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A Study of Education in Northumberland County, 1930-1939

William Seymour Brent

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A STUDY OF EDUCATION IN NORTHERLAND COUNTY

1930 - 1939

- William Seymour Brent

SUBMITTED IN PARTIAL FULFILLMENT

OF THE REQUIREMENTS

OF

THE COLLEGE OF WILLIAM AND MARY

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CHAPTER I

INTRODUCTION

The Need For The Study

Northumberland County, like all other rural counties, has undergone changes in social and economic conditions. Technology has been largely responsible for these changes. On the farm, in the packing plants, in the fish and oyster industries and on the highways, machinery has played its part in altering life and living conditions. These developments have come so gradually that most of the citizens of the county do not realize the problems that have arisen as a result of changed conditions. They have not seen the school as an institution that must meet the needs of a changing society.

If the schools are to meet the needs of the boys and girls, there must be a reorganization of the educational program of the county. Before planning and proposing a changed program of education, the superintendent and school board required much information concerning the conditions of the county. This information was necessary both as a basis for their planning and to convince citizens of the soundness of the proposed program. This study is the result of such need.

This study is an effort to collect data concerning the educational and the sociological conditions of the county over a period of nine years in order to show the history and the existing conditions and their implications for the future.

It is now necessary for the public to become conscious of the needs of the county. Few people are aware of the necessity for different and better training for boys and girls. Few are aware of the difficulty of attempting to educate small groups of high school children in each locality. Few have accepted the idea of the county's responsibility for adult education or for providing schools that will take care of the boys and the girls of eighteen, twenty, and even twenty-five years of age who are unable to find a place in the present economic structure. It is hoped that through the information made available in this study the public may realize the necessity for a changed program of education.

Economic and Social Surveys.¹ The University of Virginia, through the School of Rural Social Economics, has sponsored twenty odd surveys in the various counties of the State. These studies, which were begun in 1923 and continued through 1937, have provided valuable information to the "alert citizens of the State". In each survey a chapter has been devoted to the school conditions and conclusions have been drawn based on the economic situation. Although these studies have not included Northumberland County, they have served as a guide in making this study of Northumberland County.

Some Virginia Population Trends of General Significance,² a report prepared by Dr. W. E. Garnett for the Convention of Virginia League of Counties meeting at Blacksburg, July 1939, and Virginia Faces Its Population Future,³ a similar report, prepared by Dr. Garnett for the

¹ Economic and Social Surveys, University of Virginia, School of Rural Social Economics Extension Series 1923-1937.

² Some Virginia Population Trends of General Significance, Division of Rural Sociology V. P. I. Report No. 9. Unpublished material.

³ Virginia Faces Its Population Future, Division of Rural Sociology V. P. I. Report No. 10. Unpublished material.

Conference on Virginia Population Trends held in Roanoke in October, 1939, serve to show that the problems facing youth which are discussed later in this study are not those of Northumberland alone, but those of Virginia, as well.

Statement of the Problem

The problems facing youth are serious. Although school should be one agency for helping to solve these problems, the present educational program of Northumberland County is inadequate for this purpose. The problem of this investigation is to discover the characteristics, the extent, and the development of the present program of education in Northumberland County; the sociological conditions implying a need for change; the financial resources available for supporting an adequate program; and to propose a program within the resources of the county adequate to meet the needs of the people served.

CHAPTER II

A BRIEF HISTORICAL DEVELOPMENT OF EDUCATION IN NORTHUMBERLAND COUNTY 1670-1930

Since the days of the earliest settlers in Northumberland County, there has been provision for the education of the youth of the county, as is shown by the fact that in 1652, according to court records,¹ Colonel Richard Lee was given permission to set up a free school. There were private tutors in the home; there were local schools to which children went each day, and near which they boarded if the schools were far from their homes; there was schooling abroad and, after 1693, at the College of William and Mary. Although these opportunities for education were available to children whose parents could afford to pay for it, county records show that provision was often made, in some of the local schools for those unable to pay, who were deemed worthy. The county assumed the expense through the Glebe Fund; influential citizens supplied the names of the children who were to be taught to read, to cipher, and to spell. Since this did not provide schooling for all children, ministers often gathered a few of them together and gave them training in school subjects.

After 1812, when the spirit of democracy began to spread, there arose a desire for a democratic school. The American academy was the institution that grew out of this feeling. In these academies were taught some of the prescribed subjects found in the high school of today, but Latin, Greek, higher mathematics, and philosophy received major emphasis

¹ Northumberland County Records: Orders January 30, 1652

because it was a period when learning was of the most formal type, and to be educated one must be acquainted with these subjects. Such a school was established near Heathsville, in 1619, and was known as the Northumberland Academy. In this school were taught both boys and girls. In it, also, was conducted a boarding department. The academy was under a governing board and was chartered by the General Assembly.² Because tuition was charged most of the pupils were from families that could afford to pay the tuition. But some few children from families unable to pay were sent to this school at county expense. After a number of years, complaint was made of the management and the school was sold. Continuing to operate under private management for several years, this school apparently furnished satisfactory educational facilities for the county until its discontinuation between 1850 to 1860.

After the Civil War, Judge Straughn opened a boarding school for girls at his home at Cullick's Corner near Heathsville. A similar school was opened for boys on the east side of Heathsville by Captain Samuel Downing.³ These schools which were for children whose parents could pay for their schooling continued to operate for a while after the beginning of public education in 1870. There were established, also, the "old field schools", so called because of their location in fields too worn down by the single crop method of farming to be valuable for tilling. Most of these schools taught the higher branches of learning as well as the three R's and trained both boys and girls. One school was taught by Mr. Archie Cralle who later became the first superintendent of schools for Northumberland County.

² Records of House of Delegates December 31, p. 56

³ Lankford, Francis, Secondary Education in Lancaster and Northumberland Counties 1645-1932. University of Virginia, 1932, p. 67

Schools organized for those unable to pay for their education became known as "pauper schools". In most cases, after the passage of the law by the General Assembly in 1870, which established a public school system, the "old field schools" as well as several taught in private homes, became a part of the public free schools of the county.

Even after the public free school system was established, the schools were so inefficient, says Mr. Iankford⁴ that many parents preferred to send their children to private schools. Another reason for the continuance of private schools was that the "free school" was associated in the minds of the influential citizens with "pauper schools"- the two terms had been synonymous prior to 1870. Hence, the people who could have helped most to perfect the public free schools withheld their support and continued to operate private schools in the village of Heathsville. One private school continued to operate until 1884, in which pupils were taught all subjects from reading, writing, and arithmetic to algebra and Latin. Graduates from this school were admitted to advanced classes in college.

One interesting fact is connected with the passage of the public education act of 1870. When it was found that the bill proposed to pay for education through a tax, the citizens thought that it was not wise to levy the tax at that time. History has repeated itself continually down to the present.

⁴ Ibid p. 69.

There is probably no better way to show the history of education from 1870 to 1930 than through the table that follows:

TABLE I
PROGRESS IN SCHOOL CONDITIONS OF NORTHUMBERLAND COUNTY IN THIRTY-YEAR PERIODS 1870-1930

Year	Number of Schools		Average Number of Months Taught		Average Number of Teachers		Average Attendance		Per Cent of School Population Enrolled		Total Cost of Public Education
	White	Negro	White	Negro	White	Negro	White	Negro	White	Negro	
1871 ⁵	9	3	4.04	10	3	227	83	31.	16.		\$ 1951
1901 ⁶	33	13	3.74	32	13	758	462	61.	44.		7853
1931 ⁷	12	9	8.	31	31	1211	892	94.7	94.8		63258

Table I shows the status of public free schools in Northumberland County in 1871. Judging from the story told by the figures, public education had a small beginning. There were nine schools and ten teachers. Evidently these were one-room schools with one exception. The session was short, less than five months. The cost of education was very low, even for those days. The fact that only thirty-one per cent of the total white school population was enrolled leads to the conclusion that several private schools

⁵ Virginia School Reports 1871-1906

⁶ Virginia School Reports 1871-1906

⁷ Brent, W. S., Annual Report of the Superintendent, Northumberland County, 1930-31. Unpublished material

were in operation and that many children were not receiving any schooling. Thirty years later the schools had made remarkable strides. The schools, teachers, average attendance, and total cost had more than trebled in number and amount. The term had been lengthened by one month and the percentage of enrolled pupils had doubled. Children were attending more regularly than in 1871. The one-room type of school had been established all over the county, but early records would lead one to believe that most of the schools in the county were located in or near Heathsville. By 1931, noticeable changes had been brought about; consolidation had begun. The thirty-two schools had been reduced to twelve while the thirty-two teachers had been increased to fifty-one; the per cent of enrollment of the total school population had been increased to ninety-four and seven-tenths and the length of term had been almost doubled.

The progress made in education for negroes was much greater than that made in education for whites in point of percentage of school population enrolled. This had gone from fifteen, in 1871, to ninety-four and eight-tenths, in 1931. This indicates that more and more negroes have become interested in attending school.

It is an interesting fact that with the many changes taking place in the sixty-year period, the teacher load based on the average daily attendance had increased very little. Table II seems to indicate that there has been a great increase and then a sharp decrease per negro teacher.

TABLE II
TEACHER LOAD IN NORTHUMBERLAND COUNTY 1871-1931

Year	White Teachers	Negro Teachers
1871	22.9 pupils	27.7 pupils
1901	23.0 "	35.5 "
1931	23.7 "	28.8 "

The General Assembly of 1870 placed the public free schools in each county under the control of boards of education and a county superintendent. There was to be a board of education composed of three members in each magisterial district. This board had the authority to take care of all school business such as employing teachers, furnishing supplies, and establishing and consolidating schools. Because Northumberland County had four magisterial districts, there were four district school boards. The county superintendent had general supervision of the county.⁹ It was his duty, among others, to meet with the various boards and to hold examinations to determine the fitness of persons for the teaching positions. He had, also, certain supervisory duties, such as visiting the schools and questioning the pupils on subject matter.

This organization continued until 1928, when the General Assembly abolished the district board, created the county board with one member from each magisterial district, and placed the superintendent at the head of the school system.

The public free schools were for the purpose of teaching the common school branches of learning. Reading, writing, spelling, arithmetic,

⁹ Virginia School Laws, 1892, p. 38-40.

geography, and grammar were the prescribed subjects.⁹ And yet the influence of the academies of the 1812-1860 period in Northumberland County had been so great that in almost every public school the teacher secured from the State Superintendent of Public Instruction permission to teach some pupil or pupils the higher branches. It was not uncommon to find classes in these one-room schools ranging from the primer to Latin, French, algebra, philosophy, and history which was at that time considered an advanced subject.

When there arose a need for secondary education, Superintendent of Public Instruction Farr¹⁰ urged the establishment of one thoroughly equipped high school in each magisterial district, in which higher subjects should be taught by competent masters and which should be "free to all children in the district, under regulations prescribed by the trustees and approved by the superintendent and the county school boards." He further recommended the establishment, at some convenient place, of "one county high school or academy which should be free only to those pupils who had passed the requisite examination in the district high school and who could enter the regular classes of the county high school".

By act of the Assembly in 1906,¹¹ high schools were established. But the county high school was not made mandatory, and no county in Virginia set up this high school in addition to the other high schools. Had this

⁹ This statement concerning schools was made by Mrs. S. W. Brown
¹⁰ Virginia School Report 1895, p. 62-63

¹¹ Lanford, Francis, Secondary Education in Lancaster and Northumberland Counties, 1645-1932. University of Virginia, 1932, p. 122

part of Superintendent Farr's plan been carried out, there would have been eliminated much jealousy and bitterness on the part of a district for supremacy of its high school in the face of all odds.

The demand for high schools spread rapidly. The school board in each magisterial district had some member whose interest in schools was sufficient to arouse the people of the community to the need for a high school. Public funds were not sufficient to erect buildings in each district, so the people of the various communities contributed most of the funds, and, in the case of Reedville, the land. The school board supplied the teachers and gave some financial aid through the Literary Fund.¹²

With the coming of the high schools, private schools went out of existence, and pupils who had been enrolled in these schools now entered the public high schools. This fact brought both numbers and interest into the public schools. On the other hand, private schools had left their influence on the communities in which they had been located. Interested patrons naturally thought that there should be a public high school wherever there had been a private one.

Heathville in Heathville District was the first to grasp the opportunity for a high school. This school began in 1906-07. Reedville in Fairfield's District and Wicomico in Wicomico District began high schools in 1908-09. And in 1911-12, the fourth district, Lottsburg, opened its high school at Callao. In the upper end of Fairfield's District near Burgess Store, an additional high school was established in 1917-18.

¹² Records in Office of Division Superintendent of Schools, Northumberland County, File No. 1

The enrollments in these high schools were small in the beginning, forming in 1911-12 a combined enrollment of one hundred forty-four pupils.¹³ By 1930, the enrollment had more than doubled. There were three hundred six pupils.¹⁴ Heathsville and Callao had shown the greatest increase in enrollment. Callao had the largest enrollment and Fairfields, the smallest.

All of these schools were accredited by the State Department of Education; Reedville and Wicomico in 1913, Callao and Fairfields in 1921, and Heathsville in 1928.

In 1916, a negro elementary school in the lower end of Fairfields District near Reedville added two years of high school work which consisted of instruction in vocations and became the negro training school of the county. In 1930, it added the last two years of high school work, and it was placed on the accredited list in 1933. It is known as the Julius Rosenwald High School.

Not only have changes taken place in schools since 1870, but they have also taken place in population.

TABLE III
POPULATION OF NORTHUMBERLAND COUNTY
1870-1930

Year	Population
1870	6,863
1900	9,846
1920	11,518
1930	11,081

¹³ Lewis, P. W., Annual Report of Superintendent of Schools, Northumberland County, 1911-12. Unpublished material

¹⁴ Brent, W. S., Annual Report of Superintendent of Schools, Northumberland County, 1930-31. Unpublished material

In 1870, there were six thousand eight hundred sixty-three people in Northumberland County.¹⁵ By 1920, this population had increased to eleven thousand five hundred eighteen. Although there has been a steady rise in population in the period, there has been a decline in the ten-year period following 1920, and population has dropped to eleven thousand eighty-one. This decline would indicate that the high point in population has probably been reached.

Summary

Citizens of Northumberland County were interested in education from the time of the establishment of the county in 1648. The limited demand for education for the masses prior to 1870 accounts for the very meager opportunities for free education.

One-room village schools have grown into large consolidated units. These have become a source of pride for communities which causes them to resist current efforts toward county consolidation.

School attendance for the negro children has increased during this period over the attendance for the white children.

