

Publications Committee

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OF THE
UNIVERSITY OF TEXAS

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**Suggestions for the Teaching of Civics
in the High Schools of Texas**

BY
CHARLES GROVE HAINES, Ph. D.

Professor of Government
The University of Texas



Published by the University six times a month and entered as
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The benefits of education and of useful knowledge, generally diffused through a community, are essential to the preservation of a free government.

Sam Houston.

Cultivated mind is the guardian genius of democracy. . . . It is the only dictator that freemen acknowledge and the only security that freemen desire.

Mirabeau B. Lamar.

SUGGESTIONS FOR THE TEACHING OF CIVICS IN THE HIGH SCHOOLS OF TEXAS

The teaching of Civics or Civil Government in the elementary and secondary schools is beginning to receive special attention from those interested in public education. Some noteworthy changes in material and method render it extremely difficult for teachers to keep in touch with the best data available for the presentation of Civics to high school students.

On account of the close relationship between History and Civics, the subject of Civics has been treated heretofore in connection with History. For this reason the bulletin of suggestions for the teaching of History includes some brief hints and advice relative to the teaching of Civics. The rapid growth in the content of the subject of Civics and the difficulty of treating it adequately in connection with History, make it necessary that a separate course in Civics be offered in every high school. Many high schools now give such a course, devoting at least a half year to the subject, while the larger high schools frequently give an entire year to Civics, local, state and national.

In the new arrangement it is not proposed to neglect the very close relationship between History and Civics; it is rather expected that American History shall serve as a basis for a careful study of government and the functions performed through its agency. Civics as a special study now comprises a content and method which cannot be treated adequately in connection with History since the subject can no longer be regarded as simply a study of the Constitution and framework of government in its historic growth and development. It must always be recognized, however, that a good course in Civics can be given only when the background in History has been thoroughly presented. Some high schools prefer to place American History in the third year, leaving the fourth year to Civics or to a combination of Civics and Economics, giving a half year to each. Whatever arrangement is made, a half year, at least, of Civics is now regarded as an important and indispensable part of the high school curriculum, and it is for the purpose of offering some

suggestions and aid to teachers for such a course that this bulletin is prepared.

The Purpose of Civic Instruction. The prime purposes for a study of civic relations are usually regarded to be: 1. To awaken a knowledge of the fact that the individual is in a social environment whose laws bind him for his own good; 2. To acquaint him with the forms and administration of our government in its several departments and incidental to these two objects to stress the notion of respect for law as well as a desire for good government. To these aims must be added a third—that of translating civic thought into civic action. A beginning in the way of taking an active part in community life can be stressed in and out of class. From this standpoint the chief aim of instruction requires that less emphasis be given to information about government and constitutions and more consideration to fundamental conditions and services that make for good citizenship. It requires that attention be directed from the formal memorization of definitions in textbooks to the realities of community life in which the child actually lives.

The objects of civic study are thus indicated by Mr. Dunn in the Civic Education Series, issued by the Bureau of Education:

“We shall make greater progress toward more effective courses and methods of civic education if we continually ask ourselves such questions as the following:

Does our civic teaching appeal to the pupil's present actual interest as a citizen?

Does it afford the pupil an adequate motive (a) for his study of the subject, (b) to participate in civic activities?

Does it stimulate the pupil to cooperative activity in the interest of his community, i. e., his class, school, family, neighborhood, city, State, or nation?

Does it cultivate in the pupil judgment relative to civic situations and methods of dealing with them?

Does it select and organize subject matter with reference to its relation to the civic experience and interest of the pupil?”

It is strange that educators have been so slow to recognize their duties and responsibilities to the community in a nation where democratic rules and practices are supposed to prevail. Nowhere has the citizen and voter been accorded such heavy

burdens and far reaching responsibilities as in the United States. We have lauded the spectacle of the common people rising to the height of free government through the ballot; we have heaped additional burdens upon the citizen, but what have we done and what are we doing to educate voters to use intelligently the mighty weapon of democracy? What are we doing to aid the citizen to participate in the social and political activities of the community? It is not an exaggeration to say that little attention has been given to practical instruction in the devices which make democratic government possible and which lead in the direction of an efficient citizenship.

THE NEW CIVICS

A brief survey of recent developments in the teaching of Civics shows many vital changes in material as well as in the method of presentation. The formal plan of instruction, based upon a dissection of state and federal Constitutions, together with the committing to memory clause by clause of these Constitutions was the method frequently followed in the public schools. To this formal presentation of Constitutions was added later a consideration of county, state and federal officers, their respective duties and salaries. But the limitations of such a course soon became evident to those interested in training for citizenship, and as a result the content of Civics has been greatly expanded and the method of presentation has been made much more vital and interesting. The study of governmental machinery is but a small, though a very necessary part, of the now comprehensive field covered by "The New Civics" or, as it is sometimes designated, Community Civics.

Community Civics is expressive of the content of the subject in its newer and broader aspect. The object is first to interest the child in the community in which he lives, to call his attention to community needs and the means by which these needs are satisfied. The New Civics emphasizes the functional side of government, beginning with the community and proceeding therefrom to the functions performed by the county, state and nation. Health, sanitation, safety, property, life—their protection and general improvement become topics of first import-

ance. The placing of responsibility for outbreaks of epidemics of contagious diseases, of crime, of destruction of property—all of these lead to a study of local government with regard to its efficiency or inefficiency. The first aim, then, of Community Civics is to lead the child to realize that county and city government is not a thing apart from and above the citizen, but rather an agency for which each individual must bear his share of responsibility.

Although the functions of government are emphasized and considered first, its structural side is not neglected. The study of governmental activities leads naturally to a consideration of the officials in charge, the regulations which give them power to act and the framework of government in general. The natural step is to raise the question, what methods are devised, for example, to protect the health of the community. The answer to this query will require a survey of the activities of a local health officer or board, and will lead then to the consideration of the functions of the state health department and, finally, to comprehend the work which is being done to protect public health by the central government at Washington. A survey of this work will necessitate a consideration of the officers appointed to carry out the duties and functions of the government and an analysis of these will soon lead to the fundamental basis of state law for the department to be discovered in state and federal statutes, circumscribed within the limits determined by state and federal constitutions. While beginning with functions and stressing the satisfaction of community needs a Civics course must always have as its chief object the study of government as a social and political organization.

