural schools, and believing that greater good can come by more regular, systematic reading and by some public recognition of work done,—the State Teachers' Reading Circle Board in session February 10th, 1903, suggested to the county superintendents of the state the following plan, recommending that it be tested this year and that some definite action be taken on it at the next meeting of the State Teachers' Association.

The Circular of the Board says :

“The definite and systematic reading of good library books should be encouraged and directed by enrolling pupils in a pupils' reading circle, in which they will receive credit for all work done. A uniform list of books is recommended for the primary, intermediate and advanced divisions, but knowing that this list will not be found in all school libraries at present it is suggested that until these books can be secured for the school, credit be given if pupils read books of equal grade now found in the local school library.”

“Reading circle certificates should be provided and when a pupil has read any book on the list, or its equivalent, and has given the teacher satisfactory evidence of having done the work in a thorough manner, he should be given a certificate, on the back of which is recorded the name of the book read and the date of the record, and for each additional book a similar record should be made. When the entire list has been com-

pleted the certificate will be forwarded to the county superintendent who shall issue to the pupil a pupil's reading circle diploma."

"By 'satisfactory evidence' of thorough work done is meant the ability of the pupil to name the author with a brief biography of his life. To give the general idea of the book in a short oral or written review."

"In counties having graduating exercises it is suggested that these diplomas be presented at such meetings in order that the work may be given proper recognition and publicity."

"The list has been selected with great care and investigation, and is composed of the very best books that are found in the catalogue for the Iowa school Libraries. The county superintendents need not hesitate to place this entire list in every school in the county and they should work to that end when the libraries are selected. The divisions conform to those of the Handbook for Iowa Schools."

"The following books from the library list are recommended.

Primary Division:

No. 38.	Hiawatha.....	\$.30
No. 43.	Adventures of a Brownie.....	.32

Intermediate Division:

No. 1	Fifty Famous Stories.....	.28
No. 23.	Big People and Little People of Other Lands.....	.23
No. 36.	Short Stories of Our Shy Neighbors.....	.40
No. 219.	Hans Brinker or the Silver Skates.....	.95

Advanced Division:

No. 266.	Uncle Sam's Secrets.....	.60
No. 342.	The Fast Mail.....	.84
No. 379.	The Man Without a Country.....	.33

WHAT SHALL OUR SCHOOLS TEACH?

What the schools shall teach still remains a mooted question. In discussing the relation of the school to country life Prof. L. H. Bailey of Cornell University in an address before the American Pomological Society gives a very suggestive thought: "Let us suppose for a moment," he writes, "that the schools were wiped away and that there were no schools left, and any one of you were asked to go into a school and to make a curriculum for it. Let us suppose still further that you have no knowledge of what has been done to educate children. I am wondering what you would put into the school. I am sure that every one of you would put into that school something that has to do with the life of the people who are to go to that school."

In one of the leading cities of the Upper Mississippi Valley where there are 25,000 pupils in the grades below the high school

the parents or guardians of 3,807 pupils are farmers or gardeners; 3,759 are manufacturers; 2,683 are merchants; 1,937 are clerks; 1,364 are agents; 1,244 are railroad men (not including street car service); 1,140 are professional men; 3,448 are classed as miscellaneous, and the remainder are divided among artists, barbers, butchers, engineers, peddlers, public officers, draymen, laundrymen, etc.

There has been considerable discussion of the teaching of the elements of agriculture in rural schools and more recently the introduction of the study in high schools has been proposed. From the statistics above the parents or guardians of more pupils are engaged in farming or gardening than in any other occupation. If into the school life there should be introduced the subjects with which pupils are to deal in life, no mistake is being made by those who urge the value of the practical. If it can be urged that agricultural subjects should be introduced into schools in cities where only a small part of the patrons are engaged in agriculture or gardening, it can be more strongly urged for rural schools where agriculture is the chief business of all the people. The value of emphasizing subjects closely related to the life of the people is not underestimated. Each succeeding year high schools teach more of the practical, and as laboratories multiply and professionally trained teachers increase, there is likely to be still less of theory and more instruction in how to do the work of the world.

MORAL INSTRUCTION.

In the school the moral phase of education may never with safety be subordinated, and any people who attempt to make a school system without due attention to morals will fail to accomplish their highest purpose.

The National Educational Association, the Iowa State Teachers' Association, and other great organizations of teachers have expressed clearly the opinion that more attention should be given to moral instruction. The men and women who compose these great organizations believe that a supreme duty confronts parents and teachers today. They believe that we have not trained properly the moral sensibilities or the ethical side of life, and that the moral verities must be placed in the ascendancy, if as a nation we are to lead in the progress of the world in the highest sense.

During the period of twelve years that youth spend in our schools such a sense of right, justice, law and authority should be inculcated that reaching man's estate each may be a God fearing, law-abiding citizen. Taxes will be reduced, citizenship elevated, municipal jobbery and corruption less frequent, if a higher moral spirit can be made to permeate the schoolrooms of the land.

Moral training is closely connected with the formation of the habits. The process of deliberation and control only attains perfection when fixed by the law of habit. To teach the child promptness, obedience, justice, courtesy, self-control, self-respect, truthfulness, industry and economy, is to develop in him strong moral tendencies. The school as a social community affords training in the social virtues of courtesy, kindness forbearance and charity. It may be regarded as a civil community in which all members have equal rights.

That the school in its influence should be uplifting, broadening and Christain in the best sense is the opinion of mankind regardless of creed.

It is wholly unnecessary that the school should give instruction in dogmas in order to exert an influence of the highest ethical value. History does not reveal to us a time when more attention was given to character building by teachers than the present; nor is it possible to designate any class of schools that have done so much to promote good order, intelligent citizenship and higher ideals of duty to the home, to the state, to the nation and to God than the public schools of America.

COMPULSORY SCHOOL ATTENDANCE AND TRUANCY LAW.

It is the quite commonly expressed opinion of the many friends of education regardless of creed that the compulsory school attendance and truancy law enacted by the twenty-ninth general assembly is the most important single statutory enactment in recent years; that it has in it more of promise for good in education than almost any other law relating to education, if its provisions are executed in the spirit of fairness. With this opinion I am in accord. From the date the law became effective the department working with and through county superintendents and boards of directors has endeavored to have its provisions enforced. Many requests for opinions have been received, and there is given herewith a few of the chief rulings concerning the law and its enforcement.

SUNDRY RULINGS UPON THE LAW FOR COMPULSORY EDUCATION.

1. The school year for school purposes should be regarded as beginning on the third Monday in March when a new board enters upon its duties.

2. "Twelve consecutive weeks in each school year" is construed to mean twelve consecutive weeks of five school days each. If for any unavoidable reason time is lost by absence, the child must attend until the requirements of the law are met by making up the lost time.

3. As the present school year for school purposes will end with the organization of the new board in March, 1903, all children subject to the law should attend for at least twelve consecutive school weeks before that time.

4. Irregular attendance will not meet the demands of the law, which requires attendance "for at least twelve consecutive school weeks in each school year." But vacation time should not be construed as interrupting the consecutiveness of attendance; neither should enforced absence caused by sickness or other unavoidable reason.

5. Section one specifies that the "Common school branches of reading, writing, spelling, grammar, arithmetic, physiology, and United States history," must be taught in a school to meet the requirements of the law for compulsory education.

6. The law for compulsory education does not specify at what time of the school year the child shall attend for twelve consecutive weeks, leaving that to the discretion of the parent or guardian. But all parties charged with the enforcement of the law should urge parents and guardians to send their children at the beginning of the school year.

7. The fact that parents are too poor to purchase text-books will not be an excuse under the compulsory law to keep a child at home, because the law provides in section 2783 that the board of directors "may furnish school books to indigent children when they are likely to be deprived of the proper benefits of school unless so aided."

8. The law for compulsory education does not apply to such children as are not in proper physical and mental condition to attend school. Any person having the control of a child, who is physically or mentally unable to attend school, either public or private, is required to furnish proof by affidavits as to the physical or mental condition of such child.

9. We do not find any conflict between the law for compulsory attendance and the requirement that pupils shall be vaccinated in order to attend a public school. The fact that a parent may object to the vaccination of his child will not excuse him for not complying with the compulsory law, for the reason that he has the option of sending the child to a "public, private or parochial school", or to "attend upon equivalent instruction by a competent teacher elsewhere than school".

10. The requirements of the law for compulsory attendance do not interfere with the authority of the board to expel any scholar from school for the causes named in section 2782 of the Code. And such action of the board will not excuse the parent or guardian for not complying with the law by sending the child to a private or parochial school, or by having him "attend upon equivalent instruction by a competent teacher elsewhere than school."

11. Under section five, the board may appoint one or more truant officers whose duty it shall be to report violations of the law to the secretary and see to the enforcement of the same. Such truant officers may be appointed at the annual meeting in each year. And we do not think it is the intent of the law to prevent the board from appointing such officers at any other meeting, when the interests of the district require such appointment. When no truant officer is appointed, the duty of enforcement falls wholly upon the directors and the president of the board.

12. It is the duty of persons charged with the enforcement of the law to "sue for and recover the penalties" provided. But it is evident that suit shall not be commenced against any parent or guardian for violating the law until the time has passed for complying with the same. Any citizen may serve notice of violation of the law.

13. It is the duty of the truant officer to "apprehend and take into custody without warrant any child of the age of seven to fourteen years inclusive," who belongs to either of the following classes: (1) Any child "who habitually frequents or loiters about public places during school hours, without lawful occupation," even if he can produce a certificate of attendance. (2) Any child who cannot produce a certificate of attendance as required in section two, even if he does not loiter about public places, provided it is within twelve weeks of the close of the school year. (3) "Also any truant child who absents himself or herself from school," which is construed to mean any one from seven to fourteen years who remains away from school or leaves school when he is expected to attend, by the parent or guardian or other person having him under control.

The friends of the law have never held that it was perfect in all its parts, but have always stood ready to receive suggestions as to its improvement. Under the heading "Proposed Legislation" I have suggested such a modification as I now consider important.

In some states, where similar laws are in force, it has been found most helpful in the accomplishment of results to provide juvenile courts and probation officers.

WHAT THE JUVENILE COURT IS.

In order to learn of the practical workings of juvenile courts, visits have been made during the year to juvenile courts in Denver and Chicago. From inspections made in these cities I do not hesitate to recommend the establishment of these courts in the larger cities of the state.

"The foundation idea of the Juvenile Court is so simple it seems anyone ought to understand it. It is, to be perfectly plain, a return to paternalism. It is the acknowledgement by the state of its relationship as the parent to every child within its borders. This relationship was lost sight of for years and as a consequence the utter demoralization of society was threatened. The child, suffering for the sins of its natural parents, outcast, illegitimate, so to speak, when its relationship to the state the first

great parent was considered, committed some petty depredation, was arrested and with the first arrest became a criminal with its hand raised against every man and every man's hand raised against it."

