

THE MINOR POLITICAL DIVISIONS OF THE UNITED STATES.

BY S. A. GALPIN, LL.B., HARTFORD, CONN.

THE universal application within the United States of the principle of local self-government, has given to the several States—exhibiting, as they do, wide diversity of settlement, of interests and of traditions—codes of local law, differing in greater or less degree from each other. To indicate in detail all the peculiarities of these varying codes would be a work far too large for the present limits. They may, however, be roughly classed, according to the more or less minute subdivision of the States for local purposes, under three general types or systems, which will be known throughout this discussion as the "Town" system, the "County" system, and the "Compromise" system. It is the purpose of this paper to indicate briefly the general characteristics of these types, and to present some statistics of the minor political divisions of the country gathered from the Returns of the Ninth Census. No attempt will be made to discuss the subject philosophically, or even historically, or to speculate upon the advantages or disadvantages which attend the adoption of one or the other of the systems named.

In further limitation of this enquiry, it should be understood that it will not be extended to the Territories of the United States. They will be excluded, not on account of the scantiness of their population, or the crudeness of their political organization, but because both their present boundaries and their existing governments are provisional only. They are wholly under the control of the Federal Government, their principal executive officers being appointed by the President, the Acts of their Territorial Legislatures being subject to revision by Congress, and their single delegate having, indeed, a seat in the House of Representatives and the right to participate in its deliberations, but no vote. When, however, these Territories are once admitted as States, they attain equal rank and authority with the original members of the Union, and have the same exclusive control over their territory and interior organization. Such action of the law-making power, once had under the Constitution, becomes irrevocable.

In discussing, moreover, the peculiarities of local government in the several States of the Union, a foreign reader may need to be reminded that, however much the States may differ among themselves in size or in interior political organization, their relations to the Federal Government are absolutely the same.

Of the three systems before mentioned, the two which differ most widely from each other, not only in their general characteristics, but also in their location throughout the country, are the "Town" system of New England and the "County" system of the South. Both of these were firmly rooted in their respective sections before the Declaration of Independence, and passed through the successive transfers of sovereignty growing out of the War of the Revolution, without any material change.

It must not be understood from this classification that the County does not exist in the "Town" States, their title being simply the result of the prominence given to the "town" in their interior political organization. Indeed, so strong has been the impress of English tradition throughout the United States that, with one exception only, the political division next below the State is known as the County; and this is true, not only of the original thirteen States, but also of those erected later on territory acquired by treaty or purchase, whether from England, France, or Spain. The sole exception to the rule laid down is found in Louisiana, which, under the influence of the civil law, is divided into "Parishes." As these "Parishes," however, possess powers and general characteristics substantially the same as do the Counties of other States, the difference is considered to be one of name only and will not be further observed in the progress of this inquiry.

Attention is here invited to the statistics of Counties in the United States, as set forth in the following table, compiled from the published reports of the Ninth Census:

TABLE I.

TABLE SHOWING THE NUMBER OF ORGANIZED COUNTIES WITHIN EACH STATE, RETURNED AS HAVING POPULATION, AT EACH DECENNIAL CENSUS OF THE UNITED STATES.

STATES.	1870	1880	1890	1900	1910	1920	1930	1940	1950
Alabama.....	68	52	52	49	36	24			
Arkansas.....	61	55	51	39					
California.....	50	44	27						
Connecticut.....	8	8	8	8	8	8	8	8	8
Delaware.....	3	3	3	3	3	3	3	3	3
Florida.....	39	37	28						
Georgia.....	132	132	95	93	76	47	33	24	11
Illinois.....	102	102	99	87	51	19			
Indiana.....	92	92	91	87	63	35			
Iowa.....	68	67	49						
Kansas.....	64								
Kentucky.....	113	109	100	90	83	65	54	42	
Louisiana.....	53	43	47	18	11	25			
Maine.....	16	16	13	13	10	9			
Maryland.....	22	22	20	20	19	19	19	19	19
Massachusetts.....	14	14	14	14	14	14	20	18	16
Michigan.....	71	62	43	32					
Minnesota.....	71	64							
Mississippi.....	63	60	59	50	26	17			
Missouri.....	114	113	100	62	32				
Nebraska.....	32								
Nevada.....	14								
New Hampshire.....	10	10	10	8	3	6	6	5	5
New Jersey.....	21	21	20	18	14	13	13	13	13
New York.....	60	60	59	58	56	50	43	30	15
North Carolina.....	90	86	79	68	64	62	62	60	54
Ohio.....	85	88	87	79	73	59	36		
Oregon.....	22	19							
Pennsylvania.....	66	66	63	54	51	51	42	35	22
Rhode Island.....	5	5	5	5	5	5	5	5	5
South Carolina.....	31	30	29	29	28	28	28	27	20
Tennessee.....	85	84	79	72	62	48	38	18	
Texas.....	141	135	78						
Vermont.....	14	14	14	14	12	13	12	12	
Virginia.....	99	143	137	120	106	103	97	92	80
West Virginia.....	53								
Wisconsin.....	58	63	31						
Total.....	2364	2050	1590	1226	933	725	524	408	271