In brief, then, the aim of the New Civics is to retain what is useful in the formal study of government organization, but to vitalize this study by a more detailed consideration of the activities related to community life as well as the functions performed by the various divisions of government in state and nation. The new viewpoint relative to Civics teaching has resulted in a nation-wide movement to modify the course of study and to improve the methods of instruction in such a manner as to render vitally interesting and socially valuable the study of government as an integral and indispensable portion of the pub-

lie school curriculum. Numerous organizations have been at work in an effort to put into definite form the progressive ideas relative to this new viewpoint in the study of civic affairs. Chief among such organizations are the National Municipal League, the National Education Association, The American Historical Association and the American Political Science Association.

The National Municipal League was one of the first organizations to give its attention to the reconstruction of this field of study. While its work has been largely confined to municipal government, considerable attention has been given to the teaching of Civics in the elementary and secondary schools. The proceedings of the League and The National Municipal Review contain valuable information as to what has been done by the League along this line. Of special interest is the work of a committee on Civic Education which reported in 1913 under the chairmanship of Arthur W. Dunn. This committee is continuing its work in co-operation with the Bureau of Education, where Mr. Dunn is now located as a special agent in civic education.

Several committees of the National Education Association rendered reports with incidental suggestions as to the teaching of Civics. In 1913, however, the Association began an active campaign to improve civic instruction in the appointment of a subcommittee on Social Studies. This committee was appointed in connection with the Committee on Reorganization of Studies in Secondary Schools, and in cooperation with the Bureau of Education has issued several bulletins. One of these, Bulletin No. 41, 1913, contains an account of the nature and scope of social studies; another, Bulletin No. 23, 1915, gives an outline for a course in Community Civics to be used in the junior high school. A bulletin to cover the advanced course for third or fourth year high school is in preparation. These are invaluable aids to the teacher and should be in the hands of every high school instructor.

The American Historical Association has dealt with the teaching of Civics in the following reports: (a) Report of Committee of Seven for 1898; (b) Report of the Committee of Eight, 1909; (c) The Report of the Committee of Five, 1911; and (d) The report of History Teachers' Associations. These reports are familiar to practically all teachers of History and Civics.

It is interesting to note that the most recent of these reports—that of the Committee of Five—urges the giving of more time and attention to Civics and suggests as a working basis that three-fifths of the year be given to American History and two-fifths to Civil Government. This recommendation goes a long way toward recognizing the growing demand for the study of modern political institutions and paves the way for the next step—the introduction of a half year course in government. Some very effective work has been done by the New England History Teachers' Association. A special committee of this Association has prepared an outline which presents the best available list of topics with references and suggestions as to methods of presentation.¹

Soon after the formation of the American Political Science Association at Baltimore in 1902-3, a committee was appointed to report upon the teaching of Civics in the secondary schools. Inquiries were made as to the nature of the course, the general plan of instruction, the time devoted to instruction, the percentage of enrollment, the training of the teacher, the nature of the textbook and the equipment of the library.² To quote the words of the committee:

“Is it not a curious fact that though our schools are largely instituted, supported and operated by the government, yet the study of American Government in the schools and colleges is the last subject to receive adequate attention? The results of the neglect of this important branch of study in our educational institutions can easily be seen in the general unfitness of men who have entered a political career, so that now the name of statesman is often used as a term of reproach, and the public service is weak, except in a few conspicuous instances. Are the schools perhaps to blame for the lack of interest in politics shown by our educated men until the recent exposures arrested the attention of the entire nation?

We think the best place to begin the work of regeneration and reform is in the American secondary schools and colleges. Here

¹The results of this committee appear in a volume “An Outline of the Study of American Civil Government,” published by Macmillan Co. Price 50 cents.

²See proceedings of the American Political Science Association, 1908. For copy of the same, apply to Professor Chester Lloyd Jones, Secretary, Madison, Wisconsin. Price \$1.00.

we find the judges, legislators, diplomats, politicians and office-seekers of the future in the making. Here are the future citizens, too, in their most impressionable years, in the years when the teacher has their attention."

The work of the Association is being continued and supplemented by the Committee of Seven which was appointed in 1911. This committee is now at work upon a final report which will be available within the next few months. Investigations have been made as to the status of instruction in government in universities and colleges and in the elementary and secondary schools. Sub-committees have been formed in the various states and the results secured, as well as conclusions, of these committees will, it is expected, be of special aid in improving the teaching of this subject in the schools.

It is interesting to note that while the various committees have approached the matter of investigation and improvement of instruction in Civics from different viewpoints, there is a striking consensus of opinion as to the necessity of vitalizing this subject by stressing the functional activities and by urging practical methods in its presentation. It is confidently expected that through the interest manifested by these national organizations, Civics will in the near future be raised from a somewhat insignificant position in the school curriculum to one of the important and indispensable subjects required as a part of the education of all those who receive their training in the public schools. The progress already made in vitalizing civic instruction in the public schools of a few of the states and in many of the city high schools indicates that the New Civics is well on its way to general acceptance by instructors as well as school administrators.

THE COURSE

The content of a course for third or fourth year high school is based upon preliminary training which ought to be given in the elementary school or early years of the high school. In order to indicate the nature of the training which is now being given in schools where Civics is efficiently taught, a brief summary is offered of the nature and content of some suggestive lessons for (1) the six grades of the elementary school; (2) grades

seven, eight and nine, commonly referred to as the junior high school; and (3) the course in Advanced Civics for third or fourth year high school.