"The state deposes to the natural parent certain duties which it is unable to attend to so perfectly as the natural parent, because nature has implanted in the heart of men a love for their off-spring which would seem to make them suitable guardians of their children, providing that person understands what the duties are and is inclined to attend to them. In short, the state appoints the natural parents as guardians over her children and expects the parents to exercise the powers that have been granted them wisely and to the very best advantage of the child intrusted to their care. But the state demands as a necessity for the wholesome and healthy growth of the child as well as for the protection of every other person under its jurisdiction, that the parent shall bring up the child in environments and under circumstances that will make it a good, law-abiding citizen."

"Sometimes, however, where the parents themselves have lacked the proper care and training in their youth, they are not fitted to assume the responsibilities placed upon them by the state. Mentally and spiritually, as judged by the standard which the state has set up, they themselves are the children, lacking the traits and training necessary to make them proper persons to have the care, custody and education of a young child."

"Naturally, it would be a difficult matter for a charitable society under the old conditions to step in and make full-grown men and women realize their inability to care for their own offspring, and it would be quite as difficult a matter to reconcile the child to the same fact. The Juvenile Court law grasped at this tangled situation, straightened out the threads and re-established the relationship of parentage on the part of the state, and made it possible for the state to step in, where it was informed of lack of care on the part of the natural parent, and take upon its own shoulders the future of the little mite of humanity, with its potentiality of Christ and devil, and place the child where the divine, the Christ within it, will be brought out and intensified."

"It is not the object of the Juvenile Court to punish the children brought before it. In fact, the entire thought of those who framed the law was to banish all thought of crime and punishment and to overcome entirely the positive evil of a jail commitment and a formal trial. Far from appearing to punish the child, it is the one thought of the Juvenile Court to inquire into the home surroundings and environments of the child, and if they are found to be such as to cause the growing citizen to be not only his own worst enemy, but a menace to the public at large as well, the Juvenile Court, standing for the state in the relationship of parent to the child, either removes him entirely from the surroundings that make for vice and evil, placing him in some institution or in a private home where his evil tendencies may be corrected; or, if it seems possible that through the agencies which the court may bring to bear, the home life of the child may be improved without removing it from the care and custody of its parents, the court permits them to retain control of the little one until it is proved conclusively that they are absolutely unable or unfit to care for it. It was intended by the framers of the Juvenile Court law that the court, in administering the law, should go much deeper into the study of child life than a mere attempt at punish-

ment for the specific small depredation considered at the trial would permit; that it should search out the primary cause of the deflection from the paths of rectitude and remove the cause of the offense. Perhaps the cause is found to be with the parents of the child, who treat it cruelly and make the home life so unpleasant that, in sheer self-defense the child runs away. Following the natural order of things, because vice is always pictured to the eyes of the child by the vicious ones as being very beautiful, the little thing naturally runs after that which appears bright and alluring to its eyes, unprotected because there is no wise, guiding hand to turn it back into the "straight and narrow way," and no voice to warn it that the shining thing which looks so red and luscious is only a dead sea-apple that would turn to ashes in its hand. It falls as naturally as a stone falls to the ground into the company of bad children who teach it bad and vicious habits. In such a case, the child, individually—that is to say, the soul of the child—is not a criminal, nor should it be classed as one because someone older in crime coaxes it into committing some depredation which the child itself does not realize is a depredation and a violation of the laws of the state. Under such circumstances the state itself would be committing a crime to throw the youngster among criminals as a punishment for what it has wrought."

The Cook county jailer, on July 1, 1902, submitted statistics showing that during the three-year period ending July 1, 1899, 1,705 boys were confined in the county jail; and that the number of boys in the same institution since the Juvenile Court law has been in force, during the past three years, is only forty-eight. "It is wiser and less expensive to save children, than to punish criminals."

Enforcement of the Law. Regarding the enforcement of the law reports from county superintendents show that forty-nine of the counties enforce "in part"; eight "are trying to enforce"; thirty-one report that "it is enforced"; two report "it has had good effect"; one says "sentiment is growing in favor of the law"; one "no complaint"; one "not very well"; four "not enforced", and one "in rural schools only."

From a number of reports given by county superintendents regarding the enforcement of the law a few are selected as illustrative of the work being done throughout the state:

ADAIR COUNTY.—"There are no large towns and no truant officers. The question arises, when does this year begin? Some of the children will wait until the last three months, and then attend. It seems to me the law should specify when the children should enter school, then we could know when to compel them to go. The farming community would not like September first, but nothing has been said to the farmers concerning this matter. I think about the first of December would be a good time."

CEDAR COUNTY.—"The law is rigidly enforced in the larger cities. Truant officers have succeeded in getting the children in school. In other towns it seems to have done very well. All seem to have been in school. In country

districts there is one case in particular, and when I asked the board concerning this matter they said they were not desirable children to have in the school. They are now attending. The newspapers have notified the public concerning the law, and by fall the children will all be going to school. In my opinion the effect has been wholesome."

DALLAS COUNTY.—"Have written personal letters, called personally, and have been watching the matter closely. I am now endeavoring to get reports from the teachers. I find a very general disposition to comply with the law."

GREENE COUNTY.—"The law is being complied with and it is looked upon with favor by the majority of the people. The law was published in the newspapers so that everybody would become familiar with it. Sent circular letters to boards and teachers, asking them to see that the law was enforced. I find, however, upon careful inquiry that very few children are not attending school. In Jefferson the sheriff looks after the children there. He is the only truant officer in the county."

GRUNDY COUNTY.—"We work entirely through the teacher. We expect a teacher to know who lives in the district in which she is teaching, and to report the number of children who do not attend school. We require a report at the end of the first month of each term and at different times during the term. Where some children are out of school I write a letter to the parents. The law reads: 'Twelve consecutive weeks,' and means twelve consecutive weeks, and not that they should attend eight weeks spring term and then pass over and attend during the fall term. We require them to attend the twelve consecutive weeks wherever possible."

GUTHRIE COUNTY.—"The law is generally complied with. We have no truant officers thus far. In the rural schools some are not in school; very few, however. School officers seem to make it their business to look after the children. One said to me that one family in his township had not complied with the law, and I afterwards learned that they did not like the teacher. Another family was not able to go on account of clothing, books, etc., which they could not afford to purchase."

JACKSON COUNTY.—"As soon as the law was passed circulars reciting the law were sent to every teacher and to every secretary. Some townships appointed truant officers and the law had scarcely been passed before the county attorney issued an order to the sheriff to look after these truants. An old German was not sending to school regularly and was taken before the justice. I went with him. They tried the case and brought out the evidence that the child had not been properly in school. He is now sending. There is no opposition to the law; it is well spoken of, and I anticipate there will be prosecutions whenever necessary. The law has seemed to cause some people to think that twelve weeks is enough to send the children to school, and some have sent only that length of time, when otherwise they would have sent for a longer time. I would be in favor of having the time lengthened from twelve weeks, or in having the law read 'not less than.'"

MARION COUNTY.—"We have no truant officer in Knoxville. The board has the matter in hand, and several that were not going to school now attend. Two teachers report that some in the districts do not attend. In some mining towns the children do not go, but as a general thing they attend regularly. I think there are very few in the county who do not go to

school. Because one person hates to present this matter to his neighbor, the law is not always enforced. If it goes on from year to year without penalty it will not amount to anything. The time when children should attend should be fixed."

MILLS COUNTY.—"In rural schools the law has been complied with. No arrests have been made. I believe there are a few cases liable to the penalty at the present time. About thirteen or fourteen weeks before the end of the school year notices were published in the papers of the county to the effect that if the law was not complied with penalty would attach, and that if school officers did not see that the law was enforced they themselves would be liable. I think this will produce all of the work along the line of collecting fines that will be necessary. The success of the law for the coming year will depend largely upon whether or not it is enforced this year. County superintendents should call the attention of the school boards to this matter, and if proper attention is not given to the enforcement, they should be liable."

POLK COUNTY.—"Last fall a circular letter was written to all school officers and teachers explaining the law and suggesting to them that they were both parties to its enforcement. Some time in December letters were again written to the rural schools in which there were no truant officers, asking for the names of the children, together with the names of parents, who were not attending school. A few names only came in. I then wrote the parents of these children explaining the law, called attention to the penalty attached, and urged that the children be sent to school. In some instances I wrote school officers in their district; sometimes called personally. These letters, together with the efforts of school officers and teachers, practically did the work. The law is being quite generally complied with. The main question to deal with is when shall the twelve consecutive weeks begin. The law ought to specify this—the beginning of the time of the twelve weeks. East and West Des Moines have truant officers, as do also two or three smaller districts. In two or three townships where there are coal mines they have appointed one of the constables to be a truant officer."

POLK COUNTY.—West Des Moines. (Superintendent City Schools.) "We began by taking the annual school census according to law, and as soon as that was done took a separate census of children between the ages of seven and fourteen years. A truant officer was appointed whose business was to take the list and ascertain if these children were in school. Some were attending parochial schools and some were not in school. The majority were attending. No attention has been paid as to when children shall begin. The truant officer first talked with the parents. When the children are not in school the truant officer goes after them and brings them back. No attention being paid as to the length of time. As far as cities are concerned pupils should attend the entire term of the school in the district. Results are that our attendance has been greatly increased. In the month of March we had an increase of 664 pupils over March of last year. This might be partly due to increase in population. I think there should be a truant school provided for the districts. There have been no violations. The chief thing in the city in employing a truant officer is to get a man with some good judgment and some common sense."

RINGGOLD COUNTY.—"Circular letters were sent out and notices published in newspapers. Children are very generally in school, still there are some cases where this is not the case. In Mt. Ayr one man has not sent his children. There are no truant officers in the county that I am aware of.

The president of the board and the superintendent of the schools look after this matter somewhat. Reports from the teachers show that the pupils do or do not attend. No teacher has reported a pupil of the required age not attending. I think it would be a great mistake to specify when they shall begin. It would be better to specify the time when it shall close rather than when it shall begin. If they can send better in the spring than in the fall they should do so."

STORY COUNTY.—"The law is being quite generally complied with in Story county. A circular letter was sent to each school officer. Two other circular letters have been sent out urging the continuous watching of the matter in order to save trouble. The various teachers of the county have taken a very kindly interest in the matter, and have oftentimes commented on the virtues of the law. They have co-operated with school officers in this matter. There has been but one case of absolute refusal to obey the law. A family in one district was not sending to any school. I called to see the family and could make no impression. I then called on the president of the board and he took the necessary papers and had them served on him and had him brought before the justice. He promised to comply with the law. The children are now attending school, and have attended more than the necessary twelve weeks."