In connection with the statistics of Counties thus presented, the following table is believed to be of interest. As will be seen by its title, it gives the number of Counties of each State which, in 1870, contained one-half and three-fourths, respectively, of its population. The most casual examination of this table discloses the fact that the inequalities which mark the distribution of the population among the several States of the Union,* exist also as between the several Counties of each State. Though it was not practicable to extend the computation to every Census, yet the writer has reason to believe, from some scattering tests, that such inequalities have always existed, and in substantially the same measure for each State at each Census, as at 1870.

TABLE II.

TABLE SHOWING THE NUMBER OF COUNTIES OF EACH STATE WHICH, AT THE NINTH CENSUS, CONTAINED ONE-HALF AND THREE-FOURTHS, RESPECTIVELY, OF ITS POPULATION.

STATES.	NUMBER OF COUNTIES WHICH CONTAIN		STATES.	NUMBER OF COUNTIES WHICH CONTAIN	
	One-half of the aggregate population of the State.	Three-fourths of the aggregate population of the State.		One-half of the aggregate population of the State.	Three-fourths of the aggregate population of the State.
Alabama.....	19	36	Missouri.....	24	56
Arkansas.....	19	34	Nebraska.....	6	13
California.....	7	20	Nevada.....	3	7
Connecticut.....	3	5	New Hampshire.....	4	6
Delaware.....	1	2	New Jersey.....	6	12
Florida.....	8	16	New York.....	9	26
Georgia.....	38	81	North Carolina.....	29	53
Illinois.....	25	52	Ohio.....	28	53
Indiana.....	32	55	Oregon.....	6	11
Iowa.....	24	42	Pennsylvania.....	11	28
Kansas.....	12	24	Rhode Island.....	1	2
Kentucky.....	32	64	South Carolina.....	10	19
Louisiana.....	11	27	Tennessee.....	22	43
Maine.....	5	10	Texas.....	31	57
Maryland.....	3	10	Vermont.....	5	9
Massachusetts.....	3	8	Virginia.....	26	53
Michigan.....	14	25	West Virginia.....	15	28
Minnesota.....	11	21	Wisconsin.....	13	25
Mississippi.....	19	35	Total.....	535	1068

I.—THE TOWN SYSTEM.

The "Town" system, pure and simple, prevails only in the six New England States—Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont. The area of these States is 68,348 sq. m., their population 3,487,924. They thus contain about one-thirtieth of the area and one-eleventh of the population of the States of the Union.

Under this system, the "town," which in its area and general characteristics conforms closely to the "township" of the West,† is the important political division of the State. It is a body corporate and politic, deriving its charter from the Legislature of the State and generally entitled to an independent representation in the lower branch of that Legislature.‡ It has power to elect its own officers, to manage in its own way its own roads, schools, local police and other domestic concerns, and collects through its own officers, not only its self-imposed taxes for local purposes, but also those levied by the Legislature for the support of the State, or by the County officers for the limited objects of their expenditure. Reference to the table following shows that the average area of the New England "town"—deduction having been made for the estimated unsettled area of Maine—is 34 sq. m., the number of its inhabitants averaging at the same time 2,450, or about 72 to the sq. m. Deducting the population of cities and towns having over 10,000 inhabitants, the average population of the town is 1700—or 50 to the sq. m. In a community of such area and numbers, meetings of the legal voters to examine the accounts and official conduct of the town officers and to consider subjects of common interest are possible; and the increased strength of public sentiment serves no less than this direct supervision to induce a proper execution of public trust.