¹⁵ United States Census Reports, 1870-1930

CHAPTER III

THE DEVELOPMENT OF EDUCATION IN NORTHUMBERLAND COUNTY 1930-1939

This chapter presents the changes and improvements in the educational program of Northumberland County; the wealth of the county; and the revenue available for education and other governmental agencies for the period from 1930 to 1939.

Revenue For Governmental Agencies

Taxable Wealth. - In making a survey of the educational conditions in Northumberland County for the period from 1930 to 1939, it is necessary to consider the sources of wealth in the county available for schools. This information is presented in Table IV.

TABLE IV

TAXABLE WEALTH OF NORTHUMBERLAND COUNTY 1930-1938¹

Year	White	Negro	Total
1930	\$ 6,266,865	\$ 971,888	\$ 7,237,743
1933	8,707,866	1,536,237	10,044,093
1935	8,761,784	1,305,204	10,066,988
1938	9,430,706	1,308,741	10,739,447

¹ Rowe, Carroll J., Land and Property Books in Office of Treasurer of Northumberland County, 1930-1938

The wealth of the county has steadily increased in the nine-year period in spite of the fact that one of the vital industries, the manufacture of fish oil and fertilizer, has declined in value. The increase is probably due to improved land and buildings and to the increased number of trucks and automobiles in the county.

Assessed Value. - Property is not assessed at a high value in Northumberland County. The personal property is assessed at about two-thirds of its real value and the real estate is assessed at from one-third to one-half of its value.

The assessed values of the county for 1931-1938 are given in Table V.

TABLE V

ASSESSED VALUES OF PROPERTY IN NORTHUMBERLAND COUNTY 1931-1938²

Year	White	Negro	Total
1931	\$ 5,785,106	\$ 305,689	\$ 4,290,795
1933	4,716,729	704,474	5,421,203
1935	4,746,655	685,667	5,432,322
1938	5,142,067	681,324	5,823,391

It should be noted that the total assessed valuation of property increased gradually from 1931 to 1938.

² Howe, Carroll J., Land and Property Books in Office of Treasurer of Northumberland County, 1930-1938.

Northumberland County ranked seventieth in Virginia on per capita assessment of property subject to local taxation in 1938.³ This amounted to three hundred forty-three dollars and fifty-eight cents per capita. Arlington County ranked first with a per capita assessment of one thousand two hundred eighty-one dollars and nine cents and Grayson County ranked one hundredth with a per capita assessment of one hundred eighteen dollars and seven cents. Over against this should be placed the fact that Northumberland County ranked second in Virginia in per capita debt. This amounted to nine cents as compared with one hundred fifty-one dollars and eighty-eight cents in Arlington County, which had the largest per capita debt in Virginia. The present per capita debt of nine cents represents a reduction of ninety-one cents, for the per capita debt of the county was one dollar in 1931.

Tax Rate. - Since 1930 Northumberland County has had a unit levy of one dollar and fifty cents. One dollar of this is used for school purposes and fifty cents for general purposes. In addition to this, the board of supervisors in 1937 placed at the disposal of the school board funds amounting to a ten-cent increase in levy. This increase gives a levy equivalent to one dollar and ten cents for schools. This levy is small in comparison with some others in the State. Westmoreland, an adjoining county, has a levy of one dollar and seventy cents for school purposes in one district. Lancaster, also an adjoining county, has a levy of one dollar for school purposes.

³ Downs, L. McCarthy, Report of Auditor of Public Accounts in Virginia, Comparative Cost of Local Government, Bulletin 1938

**Expenditures For Education in Comparison
With Other Governmental Agencies**

In order to show how Northumberland County distributes her expenditures Table VI has been prepared.

TABLE VI

**COMPARISON OF PER CAPITA COST OF EDUCATION
AND OTHER GOVERNMENTAL AGENCIES IN VIRGINIA
AND IN NORTHUMBERLAND COUNTY 1931-1938⁴**

Year	Education		Other Governmental Agencies		Per Cent Education is of Other Governmental Agencies	
	Northumberland	Virginia	Northumberland	Virginia	Northumberland	Virginia
1931	\$ 7.01	\$ 8.66	\$ 2.21	\$ 2.21	31.6	24.0
1933	6.04	7.23	1.49	2.29	24.7	31.5
1935	6.35	8.39	1.72	2.64	27.0	31.5
1938	8.78	9.78	2.39	3.97	27.2	40.6

The data in this table show certain significant facts.

The cost of other governmental agencies, like all other conditions in Northumberland County, underwent a sharp change in 1933. In per capita cost, other governmental agencies were thirty-one and five-tenths per cent of the cost of schools in 1931.* By 1935, this had dropped to twenty-four and seven-tenths per cent. From that date, this percentage has steadily risen, although it has not reached the 1931 figure. A study of the relation between expenditures for

⁴ Downs, L. McCarthy, Report of Auditor of Public Accounts in Virginia, Comparative Cost of Local Government, Bulletin 1931-38

* There is no report from the Auditor of Public Accounts on the Comparative cost of local governments prior to 1931

other governmental agencies and for education shows that Northumberland County has not kept pace with the expenditures in the State. In 1931 the cost of governmental agencies other than schools was relatively higher in Northumberland County than in Virginia as a whole. For Virginia the cost was two dollars and eight cents per capita, whereas for Northumberland County the cost was two dollars and twenty-one cents per capita. It is significant that although the cost of government was above the State average, the cost of education was below. Virginia spent eight dollars and sixty-six cents per capita for schools in 1931, and Northumberland County spent only seven dollars and one cent. Another interesting fact that will be seen from Table VI is that in the expenditures for other governmental agencies Northumberland County has dropped below that of the State and remained below. In the cost of schools Northumberland County has never equaled the average for the State of Virginia. The trend in both Northumberland and Virginia seems to be an increase in the cost of other governmental agencies in relation to the cost of education. However, this cost is not as great in Northumberland County as it is in Virginia, for in 1939 expenditures for other governmental agencies in Virginia had become forty and six-tenths per cent of the expenditures for education as compared to the twenty-four per cent spent in 1931.

Revenue For School Purposes

Revenue from the County. - The revenue available for schools from local sources is stated in Table VII.

TABLE VII
REVENUE FOR SCHOOLS OF NORTHUMBERLAND COUNTY
AVAILABLE FROM LOCAL SOURCES 1931-1938⁵

Year	Amount
1931	\$ 57,536.00
1935	39,886.00
1936	38,149.00
1938	40,574.00

There was a serious decline in funds between 1931 and 1935. This is probably a fact for which depression years are responsible. The revenue begins to rise after this period and continues to do so through 1938.

Revenue from the State. - In addition to the revenue available from the assessed value of property, Northumberland County receives a substantial amount from the State as is shown in Table VIII. Approximately one-half of the total revenue for schools comes from the State.

5 Howe, Carroll J., Land and Property Books in Office of Treasurer of Northumberland County, 1931-1938

TABLE VIII
REVENUE FOR SCHOOLS OF NORTHUMBERLAND COUNTY
AVAILABLE FROM THE STATE 1931-1938⁶

Year	Amount	Rank in Revenue Received
1931	\$ 42,079.00	51st
1933	36,938.00	29th
1935	36,657.52	40th
1938	43,206.87	32nd

It will be seen that Northumberland County in comparison with other counties ranks rather high in the amount of revenue received for schools from the State and, also, that the amount of revenue received in 1938 was greater than that received at any other time in the nine-year period.

Expenditures For School Purposes

In order to secure an understanding of the way the county has expended its school funds, the budget apportionments from 1931 to 1939 are presented in the following table:

⁶ Downs, L. McCarthy, Report of Auditor of Public Accounts in Virginia, Comparative Cost of Local Government, Bulletin 1931-1938

TABLE IX

APPORTIONMENT OF FUNDS IN BUDGET OF NORTHUMBERLAND COUNTY ACCORDING TO ADMINISTRATION, INSTRUCTION, TRANSPORTATION AND TOTAL EXPENDITURES 1931-1939

Year	Administration	Instruction		Transportation	Total Expenditures*
		Salaries	Equipment		
1931	\$ 1,951.29	\$57,741.25	\$ 238.77	\$ 9,654.51	\$ 62,255.10
1932	1,933.66	54,804.83	340.33	6,762.76	74,078.25
1933	1,746.51	49,439.42	258.90	9,313.30	66,270.57
1934	1,878.87	46,258.45	445.64	11,405.34	67,381.29
1935	2,244.09	48,509.16	508.86	9,857.54	78,694.89
1936	2,071.84	47,733.99	723.82	10,268.18	72,468.20
1937	2,122.51	51,120.06	635.75	9,121.45	89,704.01
1938	2,163.77	55,564.46	1,122.88	10,335.55	98,842.28
1939	2,114.80	60,876.19	783.61	13,340.47	89,460.55

From the information in this table certain facts are significant. The year 1933 might be termed a low for all school expenditures, since the only item that showed increase was the cost of transportation. This year was the one when depression was felt most in the county. It was this year that every one connected with schools except the operators of contract buses gave one-half month's services to the county. The fact that transportation increased over the previous year was probably due to the inability of parents to provide transportation because of their financial conditions and the consequent assuming of the responsibility by the county.

* Brent, W. S., Annual Report of Superintendent of Schools, Northumberland County. Unpublished material, 1931-1939.

* Total expenditures includes items other than those given in Table IX

The total amount spent for the various items of the budget has increased approximately five thousand dollars since 1930. However, the curve of expenditures does not run regularly; for instance, the total cost of schools in 1931, according to the superintendent's report was eighty-two thousand two hundred fifty-five dollars and ten cents. This amount declined steadily until 1933, when it was sixty-six thousand two hundred seventy dollars and fifty-seven cents. From this year, revenue began to climb again and reached the high point, in 1938, of ninety-eight thousand eight hundred forty-two dollars and twenty-eight cents. In 1939, the total amount spent was eighty-eight thousand four hundred sixty dollars and fifty-five cents.

It is interesting to study the various expenditures under the headings in Table IX. The largest share of the budget in each of the years studied is devoted to salaries of teachers, supervisors, and principals. This, too, has fluctuated because of the reduction in the number of teachers and the fluctuations in their salaries. For instance, salaries of elementary teachers were reduced in 1933. They were raised again slightly in 1938, and the principals were raised to a ten month salary basis in 1939, thus accounting for the increase in that year.

The sharp increase in transportation costs and the decrease in salaries were due in some cases to the closing of schools and the transportation of children to a school where the teacher load was small. This meant a saving under operation and maintenance as well as in salaries.

The transportation cost has increased more in proportion than any other item in the budget because of the increase in the number of and the improvement in the type of buses. The cost of administration has remained practically the same.

Capital outlay⁸ has varied from ninety-seven dollars and seventy-six cents in 1933, its lowest point, to fifteen thousand two hundred five dollars in 1937 and twenty thousand two hundred four dollars in 1938, its highest point. In 1937 and 1938 two shops, an auditorium, a home economics cottage, a lunch room, and a negro school were erected, accounting for the large expenditures under capital outlay in these two years. The fixed charges⁹ have been reduced in the ten-year period from ten thousand seven hundred eighty-nine dollars and eighty-four cents in 1930 to one hundred ninety dollars and fourteen cents in 1939. This change has come about through a change in the State law which permitted the treasurer to charge for handling school finances. During this same period expenditures¹⁰ for operation and maintenance of school plants remained practically the same.

In 1930, the county had an indebtedness of twelve thousand two hundred seventy-five dollars in Literary Fund bonds and two thousand dollars in a short-term loan at six per cent interest.¹¹ By 1932, the latter had been cancelled. Each year there has been a substantial reduction in the Literary Fund bonds in spite of the fact that several new buildings have been erected during the years. In 1939, the Literary Fund bonds of the county had been reduced to three hundred and forty dollars.

In trying to retire the Literary Fund bonds of the county as they became due and in refusing to operate schools at a scale beyond the school income, it has been necessary to bring about changes slowly. School equipment is not what it should be for modern schools, especially in point of furniture; buildings for the most part are modern; teachers' salaries are low and are not scaled. But it has been the policy of the school board

⁸ Brent, W. S., Annual Reports of Superintendent of Schools, 1930-1938.
Unpublished material

⁹ Ibid.

¹⁰ Ibid.

¹¹ Ibid.

to move slowly on a pay-as-you-go basis, and there cannot be many extras on the one dollar tax levy.

Organization and Administration

Consolidation. - Very little in the way of consolidation had been done in Northumberland County prior to 1930. Many schools were still organized on the basis of one teacher per unit. At that time there were, for white children, eleven one-room schools, three two-room schools, and five elementary schools of three or more rooms each connected with a high school. There were seven grades in each school, and there were thirty-seven teachers. This was an average enrollment of thirty-two pupils per teacher.¹² For the negro children there were seven one-room schools, four two-room schools, one three-room school, and two four-room schools, one of which was connected with the high school. There were seven grades in these schools, also, and twenty-four teachers, with an average enrollment of forty-nine pupils per teacher. There were five high schools for white children and one for negroes. The enrollments in high schools were much smaller than those in the elementary schools. The fourteen teachers in the white high schools taught an average of twenty-three pupils per teacher, and the four negro teachers taught eighteen pupils per teacher.

Because of factors to be discussed later, more children began to attend high school, and many younger brothers and sisters were sent with

¹² Ibid.

them to the larger schools. This tended to reduce the enrollment of the smaller schools to such an extent that many were closed because of inability to meet the average attendance requirement of the State. Some parents began to feel, too, that small schools offered less in the way of experienced and well trained teachers, so that children were often sent, at a cost to the parents, to the larger schools. Reduced enrollments furnished a basis for consolidation in the white schools. Each year more children were transported at public expense until, by June 1934, all one-room and two-room schools had been closed except one one-room school, which had an enrollment of seventeen pupils. This school was not operated after that year.

The white high schools have been consolidated very little. Three of the high schools, Heathsville, Fairfield, and Reedville, were located on the main highway with a distance of about twenty miles between Heathsville and Reedville. In 1932, the school board considered it wise, because of decreased enrollment, to close Fairfield high school and transport the pupils to the other two schools in order that they might enjoy the advantages of larger social organization. The elementary department was left in Fairfield and has been able to maintain an average that makes it a desirable elementary unit.

Believing that children profit more by being in large social units than in isolated ones, consolidation has been one of the big objectives of the school board. This policy, carried to completion in the white elementary schools, is now being carried forward slowly in the negro schools.

The school board has not considered it expedient to consolidate negro schools on a very large scale. Very little in the way of transporta-

tion has been done, because the county is unable to furnish transportation for many negro children. Four one-room schools have been closed, which has resulted in an increase in the enrollment in the three and four-room schools. There were in 1939 four one-room, two two-room, and three three-room schools, and two schools of four or more rooms, one of which was connected with a high school.