UNION COUNTY.—"The subject was discussed in township meetings, and where attention has been called to the law, that has been all that is necessary. Personal letters were also written. In one instance the parents were seeking to obtain a road. They did not live on the road. It has now been secured and the children are in school. The town of Creston has taken the lead in this matter, but with few exceptions all the children will be in school the required time. In the smaller towns the president of the board acts as truant officer."

There are 387,989 pupils of the age of seven to fourteen years inclusive.

The following table shows the number not attending school in each county :

Counties.	Males.	Females.	Counties.	Males.	Females.
Adair.....	41	33	Johnson.....	37	36
Adams.....	27	27	Jones.....	58	47
Albany.....	29	27	Keokuk.....	49	55
Appanoose.....	40	50	Kossuth.....	100	92
Arthur.....	17	11	Lee.....	182	171
Benton.....	26	19	Linn.....	91	67
Black Hawk.....	58	52	Louisia.....	22	20
Boone.....	85	83	Lucas.....	43	38
Bremer.....	39	40	Lyon.....	31	28
Buchanan.....	17	12	Madison.....	20	24
Buena Vista.....	79	70	Malaska.....	224	231
Butler.....	61	74	Marion.....	67	60
Calhoun.....	41	41	Marshall.....	18	13
Carrroll.....	59	73	Mills.....	14	16
Cass.....	11	7	Mitchell.....	20	18
Cedar.....	11	13	Monona.....	86	19
Cerro Gordo.....	34	53	Monroe.....	192	129
Cherokee.....	16	8	Montgomery.....	44	22
Chickasaw.....	2	31	Muscatine.....	11	21
Clarke.....	16	29	O'Brien.....	31	28
Clay.....	47	32	Osceola.....	55	35
Clayton.....	42	14	Page.....	90	54
Clinton.....	113	80	Palo Alto.....	18	21
Crawford.....	43	40	Plymouth.....	197	135
Dallas.....	12	16	Pocahontas.....	13	7
Davis.....	42	37	Polk.....	97	56
Decatur.....	41	42	Pottawattamie.....	83	51
Delaware.....	52	42	Poweshiek.....	8	6
Des Moines.....	11	14	Ringgold.....	58	43
Dickinson.....	14	11	Sac.....	20	16
Dubuque.....	111	446	Scott.....	15	22
Emmet.....	81	55	Shelby.....	6	4
Fayette.....	58	41	Sioux.....	82	55
Floyd.....	17	9	Story.....	10	10
Franklin.....	48	33	Tama.....	24	9
Fremont.....	9	7	Taylor.....	23	26
Greene.....	14	13	Union.....	59	40
Grundy.....	59	30	Van Buren.....	86	34
Guthrie.....	15	20	Wapello.....	209	124
Hamilton.....	25	41	Warren.....	24	16
Hancock.....	97	63	Washington.....	44	31
Hardin.....	43	63	Wayne.....	34	28
Harrison.....	110	79	Webster.....	37	47
Henry.....	56	22	Winneshiek.....	22	15
Howard.....	14	13	Woodbury.....	89	90
Humboldt.....	22	14	Worth.....	100	43
Ia.....	17	10	Wright.....	40	27
Iowa.....	15	9		19	27
Jackson.....	23	22			
Jasper.....	25	27			
Jefferson.....	18	13			
			Total.....	4,844	4,384

GENERAL SUMMARY OF LEGISLATIVE ENACTMENTS.

I desire to express my most cordial personal appreciation of the courtesy shown the department of public instruction by the members of the general assembly during my incumbency in office. The school legislation of the past six years is largely due to the helpfulness of the committees on schools in the House and Senate and the co-operation of other friends of education.

Often the public form an estimate of an officer's influence by the number of bills passed during his incumbency in office. While officers may not object to such an estimate it is no true standard of an official's ability. To prevent unwise legislation is as important a work as can be performed by an officer or member of the general assembly. It will, however, always be an important part of the work of the superintendent of public instruction to encourage the enactment of such laws as will improve and strengthen the school system.

As the work of one biennial report may not be fully completed during the period, it is thought proper to give a brief summary now of the leading legislative enactments during the past six years:

1. That county superintendents shall be the holders of "two years" instead of "first-class" certificates. Chapter 85, Laws of 1898.

2. That all teachers shall be required to pass an examination in didactics before being authorized to teach by county superintendents. Chapter 86, Laws of 1898.

3. That all disbursements of the institute fund shall be by warrants drawn by the county auditor who shall draw said warrants upon the written order of the county superintendent. Bills for services rendered or expenses incurred in connection with the institute must be signed and sworn to by the party in whose favor they are drawn, and must be verified by the county superintendent. No warrant shall be drawn in excess of the amount of institute fund in the county treasury. Chapter 87, Laws of 1898.

4. Boards of directors are required to maintain a lawful fence between the school site and the adjoining property. Chapter 88, Laws of 1898.

5. By concurrent action of the two boards the boundary lines between a school township and independent district may be changed. The boundaries of a school township or an independent district may in the same manner be extended to the line between civil townships, even though by such change one of the districts shall be included within and consolidated with the other as a single district. The extension of the corporate limits of any city or town correspondingly extends the boundaries of the independent district or districts. The reduction of the corporate limits of a city or town in no case changes the boundaries of an independent district. Chapter 89, Laws of 1898.

6. The county auditor of each county is authorized to sell copies of the School Laws of the State of Iowa, and is required to pay the proceeds into the county treasury on or before the fifteenth day of November each year. Chapter 90, Laws of 1898.

7. That the provisions of sections 2744 and 2754 of the Code be so amended as to make the provisions of these sections applicable to village districts as well as to those districts containing cities and towns. Chapter 91, Laws of 1898.

8. By requiring the electors in a school township composed of an even number of districts to elect a director at large on the second Monday in March. Chapter 92, Laws of 1898.

9. That the treasurer of a school corporation composed in whole or in part of cities or towns shall be chosen by the qualified electors on the second Monday in March for a term of two years instead of one. Chapter 93, Laws of 1898.

10. By requiring the county auditor semi-annually to notify the county treasurer of the amount of school funds apportioned to each school corporation, instead of the president of the board of each school corporation. Chapter 94, Laws of 1898.

11. By authorizing the board of directors of any school corporation to issue bonds in its name to pay any judgment against it or any indebtedness in bonds lawfully issued and redeemable by their terms, which new bonds shall be duly authorized by resolution of the board and shall be known as school funding bonds. The board may also issue bonds to be known as school building bonds for the purpose of providing funds for the erection, completion or improvement of school houses, and the purchase of sites therefor, when authorized by the voters at the regular meeting or a special meeting called for that purpose. Chapter 95, Laws of 1898, and Chapter 142, Laws of 1900.

12. Authority given the state board of educational examiners to employ a secretary and prescribe his duties. Also authorizing the board to expend annually \$1,500, or so much thereof as may be necessary for all purposes. Chapter 73, Laws of 1898.

13. Granting power to the board of directors to call a special meeting of the voters of any school corporation by giving notice in the same manner as for the annual meeting. The voters when legally assembled to have the same general powers as when assembled at any regular meeting. Chapter 104, Laws of 1900.

14. Providing that the number of election precincts of each school corporation of more than five thousand inhabitants may be divided. Chapter 105, Laws of 1900.

15. Authorizing the secretary of any school corporation to call a special election to fill the vacancies when the board is reduced below a quorum by resignation or otherwise. Chapter 106, Laws of 1900.

16. Conferring upon the board authority to authorize any subdirector to employ teachers for the schools in his subdistrict. Chapter 107, Laws of 1900.

17. Conferring upon the board authority to levy "such additional sum as may be necessary, not exceeding five dollars for each person of school age for transporting children to and from school." Chapter 108, Laws of 1900.

18. Requiring that the elements of vocal music, including when practical the singing of simple music by note, shall be taught in all public schools and normal institutes of the state, and requiring teachers to satisfy the county superintendent of their ability to teach the elements of vocal music in a proper manner, unless instruction in schools is given by special teachers. No teacher shall be refused a certificate nor the grade of his or her certificate lowered, on account of lack of ability to sing. Chapter 109, Laws of 1900.

19. Providing that school libraries shall be maintained in all school townships and rural independent districts in the state. The provisions of this law are also applicable in independent districts when ordered by the board of directors. Books to be chosen between the third Monday in September and the first day of December annually by the president and secretary of the board, assisted by the county superintendent. The books selected to be from a list prepared and recommended by the state board of educational examiners. During the periods that the school is in session the library is placed in the schoolhouse, and the teacher is responsible to the district for its care and protection. Unless the board of directors otherwise elect, the secretary in rural independent districts and the directors in sub-districts shall act as librarian and shall receive and have the care and custody of the books, and shall loan them to teachers, pupils and other residents of the district. Chapter 110 Laws of 1900.

20. Providing that the question of county uniformity of text-books may be submitted to the electors of the county when petitions shall have been signed by one-third instead of one half of the school directors of the county. Chapter 111, Laws of 1900.

21. Providing that the county superintendent shall have charge of the county school text-books and of the distribution thereof among the depositories selected by the county board of education, unless otherwise ordered by the board. Chapter 112, Laws of 1900.

22. By amending sections 2849 and 2855 of the Code relating to the school fund, loans and interest. Chapter 113 Laws of 1900.

23. Enabling school corporations to accept gifts and bequests. Chapter 23, Laws of 1900.

24. Conferring upon the superintendent of public instruction, among other things, authority to publish and distribute statistical and other information relative to public schools, and education in general, to visit teachers' associations, make tours of inspection among the common schools and higher institutions of learning in the state, publish and distribute annually leaflets and circulars relative to Arbor Day, Memorial Day and other days considered by him worthy of special observance in public schools, prepare, publish and distribute courses of study and questions for the use of county superintendents in the examination of applicants for teachers' certificates,

Also authority to appoint some suitable person to make any report required of any county superintendent who fails to make the same within the statutory time.

Providing that the sum of \$300 be allowed the superintendent of public instruction annually for traveling expenses. Chapter 94, Laws of 1900.

25. Providing that the secretary of the board of examiners may conduct the examinations for state certificates or life diplomas. Chapter 95, Laws of 1900.

26. Conferring authority upon the board of educational examiners to issue special certificates to teachers of music, drawing, penmanship and other special branches, or to any primary teacher. Such certificates to be designated by the name of the branch, and not valid in any other department or branch. Chapter 96, Laws of 1900.

27. Authority given the state board of educational examiners to issue state certificates and state diplomas to those having successful experience in teaching, "or with such other training and qualifications as the board may require." Chapter 114, Laws of 1902.

28. The state board of educational examiners is constituted a board for the inspection, recognition and supervision of schools designed for the instruction and training of teachers for the common schools. Graduates of accredited schools who shall pass the required examination shall receive from the state board of examiners a certificate for two years which may be renewed under such rules as the board may prescribe. Accredited schools under this chapter are to be visited annually and the principal or superintendent is required to file with the board of examiners a sworn statement, showing the name, age, postoffice address, studies and attendance of each of the students taking the prescribed teachers' course. Chapter 115, Laws of 1902.