1. *Civics in the Elementary School.* It is now coming to be recognized that civic instruction may begin even in the first grades. Such subjects as the care of the school grounds, cleanliness and order in school and about the buildings, the development of neatness, kindness and helpfulness may be used to impress the beginnings of a civic conscience, and the first impression may be given of the individual as a member of the community. In these grades the following topics may appropriately be stressed:

- A. Study of the home as a social institution.
- B. Study of the neighborhood or community.
 - 1. Occupations or vocations and industries in the community.
 - 2. Stories of the founding of the community.

Civic lessons can be taught through the community efforts, such as keeping grounds clean, planting trees, or caring for yards or gardens. These lessons in the early grades can only be given incidentally in the treatment of other subjects, such as language and reading, but they are indispensable to the more advanced work which begins with the fourth or fifth grade.

Grades four to six. In these grades Civics should be allotted time of its own such as a period each week throughout the year and in short interesting lessons these subjects may be presented:

- A. The family.
 - 1. Nature and purpose.
 - 2. Services rendered by the family.
 - 3. The family and the community.
- B. The School.
 - Officers, rules and regulations, mutual duties and responsibilities, etc.
- C. Community functions, such as: postman, policeman, fire company, etc.

In the sixth grade a more specialized treatment may be given

of the part of the community in the protection of health. The care of roads and of streets and the protection of life and of property may be presented as well as some brief lessons relative to the work of government through public institutions in the care of the poor, the sick and the defectives. For suggestions as to this type of course teachers are referred to volumes by Miss Hill, *Lessons for Junior Citizens*, Ginn & Company, and *The Teaching of Civics*, Houghton, Mifflin & Company, as well as a text by Dunn, *The Community and The Citizen*, Heath & Company.

2. *Civics in the Eighth Grade or Junior School.* (a) Grades seven to nine or the Junior High School. The course for the eighth grade or the junior high school has been thoroughly outlined in the Bulletin of the Bureau of Education entitled "The Teaching of Community Civics."¹ The Bulletin contains a useful discussion of aims and methods in the teaching of Civics, a plan of suggestive topics with advice as to the best method of treating these topics. An outline prepared by Dr. J. Lynn Barnard of Philadelphia, chairman of the committee which compiled the bulletin suggests the nature and scope of a course on community welfare.

1. *Health as an Element of Welfare.*

(a) Pure air; ventilation of buildings, cleanliness of outbuildings. (b) Pure water; wells and water system, stream protection and filtration, sewage disposal. (c) Pure food; food and drug laws, school lunches, inspection of markets, dairies, slaughterhouses. (d) Exercise; gymnasiums, playgrounds, athletic fields. (e) Cleanliness; public baths, disposal of household waste, street cleaning. (f) Contagion; medical inspection in schools, school nurses, quarantine, vaccination, insect extermination. (g) Regulation of working hours and conditions; properly equipped schools (desks, lighting), factory legislation and inspection. (h) Miscellaneous; ambulance service, hospitals and dispensaries, vital statistics, baby-saving campaigns.

¹Bulletin No. 23, 1915. Price 10 cents.

2. *Protection of Life and Property.*

- (a) Accident prevention; in transportation, in industry, from floods and washouts. (b) Police. (c) Fire protection. (d) Forest rangers. (e) Light-houses and buoys and life saving stations. (f) Militia and State constabulary. (g) Army and Navy. (h) Courts. (i) Legal aid societies. (j) Patents and copyrights.

3. *Recreation.*

- (a) School recess, playgrounds, athletics, gymnasiums. (b) Extended use of school houses. (c) Public baths, recreation piers, dance halls. (d) Concerts, theaters, moving pictures, circuses. (e) Botanical and zoological gardens, libraries, museums and art galleries. (f) Clubs and associations; boy scouts, camp-fire girls, Y. M. C. A., social settlements.

4. *Education.*

- (a) Schools (of all kinds). (b) Chautauquas, reading circles, lectures. (c) Y. M. C. A. settlements, civic clubs, debating clubs. (d) Libraries, museums and art galleries. (e) Theaters, moving pictures, newspapers, periodicals. (f) Public education associations, home and school associations, educational foundations, U. S. Bureau of Education.

5. *Civic Beauty.*

- (a) Lawns and shade trees, appearance of dwellings. (b) Streets. (c) Vacant lots, clean-up days. (d) Park ways and boulevards, water fronts, parks. (e) Smoke abatement, eliminations of billboards, suppression of unnecessary noise. (f) Public and private architecture, care of public buildings. (g) Preservation of natural beauty. (h) Town or city planning.

6. *Wealth.*

- (a) Producing; natural resources, artificial resources, labor supply, available capital. (b) Getting; minimum wage laws, labor conditions, labor unions, accident insurance, pensions, standardization of weights and measures. (c) Spending; family budgets. (d) Saving; school banks, postal savings, savings banks, investments. (e) State and National aids to indus-

try; State bureaus and commissions, State universities, Federal departments and commissioners, Interstate Commerce Commission, Voluntary organizations aiding industry; boards of trade, chambers of commerce, manufacturers' associations, etc. (g) Conservation of natural resources.

7. *Charities.*

(a) Prevention of poverty; wage laws, education, employment bureaus, vocational guidance, safety devices, workmen's compensation laws, age and service pensions, regulation of liquor traffic, schools for defectives. (b) Care of dependents; asylums, homes for aged and infirm, hospitals, outdoor relief (of all kinds).

8. *Order in Society.*

(a) Rules and laws; school regulations, local ordinances, State and National laws, international laws. (b) Penalties for infraction of law; parental and truant schools, reform schools and reformatories, jails and prisons, labor colonies, probation and parole. (c) Agencies for law enforcement; courts.

9. *Communication and Transportation.*

(a) Mail service, parcel post and express, telephones, telegraph. (b) Highways and bridges, trolleys and railroads, water communication.

10. *How Public Agencies are Financed.*

(a) Budget exhibits. (b) Appropriations. (c) Sources of revenue. (d) Assessment of taxes. (e) Expenditures. (f) Auditing.