Improvement of School Buildings. - In 1930, the buildings of the white schools were valued at one hundred thousand dollars and those of the negro schools at thirty-five thousand dollars.¹⁵ By September 1939 these values had increased to one hundred twenty-five thousand dollars for white schools and forty-five thousand five hundred dollars for negro schools. The buildings in 1930, many of the one-room type, were dirty, poorly ventilated, and unpainted. These schools were without proper sanitation or drinking water, which was usually brought from the neighboring homes. The larger schools depended upon a "driven" pump in the yard for water supply. There was no playground equipment, and in many cases, there was insufficient playground. No effort whatever had been made to beautify and care for the grounds except at Reedville where the community league had planted some shrubs.

There is no record of the improvements made in the various years. They have come gradually, but a description of what has been done will serve to show some of the progress made by 1939.

The buildings have been painted inside and out and repaired generally, auditoriums have been refinished at Callao and Wicomico and an abandoned room refinished and put into use for a lunch room at Callao.

¹⁵ Ibid.

Improvement of School Grounds. - Not only have buildings been improved, but also grounds. Several playgrounds have been enlarged, and swings, see-saws, and slides have been added for small children and athletic fields provided for older children. Garages have been built to take care of buses, and sidewalks have been extended to all outbuildings, which have been built according to State specifications.

The people in the county have taken pride in improving the grounds of the various schools. In 1931, a prize of five dollars was offered to the school making the most improvement in its school yard. As a result of this impetus, shrubs, flowers, hedges, and grass are as much a part of school equipment in Northumberland County as are buildings. And every effort has been made to transform bare, ugly, school grounds into places of beauty. Every school in the county has taken this for an objective and has made some attempt at landscaping.

New Building Construction. - The building program has not been large, but it has brought enriched opportunities to boys and girls. It has been carried on largely to satisfy the demands of the communities. Heathville had no auditorium and so a brick one has been built. Home economics cottages which are models of efficiency in home making have been erected at Reedville and Heathville, and well equipped agricultural buildings have been added to Heathville and Galloo. A lunch room has been built at Heathville. All of these buildings are attractive in appearance and are assets to the communities in which they are located.

New negro schools have been built at Edwardsville and Mila to replace old schools, and a new school was erected, in 1931, just across the line

in Lancaster County at Chestnut Grove to take the place of one condemned building in each county. Another new school is in the process of erection. This will replace two schools that are now in use, but are insufficient for the needs of the children.

Equipment. - The equipment of the schools has increased in value in even greater proportion than have the buildings themselves. In 1930, it consisted mainly of desks, blackboards, stoves, and, in each of the high schools, a piano. There were four thousand six hundred fifty books in high school libraries. Of these, three thousand nine hundred were in white schools and seven hundred fifty in negro schools.¹⁴ Many of the books were there to swell numbers and were not suitable for children. The amount spent for libraries in 1930 was two hundred sixty dollars. The total value of equipment in 1930 was eleven thousand dollars for white and eighteen hundred dollars for negro schools. By 1939, these values had grown to forty-five thousand five hundred dollars and twenty-four thousand dollars, respectively.

Table X shows the increase in the number of volumes in libraries in one year in both white and negro schools. This indicates something of the improvement that is taking place in reading materials.

TABLE X

LIBRARY BOOKS IN CLASSROOM AND CENTRAL LIBRARIES
IN SCHOOLS OF NORTHUMBERLAND COUNTY¹⁵

Year	Room Libraries		Central Libraries		Total Libraries	
	White	Negro	White	Negro	White	Negro
1938	8794	975	5309	751	8102	1706
1939	9257	1100	5410	794	8667	1894
Increase	463	125	102	63	565	188

¹⁴ Brent, W. S., Annual Report of Superintendent of Schools of Northumberland County, 1930. Unpublished material

¹⁵ Brent, W. S., Annual Report of Superintendent of Schools of Northumberland County, 1939. Unpublished material.

Other equipment added includes victrolas, radios, globes, curtains, maps, and better blackboards. In a few cases, chairs and tables have replaced desks.

The furnishings in the home economics cottages are both modern and beautiful. For agriculture and shop, well equipped buildings and highly trained teachers are provided. These improvements are providing opportunities that were not dreamed of nine years ago.

The Teaching Staff

Three far reaching changes have come in requirements for teachers in Virginia since 1930. One of these is that all beginning teachers must have at least a two-year course beyond high school. Another is that the Normal Professional Certificate should expire in five years instead of ten as it had done previously. The last is the regulation that, after 1942, all beginning teachers must have a four-year course beyond high school.

These changes have been a great help to Northumberland County. They have prevented girls from attending school one year and, because of finances or other reasons, returning home to teach school. They have sent teachers, after they have had a chance to feel a real need for help, to summer school, and have stimulated teachers without a college degree to continue working for at least the bachelor's degree. Summer school attendance has brought about an understanding of the newer practices in education and promoted growth on the part of the entire system.

Certification. - In 1930, teachers in Northumberland County held certificates ranging from first grade, issued upon the passage of an examination in the superintendent's office, to Collegiate Professional based on a bachelor's degree.

The change in requirements led many teachers to attend summer school in order to raise the value of their certificates. By 1934, all white teachers in the elementary schools held Normal Professional Certificates, and, by 1937, all negro teachers held them. With the disappearance of the Elementary Certificate, more and more teachers with degrees were brought into the system in both white and negro schools.

By 1939, all the high school teachers held degrees, and all principals of high schools had done work leading to a master's degree. One has already completed this work.

Teacher Turn-over. - One condition which has tended to retard the growth of schools in Northumberland County is the large teacher turn-over. At least one-sixth of the teachers are new to the system each year. Many are without experience. Two reasons might be given for this turn-over. First, married teachers are not employed (this does not apply to negro teachers because of the few teachers available), and new teachers must be brought in to take the place of those leaving the profession because of marriage. Second, salaries are low, tending to force many teachers out of the county as soon as they have gained experience enough to be employed in divisions paying larger salaries. Figures on teachers having less than one year's experience, taken from the superintendent's reports for the nine-year period, serve to show that the situation has not improved.

TABLE XI

NUMBER OF TEACHERS IN NORTHUMBERLAND COUNTY
WITH LESS THAN A YEAR'S EXPERIENCE 1930-1938 ¹⁶

Year	Number of Teachers		Teachers With Less Than One Year's Experience			
	White	Negro	White		Negro	
			Elementary	High	Elementary	High
1930	56	28	5	5	4	1
1931	60	31	7	6	7	2
1932	60	32	3	1	2	0
1933	47	32	1	0	2	0
1934	47	31	2	0	4	0
1935	46	33	3	1	3	0
1936	45	32	3	3	4	1
1937	46	31	3	2	2	2
1938	47	39	7	3	2	1

In Table XI, the 1933-34 period shows a smaller number of inexperienced teachers than either the preceding or the succeeding years. This is probably due to the employment situation following the depression, when positions of any kind were scarce. As business opportunities have opened up, the more inexperienced teachers have come in. Northumberland County will continue to face the problem of inexperienced teachers as long as the school finances remain insufficient to increase salaries.

¹⁶ Brent, W. S., Annual Reports of Superintendent of Schools of Northumberland County, 1931-1938. Unpublished material.

Transportation

Transportation was begun in the county as a private enterprise. When high schools were begun in 1906, those parents who lived beyond walking distance furnished conveyances for their children. Often elementary children were sent with the high school pupils. As the years passed and more children began to enter high school, one patron in a community furnished transportation for the entire group, other parents paying a stated amount each month for the privilege of having their children ride in the horse-drawn wagon, which furnished the first transportation in the county. Still later, the county was appealed to and assumed part of the cost, the parents paying a smaller amount than they had done previously.

In 1930, the superintendent's annual report gave the number of trucks or wagons operated at public expense as four and the number of children transported as four hundred seven. This serves to show that many children were paying for their own transportation. In 1931, the school board began to close schools and to furnish free transportation to those children who requested it; there were eleven trucks in operation. The high school children continued to pay for their transportation until 1937, at which time the county took over all transportation for white children. In 1939, there were twenty-three buses transporting high and elementary school children.

Until 1937, there had been no free transportation for negroes; they had provided their own. Since the only negro high school is located

in one end of the county, transportation was a necessity. Judging from the small high school enrollment as given in the report of the superintendent of schools¹⁷, one would conclude that the negroes had no transportation, free or otherwise, until September 1934. In 1937, the county operated three buses for negroes, transporting one hundred thirty-three high school and four elementary school children. In 1939, there were five trucks in operation for negroes.

Because the superintendent's annual report form until 1939 did not show how many buses were owned by the county and how many were operated by contract, but gave only the number of buses operated at public expense, it was impossible to tell what proportion of transportation was in county-owned buses. In 1939 the figures were, as follows:¹⁸

	<u>White</u>	<u>Negro</u>
County-owned buses	13	4
Contract buses	5	1

It is the plan of the school board to own and operate its own buses as soon as it is feasible.

17 Brent, W. S., Annual Report of Superintendent of Schools of Northumberland County, 1934. Unpublished material.

18 Brent, W. S., Annual Report of Superintendent of Schools of Northumberland County, 1939. Unpublished material.

Enrollment

The school census for 1930 recorded from Northumberland County eighteen hundred seventy-nine white and eighteen hundred forty-three negro children from seven to nineteen years of age, inclusive.

The enrollment in 1930 was, for white children, fifteen hundred four, and, for negro children, twelve hundred forty-six. This shows twenty per cent of the white children and thirty-two per cent of the negro children were not enrolled in the public schools of the county.

TABLE XII

ENROLLMENT OF CHILDREN IN HIGH AND ELEMENTARY SCHOOLS IN NORTHUMBERLAND COUNTY 1930-1938¹⁹

Year	Elementary School		High School	
	White	Negro	White	Negro
1930	1186	1175	318	71
1931	1151	1212	103	55
1932	1152	1160	325	72
1933	1126	1114	353	77
1934	1057	1118	363	82
1935	1103	1139	421	139
1936	955	1044	437	166
1937	895	975	522	169
1938	857	952	429	128

¹⁹ Brent, W. S., Annual Reports of the Superintendent of Schools, Northumberland County, 1930-1939. Unpublished material.

It is interesting to note that although elementary enrollments for both white and negro children have decreased, the high school enrollments for both groups have increased. In the elementary schools the number of white pupils has decreased twenty-seven per cent since 1930, and the number of negro pupils ten per cent. The enrollment in white high schools has increased thirty-four and six-tenths per cent and in negro high schools eighty per cent. The decrease does not mean that a smaller percentage of pupils is attending elementary school, but rather that the school population is decreasing.

Table XIII shows that the number of children entering both white and negro schools is decreasing, whereas the number of graduates in both schools is increasing.

TABLE XIII

A COMPARISON OF PUPILS ENTERING THE FIRST GRADE AND GRADUATES OF HIGH SCHOOLS IN NORTHUMBERLAND COUNTY 1930-1938⁸⁰

Year	Pupils Entering First Grade		High School Graduates		Per Cent of Pupils Leaving School Through Graduation	
	White	Negro	White	Negro	White	Negro
1930	202	399	50	12	24.9	3.0
1931	174	367	46	8	26.4	2.0
1932	178	372	52	14	29.2	3.9
1933	184	316	50	12	27.1	3.8
1934	144	323	57	8	39.5	2.4
1935	167	322	53	16	31.7	4.9
1936	145	269	75	19	51.7	7.0
1937	155	236	71	23	45.8	10.9
1938	131	233	82	31	62.5	10.9

⁸⁰ Brent, W. S., Annual Reports of the Superintendent of Schools, Northumberland County, 1930-1938. Unpublished material.

Attendance. - Since the important factor in a school system is not the enrolled pupils but the attendance of those enrolled it will be worthwhile to see how well pupils are attending and which group has the best record.

Table XIV shows that, in 1930, the average attendance for the white was much higher than for the negro pupils. The fifteen hundred four white children had an average daily attendance of twelve hundred forty-three, the twelve hundred forty-six negroes an average daily attendance of eight hundred sixty-five.

TABLE XIV

ENROLLMENT AND AVERAGE DAILY ATTENDANCE BY
NUMBER AND PER CENT FOR NORTHUMBERLAND COUNTY 1930-1938²¹

Year	White Pupils			Negro Pupils		
	Enrollment	Average Daily Attendance	Per Cent of Attendance	Enrollment	Average Daily Attendance	Per Cent of Attendance
1930	1504	1243	82.6	1246	865	69.4
1931	1459	1211	83.0	1267	892	62.5
1932	1477	1270	85.9	1233	910	73.5
1933	1479	1273	86.7	1191	905	76.3
1934	1440	1255	87.1	1200	964	80.3
1935	1434	1205	84.2	1376	985	71.5
1936	1392	1335	95.9	1210	962	79.5
1937	1417	1162	82.0	1144	894	78.1
1938	1285	1005	78.1	1120	903	80.5

²¹ Brent, W. S., Annual Reports of the Superintendent of Schools, Northumberland County, 1930-1938. Unpublished material.

By 1939 the attendance records had decreased for white schools and increased for negro schools, as will be seen from the tabulation below.

PERCENTAGE OF EFFICIENCY IN ATTENDANCE

<u>Year</u>	<u>White</u>	<u>Negro</u>
1930	62.6	69.4
1936	78.1	83.3
Difference	- 4.5	+ 13.9

The percentage of attendance for the white pupils had increased six and three-tenths points, while that for the negro pupils had risen fourteen and eight-tenths points. This had been accomplished in spite of the fact that negroes had less transportation facilities and more handicaps in living conditions than had white children.

Retardation

Another important problem in the schools of Northumberland County is retardation. Twenty-two per cent of the white elementary school children, twenty-four per cent of the white high school children, twenty-five per cent of the negro high school children, and sixty-five per cent of the negro elementary school children were retarded in 1930.²²

²² Brent, W. S., Annual Report of Superintendent of Schools, Northumberland County, 1930. Unpublished material.

A study of Table IV shows that the highest percentage of retardations in the white elementary schools in 1930-1932 occurred in the sixth grade. Beginning with 1933, the emphasis on failure was shifted to the first grade. The State Department of Education became interested in failures in these grades and asked for volunteers among the counties to make a study of conditions that led to failures in grade one. In 1935-36 Northumberland County teachers, under the guidance of the superintendent, principals, and supervisors, undertook the study of these conditions, with the result that the number of retardations for the first grade fell that session and has been falling since that time.

The percentage of retardations as shown in Table XVI is higher in the negro schools than in the white schools. The first grade had a higher percentage of retardation than any other grade during six years of the ten-year period. This condition occurred with no regularity which would tend to indicate teacher judgment rather than a policy concerning retardation.

Retardations fall in the eighth, the ninth, and the tenth grades in high school with about the same regularity. The fact that stands out in the study is that the percentage of failures is smaller in the eleventh grade than in any other. This is true in the negro high school, also, and is probably due to the fact that the failures in the preceding grades tend to produce, in the eleventh grade, a more highly selected group.