29. Providing that the county superintendent shall furnish to the county board of supervisors a certified, itemized account of the receipts and disbursements of all monies collected and paid out by him for a normal institute. The superintendent shall report also to the board of supervisors the first of January annually a summary of his official financial transactions for the previous year. Chapter 123, Laws of 1902.

30. Providing that the county superintendents shall receive a salary of \$1,250 a year instead of \$4 per day for time actually employed. Chapter 124, Laws of 1902.

31. Providing that the board of directors in school corporations having five thousand or more inhabitants shall provide for the registration of voters. Chapter 125, Laws of 1902.

32. Amending section 2794 of the Code relating to the organization of independent districts. Chapter 126, Laws of 1902.

33. Section 2812; Section 1 of chapter 95 of the Acts of the 27th General Assembly, and Chapter 142 of the Acts of the 28th General Assembly, to enact a substitute therefor, providing for the issuance of school bonds. Chapter 127, Laws of 1902.

34. Compulsory education and truancy law. Requiring persons having control of children of the ages of seven to fourteen inclusive in proper physical

and mental condition to attend some public, private or parochial school where the common school branches are taught, or to attend upon equivalent instruction by a competent teacher elsewhere than school for at least twelve consecutive school weeks in each school year. Providing suitable penalties for violation of the law and for the establishment of truant schools, appointment of truant officers and the general enforcement of the law. Chapter 128, Laws of 1902.

35. Providing for the construction of fire escapes on public school buildings, seminaries and colleges more than two stories in height. Chapter 150, Laws of 1902.

RECIPROCITY IN LICENSING TEACHERS.

In order to ascertain existing conditions in reference to reciprocal relations between states in licensing teachers, a circular letter was addressed to each state and territorial superintendent asking for information relating to the subject. Replies were received from thirty-five states and territories. In reply to the question, "Does the law of your state authorize the superintendent of public instruction or the state board of educational examiners, as the case may be, to certificate applicants from other states without examination upon presentation of state licenses granted elsewhere?" the following gave affirmative answers:

California, District of Columbia, Idaho, Indiana, Michigan, Montana, New Jersey, New York, Oregon, Virginia and Wisconsin. Total—11.

The following gave negative answers: Alabama, Colorado, Connecticut, Florida, Georgia, Illinois, Iowa, Kansas, Maine, Minnesota, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, Oklahoma, South Dakota, Texas and Vermont. Total—19.

In reply to the question, "Does the law of your state authorize the superintendent of public instruction or the state board of educational examiners, as the case may be, to certificate applicants from other states without examination upon presentation of diplomas of graduation from state universities or other institutions of high rank?" affirmative answers were received as follows: District of Columbia, Indiana, Minnesota, Montana, Nebraska, North Dakota, New Jersey, Texas, Vermont, and Missouri. Total—11.

Negative replies were received from Alabama, Connecticut, Iowa, Kansas, Maine, New Hampshire, New Mexico, North Carolina and Oklahoma. Total—10.

In reply to the question, "Is reciprocity in licensing teachers to be desired between states?" affirmative replies were received as follows: Colorado, Georgia, Illinois, Indiana, Iowa, Michigan, Minnesota, Missouri, Montana, Nebraska, New Hampshire, New Jersey, New Mexico, Oklahoma, South Dakota, Vermont, Virginia and Wisconsin. Total—19.

Negative replies were received as follows: Arkansas, Arizona, California, Connecticut, Florida and North Carolina. Total—6.

A few superintendents submitted replies expressing doubt as to the desirability of reciprocity. Their replies are as follows:

ALABAMA.—"Unless there could be fixed some uniform standard of qualifications, I think not."

KANSAS.—"Yes, if a fair basis can be secured. It will be difficult to enforce reciprocity, because the requirements are so different in the different states."

MAINE.—"Perhaps, under certain limitations."

NEVADA.—"The standards required in the different states and the difference in grading papers vary so much that I do not know as reciprocity in licensing teachers would be advisable."

NORTH DAKOTA.—"I question the wisdom of reciprocity in licensing teachers as between states, below that of graduates of colleges and normal schools."

NEW YORK.—"Not by an inflexible rule. Authorities should make thorough investigations in each case. The spirit of the teacher and the experience period are often of more importance than the kind of diploma held."

TEXAS.—"If it caused a leveling up, 'yes,' but doubt advisability as a practical question."

Among the reasons given as against reciprocity in licensing teachers are the following:

ARIZONA.—"The greatest 'educational' frauds we have in Arizona are the highly certificated teachers from the states. They are probably failures at home and obtain licenses here under our laws by reason of their holding diplomas, etc., issued under some form of state authority. All ought to be examined; and if after a year's trial are failures, the licenses should be canceled."

CALIFORNIA.—"Not under the present loose way of granting certificates in many of the states."

FLORIDA.—"Not until some standard can be adopted among the states which will give a uniform value to certificates. Teachers should not be afraid of an examination at any time, and the few migratory teachers are not sufficiently important to let down the bars of the profession to them."

NORTH CAROLINA.—"Do not favor it for the reason it may give opportunity to immoral or otherwise objectional persons who may have gotten a license in one state to impose upon the authorities in other states. A teacher conscious of his ability does not object to being examined in another state."

The following extracts from the laws of some of the different states, together with rules adopted by the state boards of education, are given for information and comparison:

DISTRICT OF COLUMBIA.—In the District of Columbia no person shall be appointed teacher who is less than twenty years of age, and who is not a graduate of a Washington normal school or other approved normal school. "Graduates of other approved normal schools shall stand upon an equal footing with certificate holders, and may be nominated, instead of the highest certificate holders, at the discretion of the board of education."

INDIANA.—State board of education having power to grant state certificates has adopted the following rule: "All graduates of higher institutions of learning in Indiana, or other institutions of equal rank, in other states approved by this board, which require graduation from Commissioned high schools, or the equivalent of the same, as a condition of entrance, which maintain standard courses of study of at least four years, and whose work, as to scope and quality, is approved by the state board of education shall, on complying with the conditions enumerated below, be entitled to life state licenses to teach in Indiana: Provided, however, that graduation by the applicant shall have been accomplished by not less than three years' resident study and thorough, extended examinations in all subjects pursued privately and for which credit has been given by the institution."

MICHIGAN.—The state board of education is authorized to recognize and endorse state certificates upon similar examinations to those upon which state certificates in Michigan are granted and which are valid for life; also, certificates granted from normal schools in other states having an equal course and leading to the same class of certificate as those granted by the normal schools of Michigan. No other classes of certificates granted in other states can be recognized. Formal application must be made under affidavit accompanied with proper testimonials and the certificate of the person

HON. DELOS FALL, superintendent of public instruction, says: "It is my opinion that certificates granted in any state by the same authority and upon the same preparation as is required in Michigan should be recognized here, and vice versa. This matter would need to be guarded with great care and there should be a distinct understanding between the state authorities of the several states as to what certificates could and what could not be recognized. This, it seems to me, is fair to both patrons and teachers of our public schools." The statute says: "That the state board of education may in its discretion endorse state teachers' certificates or normal school diplomas granted in other states, if it be shown to the satisfaction of such board that the examination required or courses of study pursued are fully equal to the requirements of this state."

MINNESOTA.—"No person shall be counted a qualified teacher, within the meaning of the school law, who has not a certificate in force, from a county superintendent, at the time of making a contract for services as a teacher, or a certificate or diploma from a state normal school of Minnesota, a certificate from the state superintendent of public instruction, or a diploma from a state normal school of another state, approved by the state superintendent of this state."

Graduates from state normal schools outside of Minnesota of equal rank with the normal schools of that state may have their diplomas endorsed for a limited time as certificates to teach in any public schools in Minnesota below the rank of high schools, upon application to the superintendent of public instruction.

MONTANA.—State or life diplomas may be granted to any graduate of the state normal school of Montana, or the state university of Montana, or to graduates of other educational institutions within or without the state, upon conditions established by the state board of education.

RULE 2 of the board provides: "That an applicant for a state or life diploma basing his application on a state or territorial certificate or diploma from any other state or territory shall file with the state board of education an affidavit enumerating the branches in which he has been examined in obtaining the certificate or diploma upon which his application is based, unless these branches are enumerated in said certificate or diploma, and, where possible, give percentages obtained in the different branches; and that any applicant basing his application upon a diploma from any state normal school, or who is a graduate from the classical, scientific, philosophical or literary courses of any university, college or institution of learning whose requirements for entrance and graduation are equal to those of the university of Montana, which is legally authorized to issue diplomas, shall file with the board an affidavit specifying the branches embraced in the course of study pursued by said applicant in said school, with a statement of the length of time occupied in the completion of said course of study, together with the standings as above; provided, that all applicants for state diplomas must file satisfactory evidence of having taught successfully thirty-five months, at least twenty-one of which must have been in the public schools of the state of Montana; provided, further, that all applicants for life diplomas must file satisfactory evidence of having taught successfully seventy months, at least twenty-one of which must have been in the public schools of this state."

NEBRASKA.—"When any college, university or normal school shall have a course of study equal in extent and similar in subjects to the elementary course of the state normal school, and shall have full and ample equipment and a faculty of instructors fully competent to give satisfactory instruction in the branches contained in said course, any graduate from such course shall be granted by the state superintendent a state certificate of the same tenor and effect as the certificate to teach issued to the graduates from the elementary course of the state normal school."

A diploma from a state normal school in another state, when approved by the state superintendent of Nebraska, secures to its holder the same rights and privileges in Nebraska as are guaranteed under it in the state in which it was issued.

NEVADA.—"Upon presentation to them (state board of education) of a life certificate of any state or of the diploma of any state normal school, the board may grant a state certificate of equivalent grade without exami-

nation, valid for three years or less; provided, that since the issuing of such certificate or diploma the applicant has been continuously or successfully engaged in teaching."

NEW JERSEY.—In New Jersey the rules for examinations for teachers' certificates prescribed by the state board of education provide:

"The state board of examiners may endorse the diploma of any normal school or teachers' college, or a permanent certificate to teach in another state and valid as a certificate therein, when the course of study of such normal school or teachers' college or the requirements of such certificate shall be, in the judgment of said board, equivalent to those required for a state certificate to teach in this state; provided, that such other state shall grant reciprocal privileges to those holding diplomas or certificates from this state. When so endorsed, such diplomas or certificates shall have the same force and effect as if issued in this state. Normal diplomas or permanent certificates issued in states not having a state system of certification, and which are, therefore, unable to grant said reciprocal privileges, may be endorsed by the state board of examiners as is herein above provided."