Where so much political power is vested in the town, any larger subdivision of the State must necessarily have but a limited function. The County thus becomes in New England mainly a judicial, not a political, subdivision of the State. The jurisdiction of the executive officers of the County over the towns within it extends to the laying out of new highways and is then in the nature of an appellate one only, while such duties of those officers as relate exclusively to County affairs are confined to the care and control of the County buildings.

In further illustration of the "Town" system, thus rudely sketched, it has been thought best to detail at somewhat greater length its workings as set forth in the statutes of one of the States which has adopted it, some of the particulars in which the organization of the other "Town" States differs from that thus detailed, being at the same time indicated in foot-notes. The State chosen for this purpose is MASSACHUSETTS.

* At 1870, one-half of the population of the thirty-seven States of the Union was found within eight States, three-fourths within seventeen States.

† The "town" of New England or New York must not be confounded by a Western or Southern reader with the aggregation of houses to which in those sections the name is generally applied. The whole area of the States named, exception being made of the unorganized portions of Maine, New Hampshire and Vermont, is covered by the "towns," within whose limits may be one, two, three, or even more villages.

‡ The system of "town" representation was changed in Massachusetts in 1857 for that by Representative districts.

MASSACHUSETTS.

The County.—The officers, other than judicial,* of a County of Massachusetts, are three County Commissioners and a County Treasurer, all of whom are elected from the body of the County for three years—one Commissioner being chosen annually. A full attendance at the meetings of the Board is required for the transaction of business, vacancies arising from the absence or disqualification by reason of interest of any member, being supplied by two Special Commissioners who are elected also for three years.

The Board has power to manage the County buildings (Court House, Jail, House of Correction, Fire Proof Offices, &c.), to hear on appeal complaints of the assessment of damages for property taken for any railroad or other corporation, or of the decision of the Town Assessors in undue assessments, to lay out new highways from town to town, to license inn-holders and common victuallers, and, in regard to finances, to examine the accounts of the County Treasurer, to make annually an estimate of the amount of taxes necessary to meet the County charges, and to send a copy of this estimate to the Secretary of the Commonwealth to be laid before the Legislature for examination and allowance, to apportion the County taxes among the several cities and towns, certifying the same to the several Town Assessors, and to negotiate temporary loans and contract new debts not to exceed in any one year or for any one object \$30,000 for each 1000 inhabitants.

The accounts of the Board of County Commissioners are audited by a Board of Examiners composed of the Judge of Probate, the Register of Probate, and the Clerk of the Courts for the County. The Board of Examiners also canvass the returns of an election for County Commissioners.

The Town.—The town is, however, in New England the political unit. It is a municipal corporation with full corporate rights and powers, and responsible solely to the Legislature, from which it derives its life.

The voters of the town have power in "town-meetings" to appropriate moneys for the support of public schools, and for conveying pupils to school, for the support and employment of the poor, for laying out and repairing highways, and for all other necessary town charges.

They have power also to make by-laws in regard to their prudential affairs and for maintaining the public peace—such by-laws, when approved by the Superior Court, being binding on all persons coming within the town limits, and being enforced by penalties not exceeding \$2000 for one offence.

The more important of the town officers, all of whom are elected annually, are, a town clerk, three, five, seven, or nine selectmen,† three or more assessors, and, if deemed expedient, three or more assistant assessors, three or more overseers of the poor, treasurer, one or more surveyors of highways, three or more members of school committee, and constables, who shall collect taxes unless collectors are chosen.

The powers and duties of most of the officers above named are so clearly indicated by their official titles, that it is deemed sufficient for the purposes of this paper to speak further of the selectmen only. These are required to register the voters and provide means for elections, to establish fire departments, lay out highways, determine damages sustained by repairing the same, order a watch, grant all licenses, except to inn-holders and common victuallers, and, in general, to manage all town affairs. They, as well as the other important town officers, are required to make in town-meeting full reports of their official action.