TABLE XV
 PERCENTAGE OF RETARDATION IN WHITE SCHOOLS
 OF NORTHUMBERLAND COUNTY 1930-1939²³

Year	GRADE										
	First	Second	Third	Fourth	Fifth	Sixth	Seventh	Eighth	Ninth	Tenth	Eleventh
1930	24.8	19.9	16.9	24.6	23.9	28.8	16.5	32.4	25.6	25.3	3.8
1931	20.1	10.4	13.4	15.7	23.7	26.8	16.7	31.6	31.4	27.6	4.8
1932	14.6	8.4	11.3	15.7	12.6	17.1	15.8	18.9	25.2	14.6	10.4
1933	16.8	12.8	8.7	8.8	12.3	15.1	9.6	17.2	22.6	10.8	1.8
1934	19.4	10.1	9.8	10.3	10.7	9.3	6.7	9.3	17.2	27.2	1.7
1935	21.6	10.2	6.1	7.4	5.3	5.9	10.5	15.3	21.2	16.3	3.4
1936	15.2	9.9	11.1	9.3	7.8	6.9	6.5	15.8	15.5	16.9	3.8
1937	13.5	11.0	5.9	10.2	9.3	12.3	6.1	20.2	24.1	15.4	6.5
1938	8.4	9.5	2.4	4.9	3.8	4.5	2.9	9.6	16.1	18.4	4.6
1939	14.4	8.9	9.0	4.5	1.8	6.5	.8	25.0	16.4	20.7	0.0
De- crease	10.4	11.0	6.9	20.3	22.1	22.0	15.7	9.4	9.2	4.6	3.8

²³ Brent, W. S., Annual Reports of Superintendent of Schools, Northumberland County, 1930-1939. Unpublished material.

TABLE XVI

PERCENTAGE OF RETARDATION IN NEGRO SCHOOLS
OF NORTHUMBERLAND COUNTY 1930-1939 24

Year	GRADE										
	First	Second	Third	Fourth	Fifth	Sixth	Seventh	Eighth	Ninth	Tenth	Eleventh
1930	69.9	44.2	61.2	69.7	60.1	66.9	43.2	56.4	20.8	20.0	20.0
1931	21.7	20.7	21.5	18.8	17.2	9.3	14.3	16.7	12.5	0.0	0.0
1932	25.5	29.0	21.8	23.6	28.4	15.9	21.9	10.7	18.8	21.4	0.0
1933	31.0	29.3	30.3	27.7	27.9	24.3	13.4	10.3	17.4	8.3	7.6
1934	32.5	16.1	23.2	20.9	20.1	18.3	13.9	9.7	22.7	10.0	0.0
1935	28.6	20.0	17.8	11.9	17.3	21.4	9.2	17.5	16.3	9.5	5.5
1936	24.2	16.2	13.9	16.3	13.9	24.8	6.1	3.3	10.2	14.7	4.5
1937	21.1	12.5	9.5	14.6	12.6	11.8	4.0	7.5	10.9	2.4	0.0
1938	16.3	12.1	8.0	8.3	8.4	10.3	5.8	10.0	11.4	23.6	0.0
1939	9.9	11.5	9.7	21.2	14.4	12.4	16.4	19.3	13.9	5.5	3.3
Decrease	60.0	32.7	51.5	48.5	45.7	54.5	26.8	15.1	6.9	15.5	16.7

From a further study of Tables XV and XVI, it will be concluded that the number of retardations in all grades, both in elementary and high school has decreased in the nine-year period.

In 1939, the percentages of retardations were six and eight-tenths for white elementary schools; twelve and four-tenths for negro elementary schools; sixteen and three-tenths for white high schools; and twelve for negro high schools as shown in the following tabulation:

24 Brent, W. S., Annual Reports of Superintendent of Schools, Northumberland County, 1930-1939. Unpublished material.

PERCENTAGE OF DECREASE IN RETARDATION

Year	WHITE		NEGRO	
	Elementary School	High School	Elementary School	High School
1930	22.0	24.0	65.0	25.0
1939	6.8	16.3	12.4	12.0
Decrease	15.2	9.7	52.6	13.0

It is significant to note that the greatest amount of decrease occurred in the negro elementary school and the least in the white high school. This decrease was due to the fact that negro schools had, in 1930, bright and dull sections. The bright children were promoted to the next grade, whereas the dull were promoted to bright sections but were counted as failed children. For instance, in the first grade, there were primer and first reader sections. The primer sections were promoted to the first reader sections but were counted as "failed" children in reports of the superintendent.

Examinations were given in grades three to seven inclusive and children were required "to make seventy-five" on arithmetic and English in order to "pass". In the first grade children were promoted if they could read and were retained if they could not. This accounts for the large number of failures in grade one. Promotion in the second grade was, also, on the basis of reading. A study of this practice led to improvements which brought about a decrease in retardation.

Northumberland County was not alone in its policies of retardation. Studies* made in fifty-eight school divisions in Virginia in 1937-38 of retention in the fifth, the sixth, and the seventh grades showed that four thousand two hundred twenty-eight children failed that year in the three

* Studies were made by Rural Supervisors of Virginia in cooperation with the State Department of Education, 1936-37.

grades. Fifty-six per cent of them failed arithmetic; forty-nine per cent language; forty-nine per cent geography; and fifty-two per cent history. Sixty-six per cent of those failed in the seventh grade were retained because they were not ready for high school. These studies also showed that children did not make greater progress after retention and that they often dropped out of school.

With the coming of supervision and the Revised Curriculum Program in Virginia, a change began to take place in the schools of Northumberland County. Teachers were led to consider child growth as a basis for promotion instead of the traditional examination, and to provide experience in the classroom, whereby children might grow. Such a program tended to abolish traditional examinations, which disappeared from the grades in the following order: third, then fourth, then fifth and sixth, and, finally, seventh, and to substitute for them progress charts, case studies, and cumulative records.

The decrease in the number of retardations has been much smaller in high school than in elementary school. Formal instruction, traditional examinations and the college preparatory course which, because of the size of the schools, children are forced to follow - all tend toward retardation of pupils. There is little effort on the part of the high school faculty to adjust the work to the needs of the child. As long as these conditions exist in high school, the number of retardations will continue to be large.

Since failure is costly for the county in point of benefit received, and since studies have proved that children in the fifth, sixth, and seventh grades have not benefited by retardation (studies are not

available for the other grades), instruction better suited to the needs and capacities of pupils is desirable.

Success of Graduates

As high school enrollments in both white and negro schools have increased since 1930, so have the graduates, but not in the same proportion. While the increase in enrollment has been twenty-five per cent in the white schools and one hundred thirty-four per cent in the negro schools, the increase in graduates has been forty-two per cent in white schools and one hundred forty-one per cent in negro schools in the nine-year period.

Tables XVII and XVIII show the number and percentages of graduates entering college.

From 1930 to 1939, six hundred seven white pupils have graduated from the high schools of the county. Of this number one hundred thirty, or twenty-one and four tenths per cent, entered college.

During the same period, one hundred seventy-eight negro pupils have graduated from the high schools of the county. Of this number forty-eight, or twenty-seven per cent, entered college.

These figures are high in comparison with similar figures for the State which are fifteen and five-tenths per cent and twelve and two-tenths per cent, respectively. ²⁵

25 Annual Reports of Superintendent of Public Instruction of Virginia, 1930-1939.

TABLE XVII

COLLEGE ATTENDANCE OF WHITE GRADUATES
OF NORTHUMBERLAND COUNTY 1930-1939²⁶

Year	Enrollment	Graduates	Entering College	
			Number	Per Cent
1930	318	50	7	14
1931	308	46	18	39
1932	325	52	13	25
1933	353	60	8	16
1934	363	57	11	19
1935	421	53	15	28
1936	437	75	19	25
1937	522	71	18	18
1938	426	68	15	18
1939	398	71	11	15
Total		607	130	21.4

TABLE XVIII

COLLEGE ATTENDANCE OF NEGRO GRADUATES
OF NORTHUMBERLAND COUNTY 1930-1939²⁷

Year	Enrollment	Graduates	Entering College	
			Number	Per Cent
1930	71	12	6	50.0
1931	55	8	1	12.5
1932	72	14	6	44.0
1933	77	12	3	25.0
1934	82	9	1	11.0
1935	139	16	4	25.0
1936	166	19	3	15.7
1937	169	28	10	35.7
1938	128	31	4	12.9
1939	166	29	10	24.4
Total		178	46	27.0

²⁶ Statistics on Graduates of Northumberland County High Schools, unpublished material on file in Office of Principal at Heathsville, Callao, Reedvill, Wicomico.

²⁷ Statistics on Graduates of Northumberland County High School, unpublished material on file in Office of Principal of Julius Rosenwald High School

A total of one hundred thirty graduates from the white high schools of Northumberland County in the years 1930-1939 entered college. A study was made of twenty-seven of these, selected at random from the various high schools of the county. The selected students, scattered throughout the nine-year period, attended colleges in Virginia, North Carolina, and Maryland. A sample of the request sent to colleges and a reply from a college is illustrative of the information gained.

Registrar _____

College V. P. I.

Dear Sir:

I am making an effort to get the record of our students who have graduated from the various high schools of the county (Northumberland) beginning with the graduating class of June 1930 through 1939.

I shall appreciate it very much if you will answer the following questions at your earliest convenience.

Thanking you, I am

Yours very truly,

W. S. Brent
Division Superintendent of Schools
Northumberland and Lancaster Counties

Name John Doe, Iike, Va.

Years attending College 4

General Courses Taken English, Mathematics, Science, Engineering

Subjects in which student did best work Science, Mathematics, Engineering

Subjects in which student did poorest work English, Engineering Drawing

Scholastic rating of student 37th in a class of 274

Moral Record Excellent. He never failed or conditioned a subject.

Received B. S. degree - June, 1936.

Clarice Slusher, Registrar

Eight of the twenty-seven replies indicated that the student had difficulty with English, biology, or chemistry. Twenty-one were reported to have had difficulty with one or more subjects, and five were considered good in all subjects. One questionnaire was unanswered. These replies indicated a need for better teaching in English and science and, as some of the subjects in which students were reported weakest were not taught in the schools of the county, a need for a more varied course.

Study of "Drop-Outs"

Another problem concerning the schools of the county has been the pupils who drop out of school. In 1930, twelve per cent of the total enrollment of white pupils and eight per cent of the total enrollment of negro pupils dropped out. This condition has improved in the white schools, for in 1938*, the number leaving school was four per cent of the total enrollment. It has grown worse in the negro schools for, during the same year, the number leaving school was twelve per cent of the total enrollment. Several factors cause this condition. The decrease in retardation, the inability to find jobs, and a new type of curriculum tend to keep white children in school. The inability of negro parents to furnish food and clothing for their children force thirteen or fourteen year old negro children to drop out of school. The few jobs

* A change in the annual report form for superintendents which takes account of all withdrawals makes the use of 1939 figures inaccurate. Earlier reports did not consider mobility cases as "drop-outs".

available in the county for youth are for negro children, especially boys.

This problem is not peculiar to Northumberland County, but is one considered so serious, especially in the upper elementary grades, that a five-year study of it has been undertaken by the State Department of Education and the rural supervisors of Virginia.

Questionnaires were made out for those boys and girls who had dropped out of the fifth, sixth, and seventh grades from the close of the session 1937-38 through the session 1938-39.

The questionnaires revealed that the percentage of "drop-outs" for Northumberland County²⁸ was one and forty-four hundredths in the three grades studied, whereas that for Virginia²⁹ was eleven and sixty-five hundredths. This problem of controlling "drop-outs" is one to which serious consideration should be given in future educational programs for the county.

Administration

Since 1928, the schools of the county have been under the control of a single board. The business of the schools is carried on through monthly meetings of the superintendent and the school board. The superintendent makes out the budget with the assistance of the board. The election of teachers, the payment of bills, the contracts for transportation, the erection

²⁸ Brock, Lynette M., Elementary Supervisor for Northumberland County, Report of "Drop-Out" Studies, 1938. Unpublished material.

²⁹ Report of Studies of Elementary Supervisors of Virginia, compiled by State Department of Education, 1938. Unpublished material.

and location of new buildings, and all other business transactions of the school system must be approved by the school board. All policies of the schools are formulated by the superintendent and the school board.

Some of the most important policies of the schools might be considered under the following heads: financial, consolidation, and teacher tenure. Consolidation and teacher tenure have been discussed before. The most far-reaching policy is the financial. This has three phases - to keep within the school budget; to avoid creating a surplus; and to reduce indebtedness. It has been the determination of the school board to keep out of debt. They have worked to keep the budget within the school income and to keep the expenditures within the budget. Not even low salaries and lack of equipment could persuade the board to go in debt for operating expenses. They maintain that the interest on short-term loans would be an extra item to be met, and would not justify the good derived from the loans. Guarding against building up a surplus has been another policy of the school board. The funds are budgeted to cover the expenses of the schools. They are expended as budgeted and no surplus is created.

A third phase of the financial policy has been the reduction of indebtedness. In 1930, there was an indebtedness to local banks as well as to the Literary Fund. These loans have been paid.

It has been the general policy of the board to cooperate as fully as possible with the State Department of Education in all of its undertakings. This policy has helped the county to go forward on the program outlined by the State and has had a far-reaching effect on the schools.

Community Relations

The communities have played a big part in the schools of Northumberland County for many years. The communities were responsible for the many schools dotted all over the county at the beginning of the twentieth century, for wherever there were a few interested persons, they began a school and later appealed to the county to take it over. When the law establishing high schools became effective, the communities became active in securing high schools. Community leagues were organized for this purpose. When the school board did not consider that the needed money was available from public funds, these leagues said to the school board, "We will put up the building, if you will furnish the faculty". High school buildings were built at the expense of the community. Such direct contributions, made sometimes at a sacrifice, developed in the communities a feeling of personal ownership in the school. Had the school been built entirely through county and State funds, no such sentiment would have resulted. This feeling has made the consolidation of high schools almost an impossibility.

When the buildings were completed, the leagues often paid the salary of a teacher or added a month to the school term by supplying the salaries of all the teachers, if school funds were insufficient for that purpose. These leagues also supplied all extra equipment, such as pianos, pictures, and books.

After 1930, the leagues were not called upon to finance the extension of the school term. They, then, spent more money on equipment or raised less. In 1935, the program of these leagues became identified with health work. Since that time, it has been the leagues that have fostered welfare work and adult education, beautification of school grounds, lunch rooms, and other improvements. Their chief concern, however, is the development of the school in the community.