NORTH DAKOTA.—The superintendent of public instruction "may issue a state certificate, to be valid for a term of five years, unless sooner revoked, to be known as a normal certificate. Such certificate shall be issued only to those persons of good moral character, who have completed the prescribed course of study in one of the normal schools of the state, or in a normal school elsewhere having an established reputation for thoroughness, but the superintendent of public instruction may examine any such applicant in his discretion."

TEXAS.—"Teachers holding a diploma from the Peabody Normal School at Nashville, Tennessee, may teach in the public schools of the state during good behavior, and such diplomas shall rank as permanent state certificates; and such teachers shall not be subject to examination by any board of examiners."

Graduates from any college or university of the first class, with a degree of bachelor of arts, bachelor of science, bachelor of letters or any higher academic degree, who have taught not less than three years in Texas may receive from the state superintendent of public instruction a permanent certificate.

VIRGINIA.—Graduates of colleges and universities outside of the state who have taught successfully for three years in the schools of Virginia on first grade certificates may be certificated to teach without further examination.

WISCONSIN.—"Section 458c of the school code of 1901, provides that upon the recommendation of the board of examiners, the state superintendent may issue the unlimited state certificate to the holders of the diplomas of state normal schools, outside of Wisconsin, whose courses of study are fully and fairly equivalent to the courses of study in the Wisconsin normal schools, and the diplomas of colleges and universities other than the University of Wisconsin, whose courses of study are fully and fairly equivalent

to corresponding courses in the University of Wisconsin. Graduates of colleges and universities must present to the state superintendent of public instruction with their diplomas, satisfactory evidence of having given psychology and pedagogy at least as much study as is required in this state of candidates for a life certificate."

ARIZONA.—Territorial certificates will be granted to holders of life diplomas and state normal school diplomas issued in any one of the United States, without examination, when such diplomas authorize the holder to teach in the public schools of the state in which they were granted, but not otherwise.

NEW YORK.—"He (superintendent of public instruction) may also, in his discretion, indorse a diploma issued by a state superintendent or a state board of education in any other state, which endorsement shall confer upon the holder thereof the same privileges conferred by law upon the holders of diplomas or certificates issued by state normal schools or by the state superintendent in this state."

OREGON.—"The state board of education may, at its discretion, grant without examination state certificates and state diplomas to persons presenting authenticated papers from other states, of grade and kind like those granted by the state board of education; provided, that the state board of education is satisfied that said papers were secured by passing an examination equivalent to that given by the state board of education of this state for state papers; provided, that the state board of education may, at its discretion, grant a permit for one year to persons who hold papers of the grade and kind equivalent to the state certificate, but have not had the requisite amount of teaching experience in Oregon to secure a state certificate."

RHODE ISLAND.—The state superintendent writes. "No definite rules have yet been formulated in regard to exchange of certificates, but the policy of reciprocity is adopted.

"With the limited number of applications from without the state it has so far been deemed better to judge each case on its merits. The board always accepts a certificate from another state or other normal schools upon as just and correct a basis as can be determined. We believe in extending to other states and all reputable institutions the fullest courtesy compatible with the maintenance of our standards."

AS TO COUNTY RECIPROCIDY.

In response to the question, "Are county superintendents or school commissioners in your state authorized to enter into reciprocal relations with each other?" affirmative replies were received from California, Colorado, Florida, Georgia, Minnesota, Missouri, Montana, Nebraska, New Jersey, North Dakota, Ohio, Vermont and Virginia. Negative replies were received from Arkansas, Illinois, Indiana, Iowa, Kansas, North Carolina, New Mexico, New Hampshire and South Dakota.

As to the desirability of having reciprocity in licensing teachers between counties, superintendents in the following states were favorable to the plan: Alabama, California, Colorado, Illinois, Iowa, Kansas, Minnesota, Montana, Missouri, Nebraska, New Jersey, North Dakota, Oklahoma, Vermont, Virginia and Wisconsin. Superintendents from Arkansas, Arizona, Indiana and North Carolina do not consider it desirable.

The following are a few of the opinions expressed in reference to the matter:

ALABAMA.—"All certificates in Alabama are issued upon examination, and are valid in any county in the state. In the case of county examinations, I should think that the question of reciprocity would depend upon uniformity in the county examinations."

"It is desirable, if a uniform standard of qualifications can be arranged."

ARIZONA.—"No, unless the state is a very small one, and teachers and school officers are in touch with one another. County certificates have been discontinued by legislative enactment. All certificates now issued are territorial (state) certificates."

ARKANSAS.—"I do not consider it desirable. It seems to me, however, that if county superintendents were required to file the examination papers of the applicant, and to keep them on file for one year, then, when a teacher desires a license to teach in another county, his papers might be forwarded from the county in which his examination was held to the county in which he wishes license to teach, in order that the examiner of the latter may grade the work for himself, and yet the applicant not be forced to a re-examination."

COLORADO.—"Superintendents may recognize first grade certificates issued in other counties by what is called a 'Like Grade' certificate, good for the same length of time for which the original certificate was issued. In case of an emergency the law states that 'county certificates issued in this and other states may be recognized by endorsement good until the next regular examination. Such endorsement cannot be repeated or extended.'"

"Some form of county reciprocity seems necessary, but there should be uniform examinations throughout a state when such reciprocity is made legal."

FLORIDA.—"All county certificates are issued upon questions uniform for the state. All except the third lowest grade may be transferred by mere endorsement of the county superintendent. While this is quite necessary it breaks badly into the standards, because the grading is much more rigid in some counties than others."

"I favor a state grading committee, issuing certificates good throughout the state."

INDIANA.—"No reciprocal relations between counties. Each teacher may send his manuscript to the department for examination. A license issued thereon is valid throughout the state."

IOWA.—In Iowa the attorney-general recently rendered an opinion in which he held:

"It was clearly the intention of the legislature in framing the school law that every applicant for a certificate should appear in person before the county superintendent to whom application is made for a certificate, and submit to an examination by him and in his presence. It is not, in my opinion, a compliance with the law to permit the applicant to write out an examination in the presence of the county superintendent of one county and forward the same to the county superintendent of another county for examination, with the request that a certificate be issued to the applicant if entitled thereto. There are many reasons which will readily suggest themselves why an applicant should appear in person before the county superintendent from whom a certificate to teach a public school is asked; and this was contemplated by the legislature in prescribing the examinations to which applicants are required to submit before receiving a certificate to teach."

MAINE.—"We have no 'town system' in Maine, and each town has its school board, consisting of a committee of three and a superintendent who is ex officio secretary of the board. All applicants must be examined by the town school board, except that a diploma from a Maine normal school or a state certificate signed by the superintendent of the schools of Maine may be accepted in lieu of examination."

MASSACHUSETTS.—"We have a Massachusetts law that has never been executed for lack of office force and money. Consequently, Massachusetts has nothing of interest for you. We are pressing for a stronger law and an ample appropriation. We have superintendents now for all our towns and cities who generally have the power to nominate teachers. They are toning up our quality; and our ten normal schools are trying to meet the demand from the superintendents. While perfecting these two agencies, we have been postponing action on our state examination plans."

NEVADA.—"The standards required in the different states and the difference in grading papers vary so much that I do not know as reciprocity in licensing teachers would be advisable."

"In Nevada teachers' certificates can be made valid in all the counties of the state by applying to the state board of education and the sending of the examination papers to be examined by them."

"The same difficulty exists between the counties of the state that exists between different states. The county boards vary greatly in their gradings."

NEW HAMPSHIRE.—"The town is the unit. We have no county superintendents. Each town is independent; no reciprocity."

VERMONT.—"First and second grade certificates good throughout the state. Third grade good by endorsement of county examiners."

TEXAS.—"Certificate issued by any county may be valid in every county by a state board of examiners to whom the papers may be forwarded for re-grading."

"Provisions for forwarding to state board the papers of such applicants in county examinations as desire state certificates in lieu of the county certificates, seems preferable to county reciprocity."

Of the laws that are reported to be satisfactory in their workings, only a few may be quoted:

MICHIGAN.—Three grades of certificates are granted: First grade, which, if indorsed by the superintendent of public instruction, is valid in the state for four years; second grade, valid in the county where granted for three years; third grade, valid in the county where granted for one year. The law now provides that third grade certificates cannot be transferred from one county to another, but that the papers written for a second grade certificate may be sent by the county commissioner of the county where the applicant has written, to the examining board of another county and if said papers are approved by said board of examiners they may issue a duplicate second grade certificate valid in their county. Second grade certificates are not transferable in any other manner.

MINNESOTA.—"The state teacher's first grade certificate is valid to teach in any public school in the state below the rank of high school. The second grade teacher's certificate is likewise valid in the county for which it is issued, but may be valid by endorsement of the county superintendent of any other county in the state."

"A complete first grade certificate certifying to scholastic requirements by the state superintendent and to professional requirements, skill in teaching and moral character by the County Superintendent in whose county the examination is held, shall be valid in any county of the state. A complete second grade certificate for both scholastic and professional requirements, signed by the state superintendent and the county superintendent, as indicated above for a first grade certificate, shall be valid in the county in which the examination is held and may be made valid in any county by the indorsement of the county superintendent of said county."

WISCONSIN.—"If any person holding a certificate desires to teach in any county or superintendent district other than the one for which his certificate was issued, the county superintendent of that county or district may request the county superintendent who issued the certificate to transfer to him the papers in his possession upon which the certificate was issued, whereupon it shall be the duty of the county superintendent so requested, to transfer the papers, if any. If these papers and standings are found satisfactory by the county superintendent to whom they were transferred, he may issue a certificate upon them of the same grade as the original certificate and coterminous with it, or one of a lower grade to be in force a shorter time, and he shall preserve the papers on file in his office. If the papers are found unsatisfactory, and the certificate is denied, he shall return the papers to the county superintendent from whom he received them."

MISSOURI.—"Certificates issued in one county cannot be endorsed in another county, but one county board may accept papers or grades made in regular examination in another county on which to issue a certificate."

This examination of the subject leads to the conclusion:

I. That reciprocity in licensing teachers between states is desirable and that a united effort should be made to bring about

uniformity of requirements and reciprocal relations. The American teacher should be so in fact as well as name. The crossing of the boundary line of any state should no longer be assumed to nullify the qualifications of the skilled teacher, the successful disciplinarian, the expert supervisor, or the scholastic fitness of men and women whose energies are devoted to the cause of education.

II. Under proper and wise regulations, such as might easily be arranged in the different states, teachers having obtained excellent certificates from any county superintendent or board of education should be permitted to teach in other counties in the same state, either by having manuscripts forwarded and again graded, or by the indorsement of the certificate by the county superintendent, county board of examiners, the superintendent of public instruction, or the state board of educational examiners.

THE BEGINNINGS OF A SCHOOL SYSTEM.

Neither a school nor a school system can for any great duration of time be expected to remain perfect. As civilization advances conditions change, and the perfect of today is the imperfect of tomorrow; the uncommon of yesterday is the commonplace of today.