11. *How Public Agencies are Conducted.*

(a) Civic education of voters. (b) Nomination and election of officers. (c) Governmental organization. (d) Initiative, referendum, and recall. (e) Short ballot. (f) Civil Service. (g) Commission government. (h) Constitutional conventions. (i) Charters and constitutions.

12. *How Private Agencies are Financed and Conducted.*

(a) A school athletic association. (b) A public playground association (c) A social settlement. (d) A

charity organization association. (e) A legal aid society. (f) A local newspaper. (g) A board of trade. (h) A hospital. (i) A child-labor association. (j) A consumers' league.¹

The material as well as the method presented in this bulletin will form an excellent basis for a course to be supplemented in the way of more attention and somewhat greater emphasis upon the governmental agencies carrying out these functions. This pamphlet along with a good text on Elementary Civics stressing more particularly the organization of government, local, state and federal, will furnish a satisfactory introductory course in Civics such as may profitably be given in the first year of the junior high school or in the last year of the elementary school.

(b) Senior High School. With a background such as has been briefly outlined, the student is ready to take up in the fourth year high school a more detailed study of government in its organization and functions. Here, as in the preliminary work, the stress should be upon local government and upon functions rather than upon machinery. The local unit of county or city should be made the basis for a study of government in all departments with a more detailed consideration of state and federal government. The course should always be based upon a *good text* and should follow along a regular order outlined in the text or a separate syllabus, but additional material should be used regularly in connection with the text to supplement and render practical the formal book study of the subject. A suggestive list of texts which may be used to advantage along with the State text book are:

Beard, American Citizenship, Macmillan.

Garner, Government of the United States, American.

James & Sanford, Government in State and Nation, Scribners.

Boynton, School Civics, Ginn.

Guitteau, Government and Politics in the United States, Houghton.

Kaye, Readings in Civil Government, Century.

¹This outline is taken from The Civic Education Series issued by the Bureau of Education. A more complete analysis of subjects under each of these headings and suggestive methods for the presentation of the topics are to be found in the Bulletin on The Teaching of Community Civics.

Since the texts commonly used cover in general the subjects and material to be considered in the course it will be necessary only to offer some assistance in rendering the subject concrete.

METHODS

With the broadening of the scope of the subject of Civics has come necessarily an adoption of a decidedly different method of approach. The former memorizing of constitutions and officers based on strict adherence to a textbook has given way to a wider range of information. The inadequacy of the former has become evident if the public schools are to lay the foundations for an efficient training for citizenship. It is true that the latter method requires better and more specialized training on the part of the teacher for the material and methods of presentation are more varied and complex. The task of testing the memory of the pupil was comparatively easy, but the matter of presenting the multifarious activities of government as they touch life on all sides is decidedly more difficult. A good text used as a basis for the course is still an essential, while syllabi, supplementary readings, magazines, newspapers, a library containing reliable works on civics, are no less essential. And these are still further supplemented by personal investigations, observations and methods of study which serve as practical means for acquiring a first hand knowledge of governmental functions.

The child learns for himself what government in the home, in the school, in the community and in the nation at large means to him and to others. Care of school property, such as buildings, equipment, and materials for class use creates a respect for property, and a compliance with school laws as to age of entrance, vaccination and compulsory attendance gives a very necessary respect for law as well as an idea as to the reason for its existence. Beginning with what is nearest and best known it is but an easy step to the consideration of the government which prevails in the larger community of which the school is a part. How is a town sustained, how improved, how kept a sanitary and healthful place in which to live; how beautified, how enlarged; how governed, by whom, and to whom responsible: these are but a few of the many questions of local importance in

which to interest a class in civics. Wherever and whenever possible the pupil must learn to discover facts for himself; to place responsibility where it belongs; and to censure or to praise where conditions justify criticism. It is also a great advantage when possible to have the class attend a session of a court, to visit the Legislature while at work, as well as to have the class organize themselves as a town meeting, legislative assembly or a court.

A very effective method of securing results and encouraging interest is to be found in the formation of civic clubs, such as: The Georgia Club, The Home County Club of North Carolina, the Winston-Salem Junior Civic League, and the Newark, N. J., plan for an organized study of local government and community interests.

These clubs form an efficient means for the purpose of studying county officers and their duties, also of arousing interest and of spreading information as to needed improvements in schools, roads, justice and civic interests of the community.¹

It is necessary to supplement the textbook discussion in Civics by various means, such as talks to the class by public officials, regular drill in current events, debates on public questions, and the reading of non-partisan periodicals. An excellent device to encourage interest is a civics scrap dealing with items of interest and calling attention to various methods of civic improvement. In addition pupils should be encouraged to study and report upon appropriation bills, health bills, and reports of the various state departments. All of these devices can be used to advantage to supplement material in text and class references. In order to render more clear this method two model lessons published by the Bureau of Education are presented, one on Country Roads and the other on Health.

“Professor J. F. Smith, of Berea College, submitted the following outline on Country Roads. In this study numerous photographs are used. Walks are taken over good and bad roads for first-hand study. Teacher and pupils actually do a piece

¹Those who are interested in a fuller description of these devices in the teaching of Civics as well as a more thorough discussion of the principles or methods of civics teaching are referred to the forthcoming report of the Committee of Seven.

of road work. Bulletins regarding road building are placed in the hands of the pupils. Endeavor is made to have a few yards of model road built near the schoolhouse.

- A.
 1. Study and report on condition of roads in the community. Draw a map of the community indicating roads. Which are dirt roads, rock roads, other kinds. Which are well graded, well crowned. Note side ditches; are they adequate. Note culverts and bridges. Estimate number miles of roads in the community, public and private.
 2. Study road-making material in the community. Note places where limestone is found; sandstone, slate, gravel. Are these materials accessible?
 3. Find out cost of hauling in the community. Consult wagoners and learn charges per hundred pounds for freight and farm produce. Can farmers afford to market produce at present cost of cartage? Find out how much freight is hauled into the community annually and compute amount paid for this. How long will wagon and set of harness last on the roads? How long on good roads? Difference in cost for 10 years? How much could the people who buy supplies afford to spend on road upkeep each year in order to cut down freight rates?
 4. Compare cost of hauling here with cost in European countries where the best roads exist. What over-tax do the people have to pay? Note that this over-tax is in the form of higher prices for household necessities and in smaller profits for farm produce.
- B. Road building:
Determine kind of road; the location; grades; how grades affect the haul; the drainage—level and steep roads, side ditches, culverts, subdrainage, crown; actual construction—tools, funds, means employed.
- C. Road maintenance:
Kind of material to use; regular attention necessary; the tools; the king's split-log drag.