Educational Program

The Curriculum. - In 1930 the elementary program, as well as the high school program, was very formal. In the elementary schools, reading, writing, arithmetic, and spelling were taught in the first two grades. In the third grade, geography and language were added to the subjects offered in the first two grades. In the fourth grade, history was added and, in the fifth, hygiene. In the sixth and seventh grades, all these subjects were taught. Grading was rigid, and children were required to meet the minimum standard for promotion.

The State Program of Curriculum Revision brought about changes in the curriculum. At first history and geography were combined and used as a basis for units. Later, as a result of further study, other subjects were combined in an effort to secure a better integrated course. Instead of having different subjects taught in the grades, all subjects

were used to carry out centers of interest for the various grades. In 1936, music became a definite part of the curriculum under the influence of the State Supervisor of Music, Dr. Luther A. Richman. Art had, by this time, become very real, and children were doing really creative work.

In 1938, the formal reading period in the sixth grade was dropped. This was an experiment that grew out of the feeling that children learn better from reading a variety of materials than from a single text in a set period. The formal period for teaching writing had been dropped gradually beginning with the first grade in 1935. Children write as well as before, because they practice writing in every class.

In 1939, Northumberland was chosen as one of the eight counties in Virginia to carry out an experiment* in fifth, sixth, and seventh grades, using child need as a basis for curriculum making. As this experiment was not begun until September 1939, results will not be available before June 1940, but observation and teacher opinion lead to the conclusion that child needs should be the basis for the curriculum. For several years, the curriculum in Northumberland County has tended toward emphasis on child growth. Child needs, as the foundation for child growth, is a great improvement over the curriculum of 1930 which was organized on the basis of fixed amounts of subject matter for each grade.

The high school curriculum in 1939 offered English, history, science, mathematics, and a foreign language. There was little opportunity for choice of subjects. Third year English was offered one year and fourth year English the next year. Biology and chemistry were alternated in the same manner. This tended to decrease the number of subjects in the curriculum and forced all children into a prescribed course of the college prepara-

* Experiments conducted by State Department of Education to determine child need as a basis for curriculum construction.

tory type. Only one school in the county offered agriculture and home economics. Heathsville and Wicomico offered both subjects, while Reedville offered home economics and Calleo, agriculture.

Although new subjects have been added, and the Curriculum Program of Virginia has been begun in the eighth grade, the course in high schools has remained much more formal than the curriculum in elementary schools. The small number of children at each of the four high school centers for white children makes it impossible to offer a variety of subjects to fit the needs of the group. The courses offered have been and still are largely college preparatory, despite the fact that only twenty-one per cent of the graduates go to college and that large numbers of pupils drop out before they finish high school, because of lack of interest or failure.

Increased appropriations by the General Assembly and the Federal Government for vocational work, and changes in the requirements for high schools as set up by the State Department of Education have brought about the few modifications that have been made in the high school curriculum.

Method. - The traditional question and answer type of recitation was the method used in Northumberland County in 1930 in both high and elementary schools. Children were assigned work which was prepared at home and turned in to the teacher the next day in the form of written work or as answers to questions. There was no reference work on the part of children in the elementary schools.

In 1931, when teaching by units was receiving such emphasis in Virginia schools, each teacher in the elementary schools of Northumberland County was asked to attempt at least one unit during the year.

In some cases this type of work met with such favorable response that the unit procedure was adopted. As teachers saw that units afforded opportunities for many levels of ability, grade lines that had been rigid gradually became flexible. Since 1937 children have been allowed to progress at their own rate of speed. A child weak in reading is given books that he can read and enjoy regardless of the fact that the books are written for children several grades below the one to which he is assigned. This change in method came about as a result of county study groups led by the elementary supervisors and school principals and of continuous summer school study on part of teachers. Some changes in method have been brought about in high school, but they have been few. The large per cent of failures in high school serves to show that children are either not trying because of lack of interest or that they are engaged in work not suited to their capacities.

Materials. - To study the changes that have come about in the materials of instruction used in the schools of the county and the benefits children have derived therefrom is revealing. In 1930, the materials of instruction consisted of textbooks and work-books. The first art supplies which were added in 1931 consisted of crayons and packages of art paper; later, scissors, paint, brushes, and several kinds of paper were supplied. Children have been delighted with these materials and have produced some very good work.

In 1936, music materials were purchased for the first time. Like art, music has proved of great value in enriching lives of children.

In 1939, provision was made to include special education materials - tools, lumber, cloth, paint, and various other articles in the list of school purchases. These, however, were not purchased by pupils but

with funds from the local board supplemented by special funds from the State Department of Education.

Supervisory Program

The first supervisors in Virginia were the superintendents of schools and their supervision was largely inspection. At regular or irregular intervals, depending upon his other duties, the superintendent visited the schools. At first, there was a tendency on the part of the superintendent to ask pupils specific questions to see how well they were acquiring knowledge, but as teachers became better trained this tendency disappeared and the superintendent asked the teacher questions of a general nature often for the purpose of establishing a friendly relationship rather than for information. Teachers began to use these visits to call to the attention of the superintendent physical needs of the school. Such was the type of supervision in Northumberland County until 1930. To some schools principals were assigned, who were supposed to supervise the instruction in the elementary and high schools, but their time was so taken up teaching high school pupils and handling administrative problems that little time was left for supervision of instruction.

In 1930, a full-time supervisor was employed for the white elementary schools. A program of supervision was begun and has continued until the present.

To change the attitude of teachers toward supervision was

the first work of the supervisor. Teachers looked upon supervision as an effort on the part of the school board to determine their weaknesses. When they found that supervision meant assistance instead of inspection, they gradually lost their fears and a real program of teacher growth began. This, of course, did not come about in one, two, or even three years but has been a gradual process.

In 1932, the school boards of Northumberland and Lancaster Counties jointly employed a negro supervisor who has divided her time equally between the two counties in supervising the teachers in the negro elementary schools. She had to face almost the same problems as those faced by the white supervisor in changing attitudes, but progress has been made.

The work of these supervisors has been mainly the improvement of teachers in service. This has been brought about through classroom observation, individual and group conferences, county study groups and through the development of professional libraries in the county. The supervisors have worked with the principals for general school improvement. In addition, they have worked with the parent teacher groups and with other community organizations.

The development of a dynamic philosophy of education has been one of the big objectives of the supervisory program, for the growth of schools is in direct proportion to the development and understanding of such a philosophy. As an aid to this development the superintendent and supervisors have brought into the county several specialists in educational fields. These have evaluated practices and given talks that have been of great benefit in developing a philosophy.

Summary

The trends in Northumberland have kept pace with current trends elsewhere in Virginia. Consolidation, transportation, lengthening of the school term, improvement of instruction are among the most forward-looking policies of the county.

The finances of the county are stable. The taxable wealth of the county could produce more revenue, if assessments, which are low, were raised. Not only are assessments low but the levy is also low in comparison with adjoining counties with no more wealth. Northumberland County has the second smallest per capita debt in Virginia.

In school expenditures, the policy of the school board has been to keep within the budget. While the per capita expenditures for education in Northumberland County are below those for Virginia, the per capita expenditures for other governmental agencies are above. This tends to prove that the county is still indifferent to its educational needs.

Consolidation brought about by increased transportation and other factors has given all white elementary children advantages of large social organizations. This is true, to some extent, with the negro children in the elementary schools. In the high schools the white children are still victims of the small high school grouping and the college preparatory course which is unsuited to many pupils not expecting to go to

college. The negro high school pupils have only one school but because of its location at one end of the county it does not afford equal opportunities for all groups. Nor is the school enrollment large enough to justify the number and variety of courses that are desirable.

There has been marked improvement in buildings, grounds, and equipment as well as in transportation facilities in the nine-year period.

Teachers' certificates have been raised but salaries and tenure have not improved greatly. The last two facts have tended to lower the efficiency of the personnel. Teachers use the county as a stepping stone to a better job or as a stop-gap between college and marriage.

The enrollment in both white and negro elementary schools has decreased. This decrease has been caused by a decrease in the number of children of elementary school age. The enrollment in the white and negro high schools has increased, which has been caused mainly by the inability of pupils of high school age to find jobs. Although fewer children are enrolled, the average attendance has improved especially for the negroes.

The community leagues now known as the Parent-Teacher Associations have been a powerful influence in the county in the establishing of schools and in their maintenance. These organizations are providing valuable aid in promoting the educational program of the county.

The improvement of instruction has been the chief consideration in the educational program of the county. This has gone forward in the elementary schools steadily although conservatively. The changes that have been made have been with due consideration for the growth and development of children. The elementary school has been freed of much of the formalism that still clings to the high school because of the idea of preparation

for college. The number of retardations has been greatly reduced in the elementary schools due to a change in the philosophy of teachers. The high schools still tend toward grade standards and requirements, consequently, they have more retardation than the elementary schools.

Some variety has been brought into high school curricula through courses now offered in home economics and agriculture. However, a study of the graduates entering college shows that the high schools have not offered a sufficient variety of courses to afford satisfactory preparation for those who do enter college.

Much of the improvement of instruction has been due to the program of supervision begun in both the white and the negro elementary schools in the early thirties. Supervision has furnished leadership to teachers, it has caused them to grow; it has developed an educational philosophy; and it has helped to interest children.

The general policies of the school board have been to improve the schools in as many ways as finances would permit, to keep within the budget, to avoid creating a surplus in funds, and to cooperate with the State Department of Education and with all other agencies for the improvement of schools.

CHAPTER IV

SOCIOLOGICAL CONDITIONS IN NORTHUMBERLAND COUNTY

Occupations

Northumberland County located in Tidewater Virginia has an area of two hundred five square miles. Most of this area is comparatively level and very fertile, making it suitable for agriculture. In fact, the soil is considered one of the natural resources, the others being water and timber. The chief occupations are farming, fishing, and lumbering.

The soil and the climate are particularly adapted to general farming. The U. S. Census of Agriculture, 1930, listed fifteen hundred thirty farms varying in size from three acres to four thousand acres. The table below gives the size of the farms according to number.

TABLE XIX
NUMBER AND SIZE OF FARMS IN NORTHUMBERLAND COUNTY
1930¹

Size in Acres	Number	Size in Acres	Number
3 - 9	262	140 - 179	65
10 - 29	478	180 - 259	41
30 - 69	416	260 - 499	50
70 - 99	120	500 - 999	7
100 -139	110	1000 and above	1

¹ U. S. Census of Agriculture 1930

One hundred six thousand sixty-six acres of farm land were in cultivation in 1930.² Corn, hay, wheat, and tomatoes were the principal crops grown and were valued at two hundred eighty-seven thousand nine hundred eighty-eight dollars. The garden vegetables including potatoes raised in 1934³ were valued at forty-two thousand five hundred ninety-two dollars. These figures show that agriculture is a valuable industry in Northumberland County. More people were employed in agriculture according to the 1930 U. S. Census report⁴ than in any other one industry, and more than in several smaller ones combined. This census gave one thousand six hundred fifty-two men and ninety-four women over ten years of age as gainfully employed in agriculture. In the white group there were nine hundred thirty-nine men and sixty-one women, while in the negro group there were seven hundred thirteen men and thirty-three women.

The occupations of forestry and fishing were listed next in importance according to the number of persons employed. There were five hundred sixty-six persons engaged in these occupations. This did not include eighty-two persons employed in saw and planing mills which is an outgrowth of the lumber industry. Other supplies obtained from the forests include stakes for fishing, cord wood, pulp wood and railroad ties.

Food and allied industries employed the third largest number of people according to the 1930 U. S. Census. These industries are an

² Ibid

³ U. S. Census of Agriculture 1935

⁴ Mercer, Agnes, A Study of Migration of Youth from Northumberland County, 1939. Unpublished material.

outgrowth of agriculture and fishing combined, and include canning tomatoes, canning and packing fish, and canning fish roe. The manufacture of oil and fertilizer from the menhaden, a non-food fish, is an important industry which brought vast wealth into the county twenty-five years ago, when there were from fifteen to twenty such manufacturing plants in the county. Menhaden fish have become scarce and now there are only five such factories in the county. The largest of these is the Seaboard Oil and Guano Company located near Fleeton. It employs from two hundred fifty to three hundred men at wages ranging from sixty dollars to seventy-five dollars per month.⁵ As the business has tended to improve in the past five or six years, there are probably more people employed now in the fish industry than in 1930 when the census was taken.

The oyster industry might also be considered under the head of fishing. Oysters are taken from the creeks and the rivers, removed from the shells, packed in cans and shipped by trucks to all parts of the Middle West. Many men who are listed as farmers or farm laborers are employed in the oyster industry during late fall and winter.

⁵ Haynie, R. L., Business Manager for Seaboard Oil & Guano Company, verbal statement, 1939.

TABIE XX

NUMBER OF INDIVIDUALS IN NORTHUMBERLAND COUNTY
OVER TEN YEARS OF AGE GAINFULLY EMPLOYED IN ALL
INDUSTRY 1930⁶

Occupation	Male		Female	
	White	Negro	White	Negro
Agriculture	1652	713	94	33
Forestry and fishing	553	237	13	13
Food and allied industry	448	226	64	64
Wholesale and retail business	154	10	11	3
Saw and planing mill	82	44	0	0
All other manufacturing	77	9	11	1
Domestic and personal services	20	7	193	171
Professional and semi-professional service	41	9	85	26
All other industries	374	67	31	8
Total	3401	1344	503	309

In 1930, the total population of the county was eleven thousand and eighty-one. Of this number, two thousand six hundred twenty-three were under ten years of age and one thousand seven hundred ninety-five ten years of age and over were enrolled in school. From Table XX it will be seen that five thousand five hundred fifty-six persons ten years of age and over were gainfully employed. This leaves one thousand and one hundred seven or nine and nine-tenths per cent not gainfully

⁶ U. S. Census Population Bulletin 1930

employed in 1930. Although figures are not available, these observations justify the conclusion that the unemployment situation today has not improved materially over conditions in 1930.

Since there is an excess of people as compared with opportunities for work, the county is faced with the problem of finding jobs for young people when they finish school. This is a difficult problem because of the few opportunities available. Northumberland County is an agricultural section and agriculture is not attractive to young people. There are very few industries of any kind that furnish opportunity for jobs. There are many villages but these offer little in the way of employment as is evidenced by the fact that village population has remained static except in the case of Fleeton and Fairport where it has decreased since 1930. Since there are few jobs available, the young people must leave the county to seek work elsewhere. This is a constant drain on the county.

Trends in Population

Many young people are leaving the county to seek employment in cities. The white youth go to Washington or Baltimore. This is probably due to the daily boat communication between these cities and the county in earlier days. Although this communication has been greatly curtailed or discontinued, there is still a tendency to go to these cities. The negro youth usually migrate to Philadelphia and New York.