I have been profoundly impressed with the many hindrances with which the makers of Iowa, its history and its schools were forced to contend. A just appreciation of the obstacles encountered can scarcely be conveyed to the present generation. Living amidst the luxuries made possible to us by the heroes and heroines of other years, fertile indeed must be the imagination of youth to gain a true and just conception of the herculean labors of our forefathers. The lot of the settler on the public lands was "one of hardship, privation and toil, exposed alike to the dangers of savage warfare and the diseases incident to the settlement of the country."

He was making a home for himself and his loved ones. The Indians often surrounded his home and menaced his life, and the government of the territory rightly busied itself to protect him.

Governor Henry Dodge in his second annual message delivered on November 7, 1837 said:

"The Indians on the borders of the frontier settlements must see and feel, if necessary, the power of the government to enforce a strict observ-

ance of treaties between them; and the presence of mounted troops will produce that dread in the minds of the Indians, which is necessary for the growth and prosperity of the territory, as well as the safety and security of its inhabitants. * * * Two hundred mounted troops, under the command of a field officer, would be sufficient to range the country from the Mississippi to the Red Cedar, Iowa and Des Moines rivers. This movement of troops would be a direct check on Indians who might be engaged in war with each other. Mounted troops ranging the country east of the Mississippi and south of the Wisconsin river to Fort Winnebago, would prevent the frequent incursions of the Indians upon the weak and unprotected settlements bordering on the frontier."

In his annual message delivered November 12, 1838, Governor Robert Lucas referred to the dangers from the Indians in these words:

"It becomes our duty to prepare to defend ourselves against any possible attack from our Indian neighbors."

The governor urged that mounted rangers be armed with Hall's carbines and brace of rifle pistols, and when dismounted to have the pistol in a belt, and a short sword.

"This sword to be most formidable in Indian fighting, should be a short blade about eighteen inches in length, strong and double edged, to be used as occasion might require, either to cut away the brush, vines or other obstacles in pursuing the Indians into their hammocks, or places of retreat, or as a weapon of defense in the case of a close combat with the enemy."

In the governor's opinion troops thus organized, equipped and disciplined, expressly for Indian fighting, with strict directions never to throw away a fire, nor to halt in pursuit, first using their rifles, then their pistols, and as a last resort their swords, they would be more than an equal match for an equal number of the most efficient Indian warriors that ever settled upon our frontier.

There were also other matters to attract and in many cases absorb the attention of those most likely to be leaders in public affairs. Counties were to be surveyed, boundaries changed, towns platted and county seats located. Too often these local excitements stirred the entire citizenship and aroused so deep a feeling that its effects can easily be detected in local county politics of the present day, though nearly two-thirds of a century has elapsed.

The establishment of the seat of government then, as now in every new state, attracted the notice of all classes. To a considerable degree conflicting interests and local feelings were excited.

Laws for the government of the inhabitants were to be enacted to meet conditions then existing; congress was to be memorialized to grant an appropriation sufficient to erect a penitentiary in the territory; while the making of a constitution and the creation of a new state government was at all times uppermost in the minds of many.

There were great problems to solve, almost insurmountable obstacles to overcome, dangers to fear, and at the same time the new home was to be erected. The development of a school system under such trying circumstances was a task unequalled and faced by no other generation in the history of the state.

Education then, as now, was considered essential to the highest welfare and prosperity of all people, and to provide the means whereby it could be obtained was considered an official and sacred obligation second in importance to none.

Among the very earliest recommendations of the first territorial governor is one "for the establishment of an academy for the education of the youth," to be erected at such place as the legislative assembly may designate. It was Governor Dodge's purpose to ask congress to donate one township of land to be sold to defray the expenses of erecting buildings and furnishing equipment. At the time this recommendation was made Iowa, together with Minnesota and parts of North Dakota and South Dakota, was under the territorial government of Wisconsin. It became a separate territory on the 12th of June, 1838. On the 8th of January preceding, Governor Dodge returned to the house of representatives, without signature, "an act to incorporate the Dubuque Seminary."

In his first annual message to the general assembly the governor in urging the necessity for the organization of townships, said that in most of the states where a common school system had been established the trustees of the townships were important agents. "To them are entrusted the care and superintendence of the school lands of their respective townships, the division of townships into school districts, and various other duties relating to building schoolhouses, the organization of school districts, and the support of the schools in their respective townships."

In the same message he called attention to the fact that "the citizens of Iowa shall enjoy all rights, privileges and immunities heretofore granted and secured to the territory of Wisconsin and its inhabitants." This, he contended, extended to all the

rights, privileges and immunities specified in the ordinance of congress of the 13th of July, 1787. This ordinance contains that oft quoted sentence "that religion, morality and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall forever be encouraged." In closing this part of his address he said: "There is no subject to which I wish to call your attention more emphatically than the subject of establishing, at the commencement of our political existence, a well digested system of common schools."

To trace the development of the school system through the troublesome times, including and preceding the constitutional board of education is not proposed at this time. For twenty years after the first beginnings of the school system teachers were not examined and, according to the report of the superintendent of public instruction in 1858, a large proportion of the schools of the state were rendered useless by the employment of ignorant teachers. In part the people faced the educational problems before us at this time.

That there has always been deep interest in educational affairs is evidenced by the constant and rapid increase in the expenditure of school funds for the education of the masses. The people of Iowa have repeatedly shown by their generous support of public education that they believe "education is the chief defense of nations." So great is the present day interest in education that in thousands of communities it is quite common to find the school tax fifty or more per cent of the entire tax levy.

Our educational system will upon examination be found full of interest. But little more than a half century has passed since the admission of the state, yet it has easily won high rank for its enlightened educational policy. It is my hope that the coming years will add many important chapters to our educational history.

THE COST OF PUBLIC EDUCATION.

Public school education costs the citizens of Iowa \$10,284,000 a year. The total amount estimated by the State Auditor to operate the affairs of state in all departments, including the educational, penal and charitable institutions, is about \$2,315,000 annually. This is less than one mill on the dollar of the taxable wealth of the state. It is thus seen that the cost of public edu-

cation in common schools is, from the financial point of view, relatively of far greater importance than all the combined branches of the state work.

The earnest, thoughtful attention given by the general assembly to measures affecting the conduct of the great state interests under the control of state commissions, boards, etc., is praiseworthy. The fact that the cause of common school education calls for an expenditure of more than four times the amount required for all state purposes only emphasizes the importance of giving extraordinary attention to legislation affecting schools.

PROPOSED LEGISLATION.

In accordance with the law which requires the superintendent of public instruction to suggest further legislation to strengthen the common schools of the state, I offer the following for the consideration of the general assembly. The recommendations are made not because they meet my own personal views, but in the main are proposed only after a conference with many leading educators and other citizens thoroughly familiar with public opinion and the educational needs of our state.

1. That the law fixing the annual salary of the superintendent of public instruction be so amended as to give a yearly compensation of at least four thousand dollars. The fact that many superintendents in cities receive from two to three thousand dollars for nine or ten months' work, and many college and university professors an annual salary equally as large for the same time, is often the very best reason for their not permitting the use of their names for the office of superintendent of public instruction. A salary should be paid sufficiently large to induce the very best salaried superintendent or college official to aspire to the position. The term should be at least four years.

2. Section 2626 should be amended by striking out the word "fifty" and inserting "two hundred" in lieu thereof. It may have appeared necessary in the early history of the state to require teachers to pay for their own instruction in normal institutes, but the unprecedented prosperity of the state at the present time no longer requires that institutes be supported in the present manner. The annual appropriation of \$19,000 for the agricultural societies and \$57,350 for the militia indicates a willingness on the part of the general assembly to aid in building up state interests. The teachers, acknowledged to be among

the most worthy public servants and the most poorly paid of all, should be relieved of the tax which now annually exceeds \$50,000.

3. The present law, requiring the examination and certification of teachers by county superintendents and the state board of educational examiners, needs a complete revision in order to insure justice and encourage men and women of the highest attainments to enter upon and remain in the teaching profession.

Regarding the recognition of college and normal school training in the state certification of teachers by the state board of educational examiners, I refer to the excellent address touching the question by Professor George H. Betts of Cornell college. The address was delivered at Mason City before the College Section of the Northwestern Iowa Teachers' Association, and will be found in Chapter VIII.

So great is the need in our schools of more men and women qualified to teach, so short is the teaching life of teachers, and so numerous are the immature and incompetent now in school work, that every needless obstacle in the way of legal requirements should be removed speedily. In a matter so vital special interests should always be treated fairly, but general interests—the welfare of the people—should be the primary consideration.

The state should no longer hesitate to authorize the superintendent of public instruction or the state educational board of examiners to grant a certificate to teach in any public school to any person holding a diploma of graduation from the state university of Iowa, the advanced course of the state normal school, or any other institution approved by the state educational board of examiners as administering courses of academic and professional instruction fully and fairly equivalent to those given in the institutions named. The presentation of a diploma accompanied by a certificate from the president of the institution that the holder had satisfactorily completed a pedagogical course of study approved by the educational board of examiners or the superintendent of public instruction should be sufficient documentary evidence of fitness to teach to warrant the issuance of a certificate.

In several states the plan in vogue in this state, of requiring county superintendents to examine applicants for certificates, has been abandoned. The objections urged against the present system are that there are too many different standards; that because of this teachers receiving certificates of the lowest class in

one county are often granted the highest class in another and, vice versa; that too often the county superintendent is expected to recognize the close friends and relatives of political supporters in the issuance of certificates to the detriment of school interests; that in many instances the incompetent have knowingly been granted certificates upon grades raised by order of the county superintendent. The latter statement is made upon observation, and the authority of the president of one of the leading educational institutions supported by the statement of a prominent institute conductor who says that in a certain county where he was an instructor not twenty-five per cent of the applicants granted certificates made the required grades.

By the right use of all of the powers given to man to exclude the disqualified there will somehow occasionally manage to get into the teaching profession an incompetent person; but to deliberately and knowingly certificate the incompetent is a crime against childhood, and any system that makes possible so great an evil needs revision by the friends of public education.

In the twelfth biennial report of the state of Minnesota, Hon. J. W. Olsen, Superintendent of Public Instruction, writing of the examination of teachers, says:

"During the last three years all teachers have been examined by the state superintendent of public instruction, who issues questions upon which applicants throughout the state write at the same time, the manuscripts being sent immediately to his office, under whose supervision certificates are issued. By this system the uniform examinations of the standard for entering the teaching profession has been raised, the requirements made uniform, and due credit given to those who have shown special fitness and success in their work."

"During the year ending July, 1901, there were 6,918 applicants, 3,698 of whom passed. During the last year 9,004 applied, of whom 5,802 passed. While under the law a number of appeals were taken to the professors of the state university, the judgment of this department was sustained in every case. It is everywhere conceded that the present plan has decided advantages over the old one, where each county superintendent has a standard of his own—or *no* standard."