D. What good roads mean to a community:

The economic problem. How they enhance value of land. Means of communication. Better social life.'¹

The following suggestive approach to the topic "Health" was used last year by F. W. Carrier, principal of the Wilmington (Mass.) High School.

This class had just finished a course in hygiene. From their textbook in this subject they were asked to select nine of the most important rules of hygiene and to discuss the following question regarding each rule: "Can I observe this rule without the aid of society?" The class spent several days on this discussion, in order to secure the social point of view by their own reasoning, simply guided by the teacher.

1. "Breathe deeply and freely of pure air." The class discovered that we sometimes can not observe this rule, even when we keep our own premises hygienic, because our neighbor's barnyard, pigpen, or outhouse may contaminate the air that we breathe; that the individual, when unaided by society, is unable to keep the air pure in shops, streets, schools, churches, theaters, and cars; and that, therefore, sanitary regulations are necessary.

2. "Drink freely of pure water." The water supply of one family or of an entire community may be contaminated by the sewage of another family or community, and there must, therefore, be authority not only over different families in the same community, but also over different communities.

3. "Eat moderately of a wholesome, well-cooked, and well-balanced diet." This rule can not be observed unless society makes and enforces laws concerning the condition of food offered for sale and of slaughterhouses and cold storage.

4. "Exercise daily the important groups of muscles." Hence the necessity for establishing gymnasiums, playgrounds, and athletic fields, and for leisure time in which to use them.

5. "Keep the body and its surroundings clean." It is impossible to keep the body clean without bathing facilities. The cleanliness of surroundings is affected by the condition of the

¹Taken from Civic Education Series No. 4.

streets and by the disposal of waste and refuse from certain industries.

6. "Do not expose yourself to contagious diseases." The individual is powerless to protect himself from diphtheria, typhoid fever, or tuberculosis. A polluted water supply may spread a disease through an entire community; sewage-polluted oysters or infected milk may spread typhoid fever to hundreds of consumers; and one person suffering from an infectious disease may endanger a whole community.

7. "Abstain from the unnecessary use of drugs." Many persons do not know what drugs are harmful, and some of those who know do not abstain therefrom. Therefore, there must be laws regulating the manufacture of alcoholic drinks, tobacco, morphine, patent medicines, and headache powders.

8. "Observe regular periods of rest." Labor unions determine for their members the number of hours in a day's work. A Massachusetts law limits a week's work for a woman to 54 hours. Tower men can be on duty only 8 hours, except in emergencies. Firemen in some places shift three times a day. Child-labor laws limit the hours of employment for minors. A man should have one day in seven for rest. Society must make it possible for everyone to secure enough rest and sleep so that he may live a healthy life and render full service to the community.

9. "Do not practice any activity harmful to the body." It is necessary in order that this rule may be observed to provide schools furnished with adjustable seats, properly lighted, and supplied with well-printed textbooks; to abolish child labor; to limit the kinds of employment for women; to restrict hours of labor in certain occupations; and to abolish harmful occupations that are not necessary to the welfare of society, like the manufacture of white-phosphorus matches.

At first the pupils seemed startled to see that society has the right to compel a man to keep his own premises clean. To many it was a revelation that a man has no right to sell unwholesome food, adulterated butter, or unhygienic milk, and that society has a right to stop such sale. One of the boys said: "I always thought of those things—quarantine, pure-food laws, etc.—were unfair, but I see that they are not." Another boy was of the opinion that if a man wanted to keep a pig pen near his

neighbor's back door, provided the pig was on his own land, he ought to have the privilege, but the class were able by this time to make short work of his argument. When we consider that many pupils had to secure a point of view different from that which they were accustomed to entertain, and in many cases different from that reflected in daily conversations at home and on the street, we readily see that several lessons devoted to this discussion were none too many.

The pupils were interested; they thought the lessons worth while, and they were ready to study in detail the health agencies existing in the community and the specific duties of the citizen in cooperating with each of these agencies.¹

As the use of such devices for rendering instruction concrete and practical requires the collection of material and data on the various functional activities of government a fairly complete list of reports, documents, etc., is presented. High school instructors can secure a great deal of useful material at a comparatively small expense. No high school can afford to be without a special Civics Library. This library can be made the clearing house for the study of community life and civic progress.

For the purpose of reports and a special study of government functions some outlines are appended. These outlines are merely suggestive and only a select list of the topics can be made the basis of study throughout the short time allowed to the Civics course. Teachers can as a rule make the selection of subjects best suited to meet the needs of the class. In every case those subjects ought to be stressed which deal with and bear upon local community functions. Wherever practicable teachers can increase interest and do more effective work by preparing a special outline explaining in detail local officers and their functions.

SUGGESTIONS FOR LIBRARY AND BUREAU OF REFERENCE FOR STUDY
OF CIVIC AFFAIRS²

(Much of this material may be secured by a card of inquiry or letter of request to the proper officer or authority and the collec-

¹Selected from Bulletin on The Teaching of Community Civics, pp. 20-21.

²In the preparation of these suggestions aid has been received from Professor Herman G. James, of the University of Texas, and Edward T. Paxton and F. M. Stewart, Assistants in the School of Government.

tion of a veritable laboratory of civic material is indispensable to render effective a course in the New Civics.)