Mercer⁷, in 1939, made a survey of fifty farm families choosing them from all types of farm lands. Of one hundred forty-two youths out of school in the families chosen for study sixty or forty-two per cent left the county in this ten years to seek employment elsewhere. The author also found that the average age of the migrants was twenty-two and a half years.

This is the age when young people begin to think seriously about the future and become restless because of economic or social reasons. Farm life is not attractive because of the small amount of money available for the young people and because of the standard of living. The farmer handles money but it must go back into seed and the like and is not spent for luxuries or even some essentials. In many cases, homes are without electricity, radio, books, papers, and other conveniences. In 1933⁸, Northumberland County, with an average of two daily papers per one hundred families was ranked in the group of poorest counties in Virginia in the number of newspapers received in the home. The county, too, offers little in the way of recreation.

The city, on the other hand, offers more jobs, more chances for recreation, more conveniences, and more opportunity for self-improvement. Those young people who can afford to take business courses leave for that training and later find jobs in offices and business houses in the cities. Some of them enter hospitals to become nurses. Many of them cannot afford either course. They have no training other than the college preparatory course in the high schools, consequently

⁷ Mercer, Agnes, Migration of White Youths from Northumberland County, 1939. Unpublished material.

⁸ Garnett, W. E. and Seymour, A. C., Virginia County Conditions and Trends of Social Significance, V. P. I. Bulletin 291, August 1933.

they are not fitted for trades and must take whatever jobs are available. These jobs are usually found in filling stations, in lunch rooms, in factories, in homes as servants, and in unskilled labor.

Another proof that migration is taking place is the decline in population since 1920.⁹ The population of the county at that time was eleven thousand five hundred eighteen. In the next ten years there were two thousand eight hundred ten births, which, added to the population figures of 1920, gives fourteen thousand three hundred twenty-eight persons.¹⁰ There were in this period one thousand three hundred three deaths.¹¹ Subtracting the number of deaths from fourteen thousand three hundred twenty-eight, the result is thirteen thousand twenty-five, or the corrected population figures for the ten-year period. In 1930, the population had dropped to eleven thousand eighty-one. Subtracting the 1930 figures from the corrected 1920 figures shows that one thousand nine hundred forty-four people had left the county in the ten-year period.

Table XXI shows the composition of the population.

TABLE XXI
COMPOSITION OF POPULATION OF NORTHUMBERLAND COUNTY
1930¹²

Ages	White		Foreign-born		Negro	
	Male	Female	Male	Female	Male	Female
0 - 44	2407	2329	6	8	1999	1843
45 and over	882	779	28	1	461	325
Total	3289	3108	33	9	2460	2168

⁹ U. S. Census Population Bulletin 1930.
¹⁰ Annual Reports of Bureau of Vital Statistics, Virginia State Department of Health, Bulletin 1920-1929.
¹¹ Ibid.
¹² U. S. Census Population Bulletin 1930.

The composition of population shows nine and nine-tenths per cent more males than females; thirty-seven and six-tenths per cent more whites than negroes and an almost native born (ninety-nine and six-tenths per cent) population. The small number (three-tenths of one per cent) of foreign born people is probably due to the distance of the county from urban centers and to the lack of large industrial operations.

TABLE XXII

PERCENTAGE OF AGE OF POPULATION
OF NORTHUMBERLAND COUNTY 1930 *

Ages	All Males	All Females	Foreign Born	All White	All Negro
0-44	76.0	79.1	19.4	74.0	82.6
45 and over	24.0	20.9	80.6	26.0	17.4

The percentages show a tendency toward a young population except in case of the foreign born.

Birth Rate

The birth rate is another factor which governs population. Economic factors are responsible for this condition. The cost of rearing children according to present standards of living, women forced to retain jobs after marriage in order to maintain homes, and fear of loss of job tend to reduce the birth rate.

* Percentages were based on the U. S. Census Report of 1930.

Another factor which tends to reduce birth rate is the increase in divorce. In 1930, divorces in Northumberland County were in the ratio of one divorce to twenty marriages. By 1937, this condition had increased to one divorce to eleven and thirty-eight hundredths marriages. This increase was greater for the white than for the negro population. It will be seen that the negro birth rate has decreased less than the white birth rate. This is probably due to the fact that negroes are influenced less by the desire to maintain certain standards of living than are white people and that there are fewer divorces among the negroes.

In Table XIII several facts are evident. First, the birth rate for the county dropped in the eight-year period from nineteen and eighty-five hundredths per one thousand population to eleven and eight-tenths per one thousand population, and second, there is a decline in both white and negro births.

TABLE XIII
BIRTH RATE IN NORTHEMBERLAND COUNTY 1930-1937¹³

Year	Births			Rate per 1000 Population		
	White	Negro	Total	White	Negro	Total
1930	106	114	220	16.48	24.53	19.85
1931	61	97	178	12.89	20.67	16.06
1932	102	97	199	15.86	20.67	17.96
1933	70	110	180	10.89	23.66	16.25
1934	70	78	148	10.88	16.78	13.36
1935	49	66	135	7.6	18.5	12.2
1936	66	63	149	10.8	17.9	13.4
1937	55	76	131	8.5	16.4	11.8

¹³ Annual Reports of Bureau of Vital Statistics, Virginia State Department of Health Bulletin, 1930-1937.

TABLE XXIV
 BIRTH RATE PER 1000 POPULATION IN VIRGINIA 1930-1937¹⁴

Year	White	Negro	Total
1930	22.4	24.5	23.0
1931	21.4	23.4	22.0
1932	21.8	25.2	22.7
1933	20.0	24.1	21.1
1934	20.6	23.5	21.3
1935	20.2	22.9	20.9
1936	20.2	22.5	20.8
1937	20.3	23.0	20.0

From Tables XXIII and XXIV it will be seen that Northumberland County's birth rate is from approximately four to nine per one thousand births below the average for Virginia as a whole. In 1937, the difference between the birth rate per one thousand in Northumberland County and in the State was greater than in any other of the eight years studied. The highest birth rate per one thousand in Virginia, in 1937, was in Buchanan County, whereas the lowest, in the State, was in Arlington County.¹⁵

Year	Virginia	Buchanan County	Northumberland County	Arlington County
1937	20.0	29.9	11.8	5.5

¹⁴ Ibid.

¹⁵ Annual Report of Bureau of Vital Statistics, Virginia State Department of Health Bulletin, 1937.

Death Rate

Unlike the birth rate, the death rate in Northumberland County does not decline but remains about the same. Table XXV shows that the death rate is greater for the negro than for the white population in every year under consideration except in 1933. However, there is less difference between the death rates of the two races than between their birth rates.

TABLE XXV

DEATH RATE PER 1000 POPULATION IN
NORTHUMBERLAND COUNTY 1930-1937¹⁶

Year	Deaths (Exclusive of still-births)			Rate Per 1000 Population		
	White	Negro	Total	White	Negro	Total
1930	68	60	128	10.10	12.91	11.28
1931	41	75	116	6.37	16.14	10.47
1932	89	42	100	9.02	9.04	9.02
1933	66	49	115	10.26	10.54	10.38
1934	89	66	124	10.57	12.05	11.19
1935	91	64	155	14.1	13.6	14.0
1936	78	66	144	12.1	14.2	13.0
1937	80	63	143	12.4	13.6	12.9

¹⁶ Annual Reports of Bureau of Vital Statistics, Virginia State Department of Health Bulletins, 1930-1937.

Comparing the death rate in Northumberland County with that in Virginia in Table XXVI, it will be seen that the death rate more nearly approaches that of Virginia than does the birth rate.

TABLE XXVI

COMPARATIVE BIRTH AND DEATH RATE PER 1000
POPULATION IN NORTHUMBERLAND COUNTY AND IN
THE STATE OF VIRGINIA 1930-1937 ¹⁷

Year	Deaths		Births	
	Northumberland	Virginia	Northumberland	Virginia
1930	11.28	12.8	19.85	23.0
1931	10.47	12.3	16.06	22.0
1932	9.02	11.9	17.96	22.7
1933	10.58	11.6	16.25	21.1
1934	11.19	12.5	15.36	21.3
1935	14.0	12.4	12.2	20.9
1936	13.0	13.1	13.4	20.8
1937	12.9	12.6	11.6	21.0

From Table XXVI it will be seen also that, while the birth rate in the State of Virginia far exceeds the death rate, the birth rate was less than the death rate in Northumberland County for 1935, and 1937.

A further comparison of death rate of Northumberland County with the highest and lowest rates for Virginia in 1937 shows differences which are not significant.¹⁸

¹⁷ Ibid.

¹⁸ Annual Report of Bureau of Vital Statistics, Virginia State Department of Health Bulletin 1937.

Year	Virginia	Westmoreland County	Northumberland County	Russell County
1937	12.6	16.0	12.9	8.3

From the study of tables on birth rate and death rate it will be concluded that Northumberland is losing population by both birth rate and death rate in comparison with the State of Virginia since the birth rate tends to be less and the death rate, more.

It is interesting to note that in the causes of death in the 1930-1937 period, heart disease ranked first and is on the increase.

TABLE XXVII

DISEASES CAUSING THE GREATEST NUMBER OF DEATHS IN NORTHUMBERLAND COUNTY 1930-1937¹⁹

Diseases	Number of Deaths
Heart Disease	266
Cerebral hemorrhage, etc.	119
Whooping cough, measles, diphtheria, premature birth, etc.	91
Acute and chronic nephritis	74
Accidents	68
Cancer	59
Pneumonia - all forms	34

There were thirty deaths due to this cause, in 1930, and forty-two in 1937.²⁰ This is the only disease in Northumberland County that is

¹⁹ Annual Reports of Bureau of Vital Statistics, Virginia State Department of Health Bulletin 1930-1937.

²⁰ Ibid.

recorded on an almost steady increase in the eight-year period. Two hundred sixty-six deaths of middle and old age were attributed to this disease. Ranking next was cerebral hemorrhage and other diseases of the brain, accounting for one hundred nineteen deaths. Ninety-one deaths were attributed to diseases of childhood and early infancy.

Economic Status

The economic status in Northumberland County is above that of most rural areas. The United States Census²¹ lists farm land in Northumberland County as one hundred six thousand sixty-six acres in 1930, and one hundred ten thousand five hundred eighty acres in 1920. This shows that four thousand five hundred fourteen less acres were in farm land in 1930 than in 1920.

Farm land was operated under the following conditions in the periods chosen for study.²²

Year	Owner	Part-Owner	Manager	Tenant
1930	60,376 acres	9,620 acres	180 acres	35,890 acres
1920	66,039 acres	8,303 acres	133 acres	34,908 acres

21 U. S. Census of Agriculture, 1930.

22 Ibid.

These figures show that while owners were operating five thousand and six hundred sixty-three less acres, part-owners, people who owned some land and rented other, were operating one thousand three hundred seventeen acres more, and tenants, those who operated hired land only, were operating nine hundred eighty-two acres more, in 1930, than in 1920. Managers, those who operated land for owners and received a salary for their work, were a negligible factor in farming. Sixty-seven and one-tenths per cent of the farm land in Northumberland was operated by owners, in 1930, as compared with sixty-three and four-tenths in 1920.

According to a study²³ made in 1930 by W. E. Garnett, of Virginia Polytechnic Institute, sixteen to twenty-five per cent of the farms were mortgaged. Although this was an increase from three to six and nine-tenths per cent, according to this investigator, in the numbers of mortgages since 1910, it approximated the average for Virginia which was twenty-two and eight-tenths per cent. This study reported, also, that from forty-one to fifty per cent of the white population and seventy-one per cent of the negroes owned homes in 1930.

Although there are tenants and share croppers in the county there is not the destitution found in some areas of the South.

The 1930 Agriculture Census classified tenants in three groups; cash tenants, croppers or share croppers, and other tenants. In 1930, there were one hundred forty-two tenants in Northumberland County classified, as follows:

²³ Garnett, W. E. and Seymour, A. C., Virginia County Conditions and Trends of Social Significance, Bulletin No. 267, V. P. I. August 1933.

	<u>White</u>	<u>Negro</u>
Cash tenants	38	8
Croppers	24	7
Other tenants	<u>51</u>	<u>14</u>
Total	113	29

The difference in numbers between white and negro tenants is due to the fact that negroes prefer to work in groups or as day laborers rather than assume the responsibility of a crop. Many negroes do rent as much as five to ten acres for corn. The County Agent states that there were fifty-five share croppers and thirty part-time farmers in the county in 1939. This would indicate that share croppers have increased seventy-seven per cent from 1930 to 1939. This would not necessarily mean greater poverty or an increase in tenants. It would indicate a change in procedure in renting.

The industries of the county are seasonal, thus allowing a laborer to engage in a number of jobs during the year. The United States Census of Agriculture 1935²⁴ stated that six hundred forty-eight owners of farms and one hundred ten tenants worked for pay at other occupations not connected with farms, a total of one hundred eleven thousand one hundred fifty-eight days in 1934. This labor was divided between owners and tenants, as follows:

Owners	648	97,595 days
Tenants	110	13,563 days
Total	758	111,158 days

The people depend upon their own resources. They plant gardens, till farms, raise chickens, crab, fish, and oyster. Many of them do a number

²⁴ U. S. Census of Agriculture, 1935 Bulletin.

of these things in season. They are, as a whole, well fed and well clothed. As proof of this, Table XXVIII shows the amount spent by the Board of Supervisors for relief from 1930 to 1936, or prior to the time when relief was placed under the Department of Welfare.

TABLE XXVIII
AMOUNT SPENT FOR RELIEF IN NORTHUMBERLAND COUNTY 1930-1936²⁵

Year	Amount	Number Receiving Aid	Per Capita Cost
1930	\$ 1490.25	31	.15
1931	2159.02	17	.19
1932	2013.09	23	.18
1933	1940.81	26	.17
1934	1727.71	128	.15
1935	2157.31	52	.19
1936	2850.37	89	.25

In 1936, when relief was organized under a welfare worker, cases were investigated and larger amounts were allotted to the needy. The report from the head of the Welfare Department is as follows:²⁶

Year	Amount	Number on Relief			Per Capita Cost
		White	Negro	Total	
1937	\$ 3545.10	29	20	59	\$.51
1938	5139.69	59	46	85	.46

²⁵ Walker, Henry, Clerk of Northumberland County, Minutes of Meeting of Board of Supervisors, 1930-1936.

²⁶ Smith, Genevieve, Report of Supervisor of Welfare Department, Northumberland County. Unpublished material. 1936-1938.

These persons received an average of six dollars and thirty-seven cents per month.

In July 1937, another form of relief was begun. This was Mothers' Aid, given to those mothers who had children dependent upon them. In the first year one person received such aid. During the first six months of the second year, nine mothers, four white and five negro, received aid at the rate of four dollars and sixty-eight cents per child per month.