Municipal Corporations.—So much for towns. No provision is made in this State for the incorporation by general law of villages or other municipal corporations within the limits of towns. Cities are, however, as matter of fact, towns incorporated, where, by special charter, the management of municipal affairs is transferred from the town-meeting and selectmen to the Mayor and Council.‡

To indicate more clearly the method in which the local government is administered under the town system, some of the more important of its departments are outlined below.

Schools.—Every town is obliged by law to maintain for "at least six months in the year, a sufficient number of schools for the instruction of all the children who may legally attend public school therein, in orthography, reading, writing, English grammar, geography, arithmetic, history of the United States, and good behavior."

The general supervision of the public schools is entrusted to a school committee of three members, or of any number a multiple of three, who are elected for three years—one-third going out annually. This committee has power to select and contract with the teachers, to determine the text-books and arrange for furnishing them to the scholars at cost, and in general to supervise the working of the school system, making an annual report to the State Board of Education. Assistance from the educational fund of the State is granted to the town in proportion to the number of its children between five and fifteen years of age. This number is obtained annually by the assessors and reported by the school committee to the State Board of Education.

Prior to 1869, the school law of Massachusetts provided for the districting of the town for school purposes. These districts were formed by the inhabitants of the town in town-meeting, such reference being had to the convenience of the pupils that a part of one town might be included for school purposes in the same school district with an adjoining part of another town.

In that year, the district system was abolished by general law, the property and powers of the districts reverting to the several towns of which they were parts. This act was, however, so far modified in 1870 as to allow the towns by a two-thirds vote to re-establish the school districts, and about one-eighth of the towns of the State (generally the smaller ones) have availed themselves of the permission thus given. As the school-district still exists in most of the New England States, it is deemed advisable to sketch briefly its place and function in the educational system of Massachusetts.

The School District is a body corporate for school purposes only. Its legal voters determine in district meeting where the school-house shall stand, and have power to raise money for erecting and repairing it, for purchasing or hiring buildings or land for school purposes, and for purchasing libraries and school apparatus, fuel, furniture, and other necessities.

Every town, divided into districts, chooses at its annual town-meeting, or authorizes the districts to choose, each for itself a prudential committee of one from each district, whose duty it is to keep the school-house of that district in order, to provide fuel and other necessities for its schools, and to aid the school committee of the town in the discharge of their duties; and, if so authorized by the town, select and contract with the teachers—the committee being enlarged in the latter case to three members.

The only other officer of the district is a clerk who is required to certify to the town assessor all votes of the district for raising money, &c. The assessor, treasurer, and collector of town taxes, act in respect to school taxes.

Elections and Town-Meetings.—Every town is a voting district, unless subdivided by the Legislature for election purposes. The registration of voters is made by the selectmen. The annual town-meeting, when town officers are chosen, is held in February, March, or April. This and all other town-meetings, are held in pursuance of a warrant under the hands of the selectmen, which warrant must express the time and place of meeting and the subjects to be acted on, the selectmen being required to include in it all subjects for which ten or more legal voters may make request.

At town-meetings for the election of National, State, or County officers, the selectmen preside and canvass the votes. The result is recorded by the town-clerk and copies of the record are sent, in the case of County officers to the Board of County Examiners, and of all other but town officers to the Secretary of State.

At all other town-meetings, a moderator chosen by the meeting presides; he announces the result of an election for town officers, and administers the oath of office to such of the persons elected as may be present—the absentees being duly notified of their election.

Revenue.—State taxes are levied by the assessors of the several towns upon a warrant of the State Treasurer.

County taxes are certified to the town assessors by the County Commissioners, their estimate of the amount required to meet the County charges having been first allowed by the Legislature.

The town assessors are required further to levy all town and school-district taxes duly certified to them, one-sixth of the sum raised—not, however, exceeding \$1.50 per capita—being assessed upon the polls.

The inhabitants of the town are required to bring in annually to its assessors, sworn lists of all their polls and taxable property, from which lists a fair cash valuation of all the real and personal property of the town is obtained.

Licenses to inn-holders and common victuallers are granted by the Board of County Commissioners; all other licenses by the selectmen.