A. County.

1. Maps of the State and County.
2. Reports of County Officers. (Secure reports when published.)

Elective:

- County Commissioners.
- County Sheriff.
- County Attorney.
- County Clerk.
- County Judge.
- County Treasurer.
- County Tax Assessor.
- County Tax Collector.
- County Surveyor.
- County Superintendent of Schools.

Appointive:

- County Physician.
 - Superintendent of County Farm.
 - County Probation Officer.
 - County Auditor.
3. Ballots for County and State Elections.
 4. Legal notices and legal blanks.
(To be secured from County Clerk's Office.)
 5. Notices for party conventions or primaries.
(Consult local or precinct party chairmen.)
 6. County Survey.

Clubs known as Home Study or Community Clubs can be formed to study farm conditions and report on the following subjects:

- a. Natural Resources.
- b. Population.
- c. Wealth.
- d. Organization and Cooperation.
- e. Rural Credits.
- f. Markets.
- g. Improved Highways and Transportation.
- h. Public Health and Sanitation.

7. Improvement of farms and farm conditions.
8. Social and community centers.

B. City.

1. Map of city.
2. Charter and Ordinances.
3. Municipal Year Book.
4. Reports of Commissioners or Heads of Departments;
Public Welfare, Health, Finance, Public Works.
5. Lists of Voters and tally sheets.
6. Ballots in city elections.
7. Printed forms of officers, such as Clerk, Auditor, Tax
Collector, etc.
8. Records of the City Council and copies of ordinances.
9. Legal forms used in city courts and legal notices.
10. Report of City School Superintendent.
11. Ordinances on inspection of milk and water supply.
12. Building ordinance—Special regulations of the fire
department.
13. Surveys and Plans of City Engineer.
14. Reports of Chamber of Commerce and City Clubs.

SPECIAL SUBJECTS ON WHICH MATERIAL SHOULD BE COLLECTED, AND
WHICH MAY BE MADE THE BASIS OF PAPERS OR REPORTS¹

(Relating chiefly to cities)

1. Charities and Corrections—American Association of So-
cieties for Organized Charity, 130 E. 22d St., N. Y. City.
Charity Organization Department, Russell Sage Founda-
tion, 130 E. 22d St., N. Y. City.
2. Child Labor—National Child Labor Committee, 105 E.
22d St., N. Y. City.
3. Civic Centers—E. J. Ward, University of Wisconsin,
Madison, Wis.
4. City Planning—National Congress on City Planning, 19
Congress St., Boston, Mass.

¹For material on subjects not included in this list write to the
Bureau of Municipal Research and Reference, University of Texas,
Professor Herman G. James, Director.

5. Civil Service—National Civil Service Reform League, 79 Wall St., N. Y. City.
6. Commission Form of City Government—National Short Ballot Organization, 383 Fourth Avenue, N. Y. City.
7. Commission Manager Plan—National Short Ballot Organization, 383 Fourth Avenue, N. Y. City.
City Manager's Association, Ossian A. Carr, Secretary, Cadillac, Michigan.
8. Garbage Collection and Disposal—Periodical literature.
9. Fire Protection and Prevention—National Fire Prevention Convention, Philadelphia, Pa.
10. Housing—National Housing Association, 383 Fourth Avenue, N. Y. City.
11. Industrial and Vocational Education—U. S. Bureau of Education, Washington, D. C.
12. Initiative, Referendum and Recall—Dr. Chas. Fremont Taylor, 1520 Chestnut St., Philadelphia, Pa.
13. Insurance—Various insurance companies.
14. Markets—Periodical literature.
15. Municipal Ownership—National Civic Federation, 1 Madison Avenue, N. Y. City.
The Utilities Bureau, 216 City Hall, Philadelphia, Pa.
16. Municipal Problems generally—National Municipal League, 703 North American Building, Philadelphia, Pa.
American City Bureau, 93 Nassau St., N. Y. City.
American Civic Association, Washington, D. C.
Russell Sage Foundation, 130 E. 22d St., N. Y. City.
Bureau of Municipal Research and Reference, University of Texas, Austin, Texas.
17. Municipal Reference Bureaus and Municipal Leagues—National Municipal League, 703 North American Building, Philadelphia, Pa.
18. Nominations and Elections—National Short Ballot Organization, 383 Fourth Avenue, N. Y. City.
American Proportional Representation League, Haverford, Pa. Party literature, and periodicals.
19. Parks and Playgrounds—Playground and Recreation Association of America, 1 Madison Avenue, N. Y. City.
20. Police—Reports of city departments, and periodical literature.

21. Prisons and Jails—National Committee on Prisons and Prison Labor, 319 University Hall, Columbia University, N. Y. City.
22. Proportional Representation—American Proportional Representation League, Haverford, Pa.
23. Public Health—American Public Health Association, 755 Boylston St., Boston, Mass.
24. Public Libraries—American Library Association, 782 Washington St., Chicago, Ill.
25. Public Utilities—National Civic Federation, 1 Madison Avenue, N. Y. City.
The Utilities Bureau, 216 City Hall, Philadelphia, Pa.
26. Recreation—Playground and Recreation Association of America, 1 Madison Avenue, N. Y. City.
27. Sanitation—Periodical literature.
28. Sewage Disposal—American Society of Civil Engineers, 220 W. 57th St., N. Y. City.
29. Short Ballot—National Short Ballot Organization, 383 Fourth Avenue, N. Y. City.
30. Streets, width and arrangement, beautification, paving, cleaning, lighting, etc.—Various societies already named, including National Congress on City Planning, American City Bureau, American Civic Association, and American Society of Civil Engineers; also U. S. Dept. of Agriculture, Washington, D. C., and American Institute of Electrical Engineers, 33 W. 39th St., N. Y. City.
31. Water Supply and Water Works—American Public Health Association, 755 Boylston St., Boston, Mass.
American Society of Civil Engineers, 220 W. 57th St., N. Y. City.
American Water Works Association, N. Y. City.
32. The City Survey (References: Department of Surveys and Exhibits, Russell Sage Foundation, 130 E. 22d St., N. Y. City; Bureau of Municipal Research and Reference, University of Texas, Austin, Texas).