In September 1938, Old-Age assistance was begun in the county, and by December 1938, forty-two persons, twenty white persons and twenty-two negroes, were benefitting from this form of relief at an average of eight dollars and fifty-nine cents per month. Table XXIX gives the relief work in the county as reported by Welfare Supervisor March 1939.

TABLE XXIX

NUMBER RECEIVING RELIEF THROUGH WELFARE ⁸⁷
DEPARTMENT OF NORTHUMBERLAND COUNTY 1939

Type of Aid	White		Negro		Total
	Male	Female	Male	Female	
Old Age Assistance	18	25	15	27	65
Regular County Relief	15	10	15	13	53
Dependent Children	10	4	7	4	25
Blind	0	0	1	1	2
Total	43	39	38	44	164

Table XXIX indicates approximately one and five-tenths per cent of the total population was receiving aid. While Northumberland County has never undertaken FWA projects, there have been many WPA projects which have included all types of work from manual labor to stenographic and educational

⁸⁷ Ibid.

work. A report from the WPA office, March 1939, gives the following number of persons employed:²⁸

<u>White and Negro</u>		<u>White and Negro</u>	
<u>Males</u>		<u>Females</u>	
	93		47

The number of WPA workers tends to fluctuate from month to month but the report for March 1939 shows that one and two-tenths per cent of the population have been engaged in some WPA activity.

In addition to the WPA and relief in the county there were in March 1939, OSY and NYA boys and girls, as follows:²⁹

	<u>White and Negro</u>		<u>White and Negro</u>	
	<u>Males</u>		<u>Females</u>	
OSY	19		47	
NYA	26		20	

Marital Status

The status of marriages in Northumberland County is presented in Table XXX. The number of marriages in Northumberland County increased fifty per cent from 1930 to 1937. There was a steady increase except for the years 1933 and 1934 which being difficult years in the county, from an

²⁸ Perkins, E. R., WPA Supervisor, Northumberland County, verbal statement, 1939.

²⁹ Moore, Leah, NYA Supervisor, Northumberland, Lancaster, and Richmond Counties, verbal statement, 1939.

economic point of view, probably influenced the number of marriages. As the number of marriages has increased so has the number of divorces. In 1937, the number of divorces had increased one hundred sixty-six and two-thirds per cent over the number in 1930. The number of marriages decreased in 1934, and the number of divorces did likewise. The ratio of marriages to divorces was, in 1934, approximately twenty-nine to one, which was higher than at any other time during the eight-year period. The ratio of marriages to divorces was greater in Northumberland County than in Virginia as a whole.

TABLE XXX

NUMBER OF MARRIAGES AND DIVORCES AND THE RATIO FOR
NORTHUMBERLAND COUNTY AND FOR THE STATE OF VIRGINIA
1930-1937 ³⁰

Year	Marriages			Divorces			Ratio Marriage to Divorces	
	White	Negro	Total	White	Negro	Total	Northumberland	Virginia
1930	51	29	60	1	2	3	20.00	7.57
1931	52	34	66	2	1	3	22.00	8.13
1932	55	30	65	4	2	6	10.50	8.27
1933	26	21	47	3	1	4	11.75	10.66
1934	37	22	59	2	0	2	29.00	9.06
1935	48	20	68	5	1	6	11.33	7.80
1936	59	45	103	4	4	8	12.88	7.21
1937	53	38	91	7	1	8	11.38	7.62

³⁰ Annual Reports of Bureau of Vital Statistics, Virginia State Department of Health, 1930-1937.

There are not as many divorces among the negro population as among the white. Although the total number of marriages of the whites exceeds that of the negroes by thirty-six per cent, the total number of divorces of the whites exceeds that of the negroes by fifty per cent. Attention might be called to the rank of Northumberland County in ratio of marriages to divorces. In 1936 and 1937, when the county reached the high peak in divorces, it ranked sixty-second and fifty-eighth, respectively, in comparison with other counties in the State.³¹

Counties	1936		1937	
	Rank	Ratio of Marriage To Divorce	Rank	Ratio of Marriage to Divorce
Arlington	1st	1.97	----	----
Greensville	100th	152.00	100th	103.53
Northumberland	52nd	12.88	53th	11.38
Prince William	----	-----	1st	3.10

The marital status of persons in Northumberland County fifteen years of age and over shows that there are more married people (2124) than single ones; more married women (1338) than single ones; more single males (563) than single females; more widows than widowers. This is not a situation peculiar to Northumberland County.

³¹ Ibid.

The marital status of persons in Northumberland County and Virginia is, as follows:³²

	Single		Married		Widowed	
	Male	Female	Male	Female	Male	Female
Northumberland	1,397	834	2,186	2,169	169	348
Virginia	264,780	234,421	473,870	475,428	55,946	92,050

In Virginia, the married women exceed the married men.

Recreation

The facilities for recreation in Northumberland County are seriously lacking. Until a few years ago, recreation received little attention. With increased leisure time and lack of employment among young people, it has become a problem. Even commercial recreation is not plentiful. There are two movie halls and one bowling alley for white people. There are about the same facilities in the adjoining counties. Bathing beaches in summer with weekly dances afford opportunities for other commercial recreation. Baseball furnishes an outlet for energy in summer. The Rotary, the Yuritan, and the Woman's Club afford recreational outlet for certain groups but the membership in these organizations is limited. There is a rural youth organization of about ten members at Miskimon which serves a

³² Fifteenth United States Census, Population Bulletin, 1930.

section of Lancaster as well as Northumberland County. There are no other forms of desirable recreation in the county for the white population and young people spend their leisure in automobile riding, in idling in filling stations, and in dancing in public halls and roadhouses.

The negroes maintain recreational centers under WPA in four schools. Their recreational need is even greater than that of the white people, since their homes are not as comfortable and well-lighted and they have fewer radios. A survey of negro homes showed that eighteen and four-tenths per cent owned radios. They have less money than the white people to spend for commercial recreation which is often of an undesirable type. Baseball teams, in summer, furnish sport for negroes but there is little interest in other outdoor games.

Housing

In the Land Book of the county the value of buildings on land owned by the white population is listed at one million three hundred ninety-eight thousand five hundred fifty-six dollars, and on land owned by negroes is listed at two hundred twenty-nine thousand seven hundred eighteen dollars, or a total of one million six hundred twenty-eight thousand two hundred seventy-four dollars.³³ The greater part of these values is in homes.

³³ Rudnall, J. S., Land Book in Office of Commissioner of Revenue, Northumberland County, 1939.

The homes in the rural sections of the county are of a substantial type; those in the villages are usually beautiful, well kept and in many instances modern. Many are equipped with all modern conveniences. Through REA and private companies, electricity has been carried to most sections of the county. Many of the rural homes have water, refrigeration and other conveniences from this power. Although many homes enjoy these facilities, many do not. A report from the sanitation officer of the county stated that approximately forty per cent of the homes of the county had bathrooms, and that about seventy per cent of the county was sanitary.

The homes for the negroes cover about the same range as those for the whites. Two per cent are reported by the negro supervisor of schools to have electric lights, and eighty-five hundredths per cent to have bathrooms.

The poorest homes in the county are those used by oyster shuckers and fish packers. These are known as "shanties" and are found in some sections of the county near industrial plants.

Pathologies

The social ills of the county are illegitimacy, blindness, crippledness, juvenile delinquency, and crime. Very little information

34 Manson, W. L., Sanitation Officer, Northumberland County, 1939, verbal statement.

is available on some of these conditions. These topics will be discussed in the order of the above arrangement.

Illegitimacy. - Illegitimacy in Northumberland County is higher in percentage of total births than in Virginia as a whole. Table XXXI shows the percentage for both the county and Virginia. In the eight years studied, 1930-1937, only twice did the number of illegitimate births in Northumberland County fall below that of the State.

Table XXXI shows also that the negro population is largely responsible for these conditions. In the eight years, there have been a total of thirteen hundred forty births. Of this number, one hundred twenty-one were illegitimate - seven white and one hundred fourteen negro. The rate of illegitimacy among the white population was fifty-two hundredths per cent of the total number of births, whereas, the rate of illegitimacy among the negro population was eight and five-tenths per cent.

TABLE XXXI

PERCENTAGES OF ILLEGITIMACY IN NORTHUMBERLAND COUNTY AND IN THE STATE OF VIRGINIA 1930-1937⁸⁵

Year	Illegitimate Births		Total Births	Percentage of Illegitimate Births in County	Percentage of Illegitimate Births in Virginia	Difference	
	White	Negro					
1930	2	15	17	220	7.7	6.6	+ 1.1
1931	1	18	19	178	10.7	6.7	+ 3.0
1932	1	11	12	199	6.0	6.9	- 0.9
1933	2	16	18	160	10.0	7.0	+ 2.8
1934	1	18	19	148	12.8	7.8	+ 5.6
1935	0	14	14	135	10.4	7.4	+ 3.0
1936	0	14	14	149	9.5	7.2	+ 2.1
1937	0	8	8	131	6.1	7.6	- 1.5

⁸⁵ Annual Reports, Bureau of Vital Statistics, Virginia State Department of Health, 1930-1937 Bulletin.

Blindness. - There have been very few cases of blindness in Northumberland County. There were, in 1939, only four cases.³⁶ Two of these were negroes who received relief through the welfare office of the county. One other, a negro girl, was in the Colored School for the Blind, and one white girl was supported by her family. The amount of blindness was four hundredths per cent of the total population. This small per cent is probably due to efforts to enforce the Taylor law of 1918.³⁷ This law requires "the use of one-tenth per cent solution of silver nitrate in the eyes of the newly born". Since 1924, the public health nurses of the county have worked hard to prevent blindness and have held classes to instruct practical nurses in the use of this solution.

To further save sight, eye clinics have been held for school children at irregular intervals since 1929. As a result of these clinics many children have been fitted with glasses.

Cripples. - The cripples of the county are much more numerous than the blind, although again the number is small. While there are but four hundredths per cent of the population handicapped because of blindness, there are eighty-two hundredths per cent, or twenty times as many, handicapped because of being crippled. There are thirty-three white and forty-eight negro persons who are incapacitated in some way.³⁸

36 Smith, Genevieve, Report of Supervisor of Welfare, Northumberland County, 1939. Unpublished material.

37 Acts of General Assembly, 1918.

38 Anderson, R. N., Records in Office of Supervisor of Rehabilitation Education, Virginia State Department of Education, 1940. Unpublished material.

Juvenile Delinquency. - According to a statement made by the juvenile judge who has been in office since 1934, the amount of juvenile delinquency in Northumberland County is small. He reports a total of thirty-five cases brought before him in the six-year period as shown in Table XXXII.

TABLE XXXII

NUMBER OF CASES OF JUVENILE DELINQUENCY IN
NORTHUMBERLAND COUNTY 1934-1939³⁹

	1934	1935	1936	1937	1938	1939	Total
White Male	0	2	6	0	1	0	9
White Female	0	1	0	0	0	0	1
Negro Male	1	3	4	4	0	3	15
Negro Female	1	2	0	3	0	2	10

TABLE XXXIII

AGES OF JUVENILE DELINQUENTS IN NORTHUMBERLAND
COUNTY 1934-1939 *

	12 years	13 years	14 years	15 years	16 years	Total
White Male	0	1	2	2	3	8
White Female	0	1	0	0	0	1
Negro Male	1	1	1	6	6	15
Negro Female	2	0	3	1	1	7
Total	3	3	6	9	10	31

³⁹ Judge C. L. Towles, Court Record, Northumberland County, Virginia, Vol. 1, No. 1, on file in office.

* Table XXXIII does not include any second offense.

Table XXXIII shows that more males than females were offenders for both whites and negroes. It shows, also, that the negroes far exceeded the whites in delinquency. There were twenty-two negroes to nine whites. The number of delinquents in 1935 was ninety-eight hundredths per cent of the youth of the county. This percentage does not include the second offense of the four negroes.

Another fact brought out in Table XXXIII is the ages of the delinquents. Nineteen of them were either fifteen or sixteen years old. The ages of those who were brought before the judge for the second offense were, as follows:

	Number	Age
Negro Male	8	16
Negro Female	8	14

Crime. - The cost of crime prevention and detection in Northumberland County is shown in Table XXXIV.

TABLE XXXIV

COST OF CRIME PREVENTION AND DETECTION
IN NORTHUMBERLAND COUNTY 1931-1936 40

Year	Northumberland County		Virginia	
	Total Cost	Per Capita Cost	Total Cost	Per Capita Cost
1931	\$ 802.00	.072	\$ 306,051.00	.178
1932	1,122.00	.101	283,462.00	.164
1933	820.00	.074	295,202.00	.171
1934	944.42	.085	259,882.78	.145
1935	1,023.97	.092	299,696.44	.174
1936	1,131.40	.102	389,018.45	.226

40 Downs, L. McCarthy, Virginia State Auditor of Public Accounts, Comparative Cost of County Government, 1931-1939, Bulletin.

The cost of crime varies from year to year in both the county and the state. In the county, there was a large increase in cost, in 1932, with a decline, in 1933, and a steady increase through 1938. There was a similar trend in Virginia, except in 1934 when there was a decline, but, in 1938, there was an equally sharp rise. The per capita cost of crime is much lower in Northumberland County than in Virginia. This is probably due to the fact that Northumberland is a strictly rural county, approximately seventy-five miles from urban centers.

Churches

Northumberland County is well supplied with churches. A survey of churches made in 1939 showed a total of twenty-five for the various denominations among the white and eight among the negro population. The distribution of these churches among the various denominations is shown in the following table:

TABLE XXXIV

NUMBER OF CHURCHES OF VARIOUS DENOMINATIONS
IN NORTHUMBERLAND COUNTY 1939⁴¹

Denomination	White	Negro
Methodist	12	2
Baptist	6	6
Episcopal	3	0
Catholic	1	0
Church of God	1	0

⁴¹ Brent, W. S., Survey Made in Connection with Class in Sociology, College of William and Mary, 1939. Unpublished material.

The majority of church membership is divided between the Methodist and the Baptist denominations.

In 1939, sixty-eight per cent of the white pupils enrolled in the schools attended Sunday school.⁴² This was an increase over the percentage of population enrolled in Sunday school in 1926,⁴³ which was at that time from twenty-five to twenty-six per cent. Since Sunday school membership lags behind church membership, according to the U. S. Census of Religious Bodies, it is safe to suppose that church membership has increased, also, from the forty-six to fifty-five per cent range in 1926. At that time Northumberland County ranked above both the State, which had a forty-six and two-tenths per cent, and rural groups, which had a forty-two per cent church membership for white population.