Reports from other states and countries are similar to that given above.

By an extension of the powers of the present board of examiners and the granting of a sufficient appropriation, the examination and certification of teachers could be conducted in this state with uniformity and fairness. I look upon this subject as equalling in importance every other connected with the school system. For the state to fail in providing qualified teachers is

to fail at the most vital point. To retain a system that makes possible the admission of the incompetent is unworthy the thought of an intelligent people.

4. Having already renewed the recommendation that the county superintendent be provided with a deputy, I only add in this connection that at the discretion of the county superintendent any deputy appointed be empowered to visit schools.

5. That all legitimate traveling expenses of the county superintendent incurred in visiting schools shall be paid by the county. It is quite commonly remarked that the greater the amount of work done by the county superintendent the less his compensation. The present system which requires the county superintendent to pay his own expenses is admitted to place a premium upon office work.

6. In the state of Virginia no public school may be taught in any building not in suitable condition and provided with such conveniences as are required of a due regard to decency and health. Any school building deemed by the county superintendent unfit for occupancy may be condemned, and no part of the public school fund may be applied to support any school until the county superintendent certifies in writing that he is satisfied with the building and with the appliances pertaining thereto.

A large number of school buildings in this state are unfit as dwelling places for children. Many are devoid of proper light, suitable ventilation or improved means of heating. To speak of the importance of proper sanitary and hygienic conditions is unnecessary in this connection. Iowa has more than a thousand poor schoolhouses. Matters cannot it seems be improved by moral suasion, and the enactment of a law giving the county superintendent or the county board of education power to condemn is recommended.

7. The passage of a law given elsewhere which makes possible the uniting of school districts is urged.

8. That the law regarding the adoption of books by county boards of education shall be so amended as to require adoptions and re-adoptions to take place on the same day throughout the state.

Under the law providing for the uniform purchase and loaning of text-books it is provided that "the board of directors of each and every school corporation in the state of Iowa is hereby authorized and empowered to adopt text-books for the teaching

of all branches that are now or may hereafter be authorized to be taught in the public schools of the state, and to contract for and buy such books and any and all other necessary school supplies at said contract prices, and to sell the same to the pupils of their respective districts at cost, and said money so received shall be returned to the contingent fund."

Doubt has arisen in the minds of many boards of directors whether or not under this provision of law they may adopt textbooks for the use of their public schools without also providing for the sale of the same to the pupils of their district at cost.

It appears to be quite evident that the law contemplates that before boards of directors may purchase books at the expense of their districts it is necessary to advertise for bids by publishing a notice for three consecutive weeks in one or more newspapers. Complaint is made, however, that not infrequently public funds are used for the purchase of books without compliance with this provision of the law. So frequent have been the complaints that we deem it a duty to submit the matter for consideration.

9. That Chapter 89, Acts of the Twenty-seventh General Assembly, be amended by adding after the word "extended" in the third line thereof the following: "Provided the boundary lines of said independent district shall not be extended to include territory more than two miles from an established school within the independent district, unless two-thirds of the electors residing in the adjacent corporation affected shall by written petition request to be included."

Complaint is made that under the present statute the corporate limits of cities and towns are extended for the purpose of obtaining more territory; that in some instances territory six or eight miles distant from an organized school in the town is included; that existing schools are interfered with and generally discontinued, and that the inhabitants residing in rural districts are unable to help themselves because of the larger voting population residing in the town. The residents on the farms of Iowa are entitled to the very best in the way of school advantages and should not be deprived of their rights as they have been in some instances under this chapter without an opportunity to be heard.

10. Section 3 of Article 11 of the Constitution in regard to the indebtedness of counties and other political and municipal corporations reads as follows:

No county, or other political or municipal corporation, shall be allowed to become indebted in any manner, or for any purpose, to an amount, in the aggregate, exceeding five per centum on the value of the taxable property within such county or corporation, to be ascertained by the last state and county tax lists, previous to the incurring of such indebtedness.

Chapter 41, Acts of the Twenty-eighth General Assembly limiting the amount of indebtedness provides that no county or other political or municipal corporation shall become indebted "to an amount in the aggregate exceeding one and one-fourth per centum on the actual value of the property within such county or corporation," etc. This limitation has been found in a number of cases too low to enable school corporations to issue bonds in sufficient amounts to erect buildings of such size as to meet present needs, much less to provide extra rooms soon to be required. In my opinion there might wisely be given school corporations power to issue bonds for the erection and repair of school buildings to the extent of at least three per cent of the actual value of the property within the corporation.

11. The public school library law has met with very general favor. Like other laws it has not always been obeyed. The failure to comply with its provisions is often on the part of those who are most in need of choice literature. It is the quite universal opinion of county superintendents that a suitable penalty should be provided and imposed on all who refuse compliance with the provisions of this law.

I recommend that any corporation failing in any year to expend for library books the amount required by law shall be deprived of its portion of the school fund in the hands of the county treasurer, and that the county superintendent be given authority to withhold the amount, belonging to any school corporation, until the requirements of the law are met.

The money set aside for library purposes is derived from interest on the permanent school fund and is a gift from the state, and the state having directed that a certain sum shall be expended annually for books, may be expected to enforce its own orders without protest from the beneficiaries.

12. That section 1 (one), of chapter 128, acts of the Twenty-ninth General Assembly, preceding the word "provided" in the tenth line (School Laws 1902), be repealed and the following enacted in lieu thereof: "Any person having control of any child of seven years of age or over, in proper physical and mental condition to attend school, shall cause such

child to attend some public, private or parochial school, where the common school branches of reading, writing, spelling, grammar, arithmetic, geography, physiology and United States history are taught, or attend upon equivalent instruction by a competent teacher elsewhere than school, until said child has completed the eighth grade of the elementary common school course, and has received from the county superintendent a certificate certifying to the completion of the work required; and that all children shall attend school during the entire time school is in session unless excused for good and sufficient cause by the judge of the district court."

Such change as is here suggested contemplates that a child should have a certain degree of education before being permitted to leave school. Why should a child not be compelled to remain in school until sixteen or even eighteen years of age, if by a failure on his own part to apply himself during the earlier years of life he fails to reach a certain degree of proficiency in his studies? May it not be that a boy who is compelled to go to school the last year or two under the present law will not apply himself or seek to acquire any very great amount of knowledge? This I fear is often the case. The advantage in the proposed change is that the pupil will soon see that it is to his own interest to make the required grades. Often, too, he will form unconsciously the habit of study and of doing something in a specified time.

This department concurs most heartily in the suggestion of Hon. E. D. Brigham, Commissioner of Labor, regarding the passage of the Child Labor Law. The modification of the law as proposed requiring the attendance of pupils upon the school during the entire session would, however, lessen to some extent, the need of such a law. It is also recommended that provision be made for the establishment of juvenile courts in cities of certain classes. No comments are here made on this important recommendation, since the subject is discussed elsewhere in this chapter.

13. That a sufficient sum be provided the superintendent of public instruction to employ a competent person whose duty it shall be to assist boards of directors in securing suitable teachers and to render aid to teachers seeking positions.

Many boards annually apply to the department of public instruction for teachers, and teachers often inquire concerning vacancies. The annual expenditure of six million dol-

lars for teachers' salaries alone, together with the fact that nearly twenty thousand teachers are required to supply the schools, calls for far greater aid on the state's part to get employer and employe together without unnecessary expense. The present appropriation made the office of the superintendent of public instruction is insufficient to enable the department to employ a competent person to do the work required, and as a consequence teachers' agencies undertake to secure positions for teachers on the payment of certain annual or biennial fees. As a general rule teachers located by the agencies are required to pay 5 per cent of their annual salary to the agencies in addition to the enrollment fee of \$1.50 or \$2.00.

The annual amounts received by the teachers' agencies are unknown, but are reported to be large in proportion to the services rendered. If an agency places one superintendent at \$2,500; five at \$1,200, and ten at \$600, the total income for obtaining positions for sixteen persons is \$757.00, estimated on the above percentage. To secure positions for three times the number would give an income equal to that paid superintendents in our best cities. In every case the amount is paid by the teacher.

I have made this recommendation on behalf of the teachers and not as against the agencies. My information leads me to think that as a rule agencies are conducted in an honorable and business like manner.

If it should seem inadvisable to provide a sufficient sum to justify the superintendent of public instruction in employing a high grade teacher to do the above work, I would further recommend that provision be made for doing the work suggested and that a system similar to that inaugurated in the examination of applicants for teachers' certificates be adopted,—namely: That a fee of one dollar be required of all persons seeking the assistance of the department, and that moneys received in excess of the amount required to pay the necessary expenses be turned into the state treasury.

14. That Section 2630 as amended be so modified as to authorize the board of educational examiners to issue special certificates in any subject, branch or department.

In an opinion given to this department June 25, 1903, Hon. Charles W. Mullan, Attorney-General, said in part:

Section 2630 as amended gives to the educational board of examiners authority to issue a special certificate to any teacher of music, drawing,

penmanship, or other special branch. Such other special branches, then, must be of the same character, as those which are enumerated, and do not include the branches generally taught in a high school, academy or college. Mathematics, English, political science, physics, history, United States, modern and ancient, are branches which are usually taught in high schools, academies and colleges, and cannot be said to be *ejusdem generis* with the special branches of music, drawing and penmanship. The former are, therefore, not included within the general words of the statute, and no power is given the state board of educational examiners to issue special state certificates therefor.

The special certificates which the educational board of examiners is authorized to issue under the section referred to are confined to music, drawing, penmanship and other special branches of like character, and to any primary teacher of sufficient experience who shall pass such an examination as the board may require in the branches and methods pertaining to primary teaching.

For several years prior to the rendition of the above opinion the board had upon examination granted special certificates to teachers of high school subjects, believing that authority to do so was conferred by law. Authority to do so is now asked.

15. I renew the recommendation made in my preceding biennial report that authority be given boards of directors to employ teachers for a longer period, since the limit fixed by an opinion of the supreme court is now not to exceed one school year.

Thirty-seven per cent of the superintendents in charge of city school systems in county seat towns, in 1898, have left the profession; 38 per cent have changed locations, thus leaving only 24 per cent unchanged in six years. An estimate made with considerable care shows that nearly ten thousand changes in schools are made annually when all schools are taken into consideration.

Permanency in school work is essential if the best results are to be had. I can think of no objection that can be urged against the enactment of a law granting to boards authority to employ superintendents, principals and teachers for two or four years. It is contemplated that such law should be permissive and not mandatory.

AN EXPRESSION OF OPINION.

To give a satisfactory reason why the pupils leave the high school before finishing the course of study is not possible. It is evident that some *go* to school and many are *sent* to school. A display of more parental authority would probably do as much as anything else to increase the attendance.