Teachers will find some very helpful suggestions for the study of city functions in a Handbook of Civic Improvement prepared by Dr. Herman G. James, Associate Professor of Government in

the University of Texas. The volume can be secured on application to the author. Price, \$1.00.

C. State Government:

1. Map of the state with political subdivisions and districts.
2. State Legislative Manual or Year Book.
3. Copy of State Constitution with recent amendments.
4. Revised Statutes and volumes of recent sessions of the Legislature.
5. Legislative Journal and copies of Senate and House bills.
6. Legislative Committee Reports.
7. Ballots for State elections.

Material for reports may be found with regard to the different State Boards, Commissions and Commissioners, such for example as:

State Boards

1. Accountancy, State Board of
2. Banking Board, State
3. Child and Animal Protection, State Bureau of
4. Education, State Board of
5. Health, State Board of
6. Industrial Accident Board
7. Insurance Board, State
8. Levee and Drainage Board, State
9. Managers, Board of, for Blind Institute, Deaf and Dumb Asylum, Orphan Asylum, Confederate Home, Deaf, Dumb, and Blind Asylum for Colored Youths, Epileptic Colony, and Insane Asylums.
10. Pardon Advisers, Board of
11. Prison Commissioners, Board of
12. Public Printing, State Board of
13. Supervisors of Warehouses, Board of
14. Tax Board, State (Intangible Tax Board)
15. Tax Rate, State Board to Calculate
16. Text Book Board, State
17. Tuberculosis Colonies, Board of Control for (Anti-Tuberculosis Commission)
18. Water Engineers, Board of

State Commissions

1. Library and Historical Commission, Texas
2. Live Stock Sanitary Commission
3. Railroad Commission

State Commissioners

1. Agriculture, Commissioner of
2. Dairy and Food Commissioner
3. Deeds, Commissioner of
4. Game, Fish, and Oyster Commissioner
5. General Land Office, Commissioner of
6. Insurance and Banking, Commissioner of
7. Labor, Commissioner of
8. Levee and Drainage Commissioner, State
9. Pensions, Commissioner of
10. San Jacinto State Park Commissioners
11. Tax Commissioner, State

D. Federal Government:

1. Map of the United States.
2. Revised Statutes.
3. Congressional Record.
4. Senate and House Manuals.
5. Naturalization papers.
6. Ballots for national elections.
7. Party Platforms and Campaign Textbooks.
8. Reports of Executive Departments of the Federal Government and some subordinate divisions and bureaus such as the Public Health Service, Bureau of Education, Bureau of Standards, Bureau of Immigration.
9. Departments of Agriculture.

Report of:

1. Secretary of Agriculture
2. Weather Bureau
3. Bureau of Animal Industry
4. Bureau of Plant Industry
5. Forest Service
6. Bureau of Chemistry

7. Bureau of Soils
8. Bureau of Entomology
9. Bureau of Biological Survey
10. Bureau of Crop Estimates
11. Office of Experiment Stations
12. Office of Public Roads
13. Office of Markets and Rural Organization

BIBLIOGRAPHY

FOR THE TEACHER

- Allen, W. H., *Civics and Health*, Ginn.....\$1.25
- Beard, Charles A., *American Government and Politics, Revised Edition, 1914*, Macmillan..... 2.10
- Beard, Charles A., *Readings in American Government and Politics, Revised Edition, 1914*, Macmillan..... 1.90
- These volumes furnish an exceedingly valuable and thorough treatment of the historical development and practical operation of American institutions.
- Bryce, James, *The American Commonwealth, 2 vols., Revised 1910*, Macmillan..... 4.00
- Students' Edition, 1 vol., condensed for class use, Macmillan 1.75
- An interesting and remarkably suggestive account of our government by a sympathetic foreign student and critic.
- Haskin, F. J., *The American Government*, Lippincott..... .75
- An interesting description of the various departments of the federal government at work.
- Young, James T., *The New American Government and Its Work*, Macmillan..... 2.25
- An excellent treatise stressing the functional side of Federal and State governments.
- Reinsch, Paul S., *Readings on American Federal Government, 1909*, Ginn..... 2.75
- A collection of extracts chiefly from the Congressional Record dealing with the activities of the federal government. Furnishes material of much interest and value.
- Reinsch, Paul S., *Readings on American State Government, 1911*, Ginn..... 2.25
- A collection of articles and public addresses dealing with the state governments. Contains many valuable articles and addresses not usually available.

WORKS WHICH SHOULD BE AVAILABLE FOR REFERENCE IN EVERY HIGH SCHOOL LIBRARY

- Statesman's Year Book, Macmillan.....\$3.00
- American Year Book, Appleton..... 3.00
- The World Almanac, The World, N. Y..... .35

WORKS WHICH CAN BE USED FOR SUPPLEMENTARY
READING AND REFERENCE WORK

A. POLITICAL PARTIES

- Goodnow, F. J., *Politics and Administration*, 1900, Mac-
Millan\$1.50
A suggestive and illuminating discussion of party as a
unifying agency in American Government.
- Merriam, C. E., *Primary Elections*, 1908, Chicago Press.... 1.25
An historical survey and analysis of recent primary legis-
lation. A very useful study of one of the important
issues of modern politics.
- Ostrogorski, M., *Democracy and the Party System*, 1909,
MacMillan 1.75
Deals especially with the extra-constitutional nature of our
party system. A very suggestive treatment of Ameri-
can party machinery.
- Woodburn, J. A., *Political Parties and Party Problems*,
1903, Putnams..... 2.00
A useful volume which contains a history of our political
parties with a discussion of party machinery.
- Macy, Jesse, *Party Organization and Machinery*, Century.. 1.25
A brief consideration of party organization in the federal
government and in typical states.