There is some effort on the part of churches to train young people for church leadership through such organizations as Epworth Leagues and Baptist Training Unions. There are, also, various organizations in the churches of a missionary nature. The chief objective of these groups is to help finance missionary enterprises in foreign lands and among less fortunate groups in Virginia. The churches have not faced the problems of the communities nor undertaken to help provide recreation in the county for young people although they contribute to Good-Will-Centers and similar activities in the mountainous sections of the State and in the cities.

42 Ibid.

43 United States Census of Religious Bodies 1926. Population estimated.

A survey of church membership among the negroes, made in 1939,⁴⁴ shows the following information:

Sex and Age	Number of Church Members	Percentage of Church Members
Men - 20 years and above	490	41.9
Boys - 0-19 years	770	58.6
Women - 20 years and above	591	59.4
Girls - 0-19 years	781	66.5
Total	2623	56.2

These figures compare favorably with those of Virginia with a church membership of fifty and six-tenths per cent for the State as a whole, and with a membership of fifty-six and three-tenths per cent in rural communities of the State as a whole.⁴⁵

These figures seem to indicate that church membership tends to decrease among men and women over twenty years of age. They indicate, also, that among negroes there are more women and girls than men and boys who are church members.

The percentage of negroes in Sunday school, apparently is on the increase for, in 1926,⁴⁶ Northumberland County had ten per cent or less of the negro population enrolled in Sunday school.

44 Brent, W. S., Survey Made in Connection With Class in Sociology, College of William and Mary. Unpublished material, 1939.

45 Hamilton, C. H., and Garnett, W. E., The Role of the Church in Community Life in Virginia, V. P. I. Bulletin 267, June 1939.

46 Ibid.

The negroes, having few places for large assemblages, use their churches for concerts and other forms of amusement. The negro churches are used more for recreational purposes than are the white churches. Strong church leadership has been responsible for great improvement in living conditions among the negroes. One of the churches, in 1929, had a membership of one thousand.⁴⁷ Under capable ministers who served for long periods, this church has encouraged home ownership, worked for better educational conditions, and "opened its doors to public health officers".⁴⁸ It was the first rural negro church in the South to encourage public health work.

Only two church buildings, one white and one negro, have been erected since 1930. Values for church buildings, according to a study made by W. E. Garnett of Virginia Polytechnic Institute, in 1926,⁴⁹ ranged from four thousand five hundred dollars to six thousand dollars for the whites and negroes, respectively.

47 Ibid.

48 Garnett, W. E., and Ellison, J. M., Negro Life in Rural Virginia, 1865-1934, V. P. I. Bulletin 298, June 1934.

49 Hamilton, C. H., and Garnett, W. E., Role of the Church in Rural Community Life in Virginia, V. P. I. Bulletin 267, June 1929.

Summary

Northumberland County with its fertile, level land is an agricultural county. Agriculture does not provide employment for many young people. There are few factories or industrial plants in which young people can find jobs. Hence, young people tend to migrate to cities where jobs and conveniences, which are lacking in the county, are more plentiful. This migration has a decided influence on the economic and social life of the county. It has tended to reduce the birth rate and to take from the county citizens who are needed to develop its schools. Economic conditions have also reduced the birth rate. There are fewer births because the inability to secure steady jobs has prevented marriage or has kept women working.

The people of the county are self-sustaining. There is no great amount of unemployment. There are no large relief rolls. There are no cases of extreme wealth and few of extreme poverty. A large per cent of both the white and the negro population own homes and farms.

There is very little in the way of recreation for any group in the county. Social dancing, benefit programs, two movie halls, and two bowling alleys are all the recreational opportunities the county affords.

The county is socially healthy, for the pathologies - blindness, illegitimacy, and juvenile delinquency are not widespread. There are few people who are helplessly incapacitated through being crippled.

The religious life of the people compares favorably with that of other sections of the state, both in church membership and attendance and in number and value of buildings for both the white and the negro population. The program of religious life for the white population tends toward formality. There is no attempt to regulate or to consider social problems of the communities.

On the whole, Northumberland County compares favorably with other rural counties in Virginia. Her problems are those facing most rural communities.

CHAPTER V

SUMMARY AND PROGRAM PROPOSED

Summary and Implications

From the evidence presented in this study, the following generalized summary of conditions can be made. There has been a tendency toward consolidation; there has been improvement in the program of instruction; a better understanding of child growth and development has been begun; there has been an increase in the migration of young people from the county; and there is a decrease in population.

These conditions have the following implication for education in the county:

- First, The county needs a change in its educational program.
- Second, the educational program must be comprehensive in nature.
- Third, the county is able, with the assistance from the State and Federal governments, to finance such a program in keeping with present policies for financing education.
- Fourth, the citizens of the county must be informed concerning the educational needs of the county and be enlisted for cooperative effort in planning and carrying forward the program.
- Fifth, the county needs an effective recreational program for young people.

In the succeeding paragraphs a specific discussion of the educational and sociological conditions of the county and the implications therefrom will be discussed.

Educational Conditions

Although there has been consolidation in the elementary schools there is no consolidation in the high schools. The fact that there are many failures in high school, that many graduates do not go to college, and that those who do go are not able to attain desirable records implies a need for a more comprehensive educational program. The financial resources of the county supplemented by revenue from the State are adequate for such a program of education.

The low percentage of attendance, the retardations and the eliminations in the elementary and high schools show that the holding power of the school should be improved. The curriculum is one source for this improvement.

The size of the high schools of the county makes it impossible for the principals to give much of their time to improvement of instruction through supervision. In addition to their administrative duties, they teach classes. Since the teachers are, in many cases, inexperienced, the implication is that supervision by the principal would tend to improve instruction.

The communities are opposed to consolidation of high schools and are insisting on the continuation of schools that are not contributing to the best development of the youth of the county. This situation would be improved if the schools would endeavor to educate the citizens to the needs of the boys and girls and to enlist their aid in planning a better program of education.

Sociological Conditions

There are certain sociological conditions in the county that imply the desirability for a change in the educational program. Decrease in population due to a declining birth rate and migration makes consolidation almost imperative. The enrollment in the schools can never increase with the present trend in population. This condition will tend to cause present school groups to grow smaller and to attempt to educate small groups in many places is neither economical nor efficient.

The number of men and boys exceeds the number of women and girls in the county. This might imply several things - a lack of home conveniences, which would cause women to migrate, or the inability of men to furnish home conveniences which might prevent marriage. In either case, the implication for the school seems clear.

Courses in electrical wiring and plumbing for the boys would

make possible such conveniences in many homes not now able to afford them. Such conveniences should reduce migration of girls and lead to the establishment of more homes. Such training would, also, help boys to secure jobs. Courses in home making would enable girls to spend wisely and economically and thus make a success of homes on small incomes. Successful home-management would tend to decrease divorce which is now on the increase.

Lack of opportunities in the county for employment of youth is one factor in migration. To offset this the school would provide courses that educate boys and girls for work which is needed, but does not now exist because of the lack of workers.

An effective guidance program is needed to help boys and girls to find their places in useful work whether in this county or in some other. Many times low economic status results from the inability of the person to adjust satisfactorily to the job which causes aimless drifting from one job to another.

The decrease in the number of farms in the county and the tendency of young people to refuse to elect agriculture as an occupation constitute a real problem. The fertility of the soil, and the freedom of country life can be made appealing to home builders. The schools can play a big part in educating boys and girls to the possibilities of the land and to a love for it; they can instill in them the importance of remaining in the country.

Another sociological condition of educational significance is church membership which represents approximately fifty per cent of the

citizens. Some form of character education is needed to take the place of that usually supplied by the church. The lack of facilities implies a need for a planned program of recreation. Since the school should be an agency for changing society, this program should be under the direction of the school.

The Program Proposed

In consideration of the above implications the following comprehensive program is proposed:

A comprehensive program of education is one which will be developed in such a manner as to meet the needs and the demands of the total population from an educational standpoint. This will mean that elementary school units sufficient to provide education for all children of elementary school age must be maintained. Such units as now exist in the white schools, and such units as will exist in the negro schools after the completion of the new building now in the process of erection, will be sufficient to satisfy the needs of elementary children of both the white and the negro population.

It will require the consolidation of high school facilities throughout the county into one center for each race. There would be one high school for the white pupils and one for the negro pupils, situated at points in the county which will serve the population most effectively. Such high schools would necessarily have to offer not

only programs for students preparing for college, but also courses for children desiring the various types of vocational education.

In addition to these offerings for the elementary and secondary school children, this program would include educational opportunities and facilities for the so-called out-of-school-youth group, and also for the adults of the county.

The educational program contemplates, therefore, offering educational opportunities for every individual within the county - whether he be in the elementary, secondary, or adult group.

The curriculum to be offered for such a comprehensive program would have to be worked out carefully and in keeping with the needs of the people concerned and the requirements of the State course of study and the various accrediting agencies of the State and country at large.

The Curriculum

Elementary Curriculum. - The curriculum for elementary schools follow the suggestions offered in the State course of study, with emphasis on the development of personalities. More time and thought would be given to a study of the problems children face. This would necessitate more conferences between parents and teachers, more home visitation on the part of teachers and more school visitation on the part of parents. It means more cooperative planning between teacher and parents to promote the best interests of the child. It would mean more community

surveys for teaching possibilities, the participation of pupils in worthwhile community activities and a closer cooperation between social agencies such as, the woman's club, the Rotary and the Ruritan clubs, the churches, the welfare and the health boards and the school in planning to make the community a better place for its youthful citizens.

High School Curriculum. - The curriculum for the high school would comprise the following: first - a college preparatory course offering English, history, mathematics, language, and science, with well equipped libraries and laboratories for teaching these subjects, and second - vocational courses to fit those not going to college for jobs at which they could make a success.

There would be home economics with a study of budgets, wise consumption of goods, child care and training, and nutrition, and stress on home projects in an effort to improve present homes. There would be commercial courses, including bookkeeping, shorthand, and typing. Although there is not a great demand for stenographers in Northumberland County, such courses would enable those who migrate to secure better jobs. These courses would give more opportunities for NYA boys and girls who at present are of little service in offices because of their inability to take dictation or to type.

There would be courses in agriculture with home projects and clubs to help the boys realize the possibilities of modern and cooperative methods. There would be courses in shop giving training in automobile mechanics that now has to be learned in short course apprentice work. There would be opportunity for learning pipe-fitting, electric wiring, woodworking, and other allied occupations. Such courses would contribute

much to home improvement because the cost of installing modern conveniences is prohibitive to the family of moderate means. Training along these lines would tend to produce a higher type of work and better wages. It would tend also to dignify labor and create an attitude of appreciation for work regardless of the field in which it is performed. In addition to the above, there would be courses in character development. Since approximately fifty per cent of the young people do not attend church or Sunday school, some such training is a necessity.

Out-of-School Youth and Adult Education Curriculum. - Any curriculum offered for adults must be based on the needs and desires of the adult student. Considering the conditions in the county it seems probable that courses in current events, choral singing, home economics, shop, agriculture including flower culture, public speaking, and religious education, would be desirable. A small group would be interested in reading, writing, and arithmetic and another group in typing and shorthand. Guidance service and recreation should be provided for all. Guidance would do much toward helping youth to find and to make adjustments to available jobs. Recreation would be for the high school group, as well as for the other two.

Another phase of adult education would be the organization of a council of education composed of one member elected from each of the representative white organizations of the county and the superintendent of schools. This council would work with the school board in planning an educational program including recreation for the county. It would be the work of this group to inform the public concerning educational conditions - libraries, news-stands, and motion pictures, as well as

schools. It would undertake studies of community conditions and use the findings in newspaper articles to awaken a general interest in education. Not only would a council increase the interest in education but it would also educate through membership in the council many people who would not otherwise become aware of the needs of the county.

Financing The Program

The sound financial basis of Northumberland County and the small amount of indebtedness imply the ability of the county to provide better education.

In considering the inauguration of this program it is estimated that largest increases over present expenditures will be for the secondary schools. At present there are four high schools for white pupils and one for negro pupils. To provide equal opportunities in all of these schools the following expenditures will be necessary:

For White Schools

4 Principals	\$ 1750 per year.....	\$ 7000
4 Home economics teachers	1000 " "	4000
Travel expense for same	150 " "	600
4 Agriculture teachers	2000 " "	8000
Travel expense for same	250 " "	1000
11 High school teachers	810 " "	<u>8910</u>
Total.....		\$ 29510

For Negro School:

1 Principal	\$ 1200 per year.....	\$ 1200
1 Agriculture teacher	1420 " "	1420
1 Home economics teacher	750 " "	750
Travel expense for same	200 " "	200
4 High school teachers	558 " "	<u>2232</u>
Total.....		\$ 5802

This expenditure is four thousand seven hundred eighty-two dollars above the present amount allotted in the budget for those items.

If these five high schools could be consolidated into two schools, one for white pupils and one for negro pupils, the proposed program would require the following personnel and expenditures:

For White Schools

1 Principal giving full-time to supervision and management of school.....	\$ 2500
1 Assistant principal, teaching two classes.....	1800
1 Agriculture teacher, with expense for travel.....	2250
1 Assistant agriculture teacher, with expense for travel.....	1600
1 Home economics teacher, with expense for travel.	1400
1 Assistant home economics teacher, with expense for travel.....	1200
1 Shop teacher.....	2000
1 Assistant shop teacher.....	1500
8 High school teachers @ \$ 900 each.....	7200
1 Commercial teacher.....	<u>900</u>
Total.....	\$ 22350

For Negro School

1 Principal.....	\$ 1200
1 Agriculture teacher.....	1420
1 Home economics teacher.....	750
Travel expense for same.....	200
4 High school teachers @ \$ 558 each.....	<u>2232</u>
Total.....	\$ 5902

This plan will effect an estimated saving of seven thousand one hundred sixty dollars on the teaching staff over the expenditures for a staff necessary to provide equal opportunities in the five secondary schools of the county.

Since the cost of administration and general operation would not be increased, and since seven thousand one hundred sixty dollars saved on the teaching force would more than pay for any increase in transportation, the only additional outlay would be approximately sixty thousand dollars for modern buildings of brick with central heating and indoor toilets. This amount borrowed from the Literary Fund to be retired in thirty years would make an annual outlay of two thousand dollars plus interest at four per cent.

The proposed program will mean an average teacher-load of twenty-three and five-tenths as compared with sixteen and nine-tenths at the present time. The present teacher-load makes the per capita cost of high school instruction much higher than it should be.

The proposed adult education program would cost the county

very little, since much of this work can be done through the efforts of clubs and organizations of the county. With this aid, approximately four hundred dollars per year would be adequate to meet the needs of such classes. Since the State will provide one-half of the cost of instruction for adults, the county could inaugurate such a program at the approximate cost of two hundred dollars per year.

This proposed program is not an effort to save funds but a plan by which to provide equal and more adequate educational opportunities for the youth of the county.

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