There is need of more men in the profession of teaching. They should be employed in larger numbers in the advanced grades and in the high school. By men is not meant mannish women, but masculine men who have reached the ripe age of discretion and who have in addition to excellent scholarship had training in the college of investigation and the university of experience.

It should be remembered that facts are facts and nothing more. The accumulation of facts may be a kind of education, not always the best kind. They are means not ends. A small library of a volume or two may contain more facts than the wisest man ever contemplated. They are of no value unless they inspire to higher purposes and nobler deeds. Let us not become burden-bearers of facts, when it is only necessary to call for books at the librarian's desk, which give a thousand-fold more than can be learned during a lifetime. Some facts must, however, be mastered if man is to attain his place among men.

The primary studies of an English education are reading, writing and arithmetic and should always be made prominent. In states or parts of states where there is a very large per centage of foreign born population who are unacquainted with the English language, the fundamentals should be especially emphasized. The mastery of the essentials is primary.

The schoolmaster who attempts to teach art, music, painting, French, stenography, pharmacy, etc., to a boy who cannot spell the common words in daily use, write a legible hand, keep the simplest accounts, compose a letter, recite the principal events of American history, and explain the elementary principles of science, will soon lose caste with the business world.

The management of public school affairs is entrusted to too many officers. "Everybody's business is nobody's business," applies with as much force to school interests as to other interests. The expenditure of public funds is a matter which

demands serious consideration in every school corporation. Including all who have a vote as members of boards of directors in determining the amounts to be levied for school purposes, and the officers of the school districts, more than thirty-five thousand different persons have a voice in the expenditure of school funds in the state. This is less than \$25 to each director and officer. It is a strong conviction of many who are familiar with the educational system that school affairs could be conducted with greater efficiency with a fewer number of districts. In conducting school affairs it should not be a question of numbers, but rather a question of wisdom and a knowledge of how best to conduct educational interests. In some parts of the United States all of the educational interests of entire counties are managed by a single board of education. Reports say that they are successfully managed. The uniting of rural independent districts into school townships has been favored by all of my predecessors and is again urged.

Before legislative bodies the country school has no lobbyist. I do not say it is—but it should not be considered of secondary consequence by legislative assemblies.

Fifty-six and four-tenths per cent of the people of the state of Iowa live in the country. They may not be so insistent to obtain that which is justly theirs as others are, but it will be unquestioned that their rights should always be preserved and their interests protected.

It was a great day in the history of Iowa when it was declared that the state should have a free public school system. It will be a greater one when, in the course of time, it is ordered that all children shall have equal school privileges—that the child in the remotest district—the child of the humblest poor, in the backwoods and on the prairie,—shall have educational advantages unexcelled in the best school in the largest and best city in the land.

A goodly number of representatives of school book publishing firms visit hundreds of our schools annually. I am not of the class that look upon the school book agent as sustaining the same relation to the teacher that the lobbyist does to the legislative assembly. It is true he is paid to accomplish certain results

for his employer. He is a good citizen, but should not be considered a philanthropist. There is, however, one occasionally so corrupt and dishonest in his dealings with his fellows and the world in general that he deserves the severest condemnation of the public. He frequently undertakes to accomplish by foul means and political methods, not countenanced by even the lowest grade of politicians themselves, that which he cannot do otherwise. Such an one should be lashed with thongs from the presence of teachers and boards of education. There is a welcome for the man of respectability who labors honestly to promote the legitimate work of his company.

The pioneers are gone. They came from the East before the day of railroads and settled on the banks of the most beautiful of streams. To picture the manner of life and the character of those earliest heroes and heroines of toil will be a pleasant duty for another time. They must not, however, be forgotten in this hour. They helped clear the forests, erect homes, build cities, subdue the wild prairie soil, create school districts and establish schools and churches. They came to the West full of courage, hope and earnestness, and for nearly fifty years with a noble purpose and spirit of loyalty to country and to God they toiled not for themselves, but for their children. Their view of life was not broad, but friendship for the passing stranger and the neighbor on the distant hill or the valley beyond characterized their lives. They are gone, but in our heart of hearts the memory of their love, devotion, effort and sacrifice will ever be an inspiration. May the richest blessing of Him who was the pathfinder of the pioneers be and abide with their descendants through all generations.

The school cannot be made to take the place of the home, nor can the teacher be expected to share equally the responsibilities and duties of the parent in the education of children. The home is the child's first school, and here it should learn a thousand lessons not taught in school.

The school and the home should co-operate to develop the individuality of the child. To this end there must be mutuality.

The parent must know the ideals of the teacher and the teacher must have a clear conception of the parent's hopes for his child.

We sometimes seem to speak slightly of the young and inexperienced teacher. Do we forget that we, too, were once young and inexperienced? I cannot believe memory is so short. A desire to improve existing conditions in the profession sometimes leads to the utterance of strong statements. The young teacher may lack wisdom, but she possesses the purity, strength, courage and aspirations of youth, and for her we have the greatest admiration.

The member of the board of education who labors throughout his entire term in the interest of the school corporation performs the highest public service for the least compensation of any official of whom I have knowledge. His name should be written on the pages of history, and his memory cherished as a benefactor of mankind.

Only today the old schoolmaster called who had written once upon a time to inquire if a life diploma granted him by the old state board of education was valid. An affirmative reply had been sent to him. He came, he said, to pay his respects to the head of the school system. He is now teaching in a rural school. He has the courage, hope and zeal of youth. He has given his life to the work of teaching. Will he, like some others have been, be compelled, as his footsteps grow more feeble and his heart-beats less distinct, to wander on barren hills and pastures sear until the Great Teacher calls the roll in the school above? Or will the enlightened and enriched of the state for whom he has labored say: "Your fifty years of service is appreciated and you are pensioned for life. Come and enjoy some of the fruits of your labor."

Since there is "a moral obligation upon everyone who has become affluent by means of the education and advantages bestowed upon him by his father to relieve that father from pecu-

ary embarrassment, to promote his comfort and happiness, and even to share with him his riches if thereby he will be made happy," so, too, may it not be a moral obligation upon the state to relieve and care for in some pleasing manner the aged teacher who has by the toil of years taught the youth to conduct the business of the world successfully?

THE TEACHER'S GREATEST AMBITION.

To help a child to become unselfish, self-reliant, kind, thoughtful, considerate, honest and independent; to train to habits of usefulness; to promote purity of thought and life; to have even some small part in awakening loftier purposes and holier aspirations; to arouse in the minds of boys and girls an honest and sincere hope to be able to some extent to make happier the school, the home, the community, the state, the nation and the world—should be the greatest ambition of every teacher.

AN EXPRESSION OF APPRECIATION.

"Life is to be forfeited of many friendships.

To love and be loved, is the greatest happiness of existence."

"Some friendships are made by nature, some by contract, some by interest, and some by souls."

It would be impossible for me to pay too high a tribute to the county superintendents who serve as a medium of communication between this department and the school officers of the state. No class of workers in the public service perform their duties more faithfully and more conscientiously. To try and supervise from two hundred to five hundred schools, scattered on the average over an area of nearly five hundred and fifty square miles, in a manner satisfactory to the people or to themselves is an impossibility. To familiarize themselves with the existing educational conditions in each individual district, to learn the strength and weakness of each teacher, and the needs of pupils in the county is a task imposed upon no other class of public employes. With full knowledge of the fact that before this important information can be gained and carefully devised plans can be fully carried out, the statutory term will have expired or the exigencies of politics will have caused their removal,

these officers enter upon their work with enthusiasm and zeal not equaled in any other department of public service. There are among them but few "late comers and early goers."

My sincere thanks are extended without reservation to the people. They have honored me with the highest gift at their disposal. They are the servants of none and the masters of many. They are conservative, and yet independent and progressive. That they can make so strong a school system that it will be the pride of future generations is my sincerest belief. During my term of service it has been my privilege to speak to them in every county in the state once, and in many counties often. The cordiality with which they have co-operated in all of the work of the department, calls from me an expression of deepest gratitude.

To Hon. A. C. Ross, who has served as deputy during almost the entire period of my incumbency in office, I owe a debt and am under the greatest obligations. He brought to the office an experience of nearly twenty years as a city superintendent of Iowa schools. His rich scholarship, knowledge and experience have proven of inestimable value in the conduct of the same. In all the work he has proven himself the very ablest and most courteous and obliging of officials; always careful and accurate in details, a wise counsellor and adviser—and with all a loyal assistant and a sincere friend. His general oversight of the office and of affairs pertaining thereto has been of the highest order, and I cannot speak of his labors in terms too high.

Miss Byrdella Johnson has during two terms served as stenographer and office clerk with commendable satisfaction. Her careful work has relieved me of many duties and she is entitled to this public testimonial for efficient service.

It is not easy for me to do justice in words to the teachers of the state, who have held up my hands and encouraged me to bear the burdens of office by their enthusiastic support and their words of good cheer. If in the conduct of school affairs beyond the confines of the office I have been able to prove myself of assistance to the great public school interests, great credit is due to the teachers who have on every occasion inspired me to put forth the best of life's activities. If the discouraged teacher has been encouraged, if the heavy-hearted

has been made to rejoice, if the weak has been strengthened, if the pathway of life has been made to appear smooth, the skies brighter and the days happier by anything I may have said or done, the inspiration for the word or deed came from the encouraging words of helpfulness spoken by teachers.

To you who have been my co-laborers and have given your strength to promote the true cause of education, I am debtor beyond ability to repay or words to express. I could not if I would, have you freed from the burdens of the schoolroom, but were the power mine I would give to each of you added strength to bear all of the trials and to overcome all of the difficulties. I would have you remember that while such power is not mine, the Great Teacher has said: "I am with you always, even unto the end of the world," and from Him you can have help.

CONCLUSION.

One fourth of all the inhabitants of the state are enrolled in our public schools, while the average number of pupils actually present at school during the past school year was 358,438.

The state institutions of higher learning and the denominational colleges, seminaries and academies have all reached a higher degree of prosperity than ever before in their history. While financial needs are pressing, the people and the general assembly have responded to appeals more generously than ever, and as a result there is growth, expansion and progress.

For my successor Hon. John F. Riggs I ask from the people, county superintendents, teachers and boards of directors the same earnest co-operation given me, and cordially extend to him my best wishes for an administration unexcelled in good works.

If in some small degree the pages of this report shall enable the legislature and reader to gain a clearer conception of educational problems and needs and inspire the people of our state to a life of greater activity in behalf of the children I shall be content.

To the end that from right education the youth may be happier, the home more sacred, the citizen nobler and truer and the nation stronger, I close with the language of the poet:

"O, make thou us, through centuries long
In peace secure, in justice strong;
Around our gift of freedom draw
The safeguards of thy righteous law;
And cast in some diviner mold,
Let the new cycle shame the old."

Respectfully submitted,

RICHARD C. BARRETT,

Superintendent of Public Instruction.