B. CITY GOVERNMENT

- James, H. G., *Applied City Government*, Harpers.....\$.75
This work presents a model charter for Texas cities and
discusses the important problems which arise in charter
making.
- Bruere, Henry, *The New City Government*, Appleton..... 1.50
A comparative study of efficiency methods in ten commis-
sion governed cities.
- Goodnow, F. J., *Municipal Government*, 1909, Century.... 3.00
A comprehensive treatment of city government from the
comparative standpoint. The best single volume on the
subject by one of the foremost authorities in America.

- Munro, W. B., *Principles and Methods of Municipal Administration*, MacMillan..... 2.50
 A special study of municipal activities and functions.
- Munro, W. B., *The Government of American Cities*, MacMillan 2.50
 The volumes by Professor Munro will be especially valuable to instructors.
- Munro, W. B., *Bibliography on Municipal Government*, Harvard Press..... 2.50
- Beard, Charles A., *American City Government*..... 2.00
 This volume also stresses the functional side of municipal government.
- James, H. G., *Handbook on Civic Improvement*..... 1.00
 A very useful and suggestive handbook for the study of city functions.
- A series of publications edited by Clinton Rogers Woodruff, Secretary of the National Municipal League, deals especially with some modern municipal problems:
- Satellite Cities, by Graham Romeyn Taylor.
 Woman's Work in Municipalities, by Mary Ritter Beard.
 The City Manager, by Harry Aubrey Toulmin.
 Lower Living Costs in Cities, by Clyde Lyndon King.
 City Government by Commission, edited by Clinton Rogers Woodruff.
 Regulation of Municipal Utilities, edited by Clyde Lyndon King.
 The Initiative, Referendum and Recall, edited by William Bennett Munro.
 The Social Center, edited by Edward J. Ward. Each book \$1.50.
- The best material relating to Texas cities is to be found in the publications of the Bureau of Municipal Research and Reference. These publications may be secured on application to the Director of the Bureau, Professor Herman G. James.
1. A Model Charter for Texas Cities, Herman G. James, March 1, 1914 (second edition).
 2. Announcement of Courses in Municipal Administration at the University of Texas, Herman G. James, Sept. 5, 1914.

3. *Methods of Sewage Disposal for Texas Cities*, Robert M. Jameson, Oct. 1, 1914 (edition exhausted).
4. *A Model Civil Service Code for Texas Cities*, Herman G. James, Dec. 20, 1914.
5. *What Is the City Manager Plan?* Herman G. James, Feb. 20, 1915.
6. *A Student Survey of Austin, Texas*, William B. Hamilton; summarized by Herman G. James, Feb. 25, 1915.
7. *Street Paving in Texas*, edited by Edward T. Paxton; principal article by L. W. Kemp, May 5, 1915.
8. *A Model Health Code for Texas Cities*, R. M. Jameson, April 20, 1915.
9. *Public Service Rates in Texas Cities*, Edward T. Paxton, August 10, 1915.
10. *University Training for Municipal Administration*, Herman G. James, August 20, 1915.

C. COUNTY GOVERNMENT AND RURAL CIVICS

Bailey, Country Life Movement, MacMillan.....	\$.50
Fairlie, John A., <i>Local Government in the United States, Century</i>	1.25
A brief survey of the organization and functions of local units.	
Gillett, John M., <i>Constructive Rural Sociology</i> , Sturgis and Walton	2.00
<i>Annals of the American Academy of Political and Social Science, on County Government</i> , May, 1913.....	1.00
Field and Nearing, <i>Community Civics</i> , MacMillan.....	.75
An interesting discussion of Civics from the standpoint of country life.	
Ward, <i>The Social Center</i> , Appleton.....	1.50
An excellent discussion as to ways and methods by which the school may be made a center of community life.	

D. GENERAL

Willoughby, W. W., <i>The American Constitutional System, Century</i>	\$1.25
Finley & Sanderson, <i>The American Executive and Executive Methods, Century</i>	1.25

- Reinsch, Paul S., *American Legislatures and Legislative Methods*, Century 1.25
- Baldwin, Simeon E., *The American Judiciary*, Century.... 1.25
- Willoughby, W. F., *Territories and Colonies*, Century.... 1.25
- These volumes in the American State Series are edited by W. W. Willoughby and furnish an accurate treatment of each branch of government in the United States.
- Harrison, Benjamin, *This Country of Ours*, 1901, Scribners 1.50
- An interesting description of the work of the President.
- Ford, *Cost of our National Government*, 1910, MacMillan.. 1.50
- A critical analysis of the methods of Congress in matters of finance, taxation and national budget.
- Dealey, J. Q., *American State Constitutions*, Ginn & Co... 2.00
- A thorough treatment of the state constitution in its evolution and present importance in the state government.

MAGAZINES WHICH PRESENT ARTICLES AND DATA OF SPECIAL INTEREST FOR THE STUDY OF AMERICAN GOVERNMENT

- Political Science Quarterly*.....\$3.00
- Edited by the Faculty of Political Science of Columbia University, Ginn & Company.
- Political Science Review*..... 3.00
- Edited by W. W. Willoughby for American Political Science Association, Johns Hopkins University, Baltimore, Md.
- Annals of American Academy of Political and Social Science* 5.00
- Edited by Faculty of University of Pennsylvania, Philadelphia, Pa.
- National Municipal Review*..... 5.00
- Edited by Clinton Rogers Woodruff, and published by National Municipal League, Philadelphia, Pa.
- The American City*, American City Bureau, N. Y. City.... 2.00
- (There is also a county and small town edition of this magazine.)

The above magazines frequently present articles and reports of great general interest and they furnish in the form of notes, book reviews, and abstracts of legislation the best facilities available to keep informed along the line of progressive developments in the field of government.

The Independent, The Outlook, and The Survey in each of the weekly numbers present articles which can be used to great advantage for class discussion.

A few magazines which devote particular attention to public affairs are as follows:

Atlantic Monthly.

The Nation.

North American Review.

Review of Reviews.

The daily newspapers furnish much valuable material for the discussion of current political and social issues and along with the magazines they must be used freely to keep in touch with government in operation.