Highways.—Highways from town to town are laid out by the Board of County Commissioners after notice to the selectmen of the towns interested. Town ways and private ways are laid out by the selectmen of the several towns. Appeals in the matter of damages arising from their action, or from their refusal to lay out

* In Rhode Island there are no County officers other than judicial.

† In New Hampshire and Connecticut, County taxes are laid by the County Convention, which is called by the County Commissioners and is composed of the persons elected to represent the several towns of the County in the Legislature.

‡ In Vermont, most of the duties of the County Commissioners are performed by the Judges of the County Court.

§ In Rhode Island, the duties of the selectmen are performed by the "town council," which consists of not less than three nor more than seven electors.

¶ In Vermont, villages containing more than thirty houses may be incorporated by the selectmen of the town, with municipal powers over sidewalks, nuisances, watch, estrays, &c. The officers of such villages, elected annually, are a clerk, five trustees, collector, and treasurer. Fire districts, containing not more than two square miles, may be established by the selectmen, whose officers are a clerk, prudential committee of three, collector, and treasurer.

§ In Connecticut, boroughs and cities are incorporated by special charter, the whole area of the town not being generally included within the municipal limits.

¶ "Gares," in Vermont, are unorganized districts in which State taxes are assessed and collected by officers appointed by the Governor, highways are under direction of the County Court, and school districts are laid off by the selectmen of adjoining towns.

§ "Grants" and "Locations" in New Hampshire, are unincorporated districts, which, when called on for public taxes, are voted with all the powers of towns relating to the assessment and collection of such taxes, to choice of officers and to highways.

¶ "Plantations" in Maine, are not clothed with the full corporate powers of towns, but may elect certain officers and raise money for schools, poor support and legal plantation expenses. (In the early colonial history of New England, this term was applied alike to an isolated settlement, to a town, whether organized or not, and, indeed, to the colony itself—of which latter use there is still a tradition in the official title "State of Rhode Island and Providence Plantations.")

§ "Townships" in Maine have no corporate powers, but State and County taxes on the lands lying within them are collected by the State Treasurer.

roads, are entertained by the Board of County Commissioners. Appropriations for laying out and repairing highways are made by the towns in town-meeting and expended under direction of the surveyor of highways. The town may be divided into highway districts, for each of which district a surveyor of highways is elected annually, who may be empowered to collect the highway taxes of his district.

Poor Support.—Poor support is furnished by the selectmen of the several towns to all needy persons having a "residence" within their limits, while paupers having no such "residence" in any town are cared for at one of the State Alms-Houses.*

Records.—Records of births, marriages, and deaths are kept by the town-clerks—certified copies of the same being furnished to the Secretary of State.

Real Estate Records are kept by a Register of Deeds, who is elected for three years in each registration district—each County forming one or more registration districts.†

II.—THE COUNTY SYSTEM.

The "County" system, which is so markedly in contrast with that just noticed, is now found in seventeen States, viz: Alabama, Arkansas, California, Delaware, Florida, Georgia, Kentucky, Louisiana, Maryland, Mississippi, Missouri, Nebraska, Nevada, Oregon, South Carolina, Tennessee, and Texas. These "County" States have an area of 1,243,295 sq. m., with a population of 11,955,731—about two-thirds of the area and more than one-third of the population of all the States.

Until a recent date, the County system prevailed in every State south of Pennsylvania and the Ohio River. Within the last decade, however, North Carolina, South Carolina, and Virginia have taken measures for dividing their Counties into townships and for clothing those townships with more or less of political power; although South Carolina subsequently retraced its steps and abolished the townships thus created. In view of this recent action of Virginia, the opinions of her great statesman, Mr. Jefferson, upon the merits of the "township" system may be not irrelevant. Extracts from three of his letters are, therefore, inserted, the order of their dates being, for convenience of citation, reversed:

"Among other improvements, I hope they (a proposed constitutional convention) will adopt the subdivision of our Counties into wards. The former may be estimated at an average of twenty-four miles square; the latter should be about six miles square each, and would answer to the hundreds of your Saxon Alfred. In each of these might be, 1st, An elementary school; 2d, A company of militia, with its officers; 3d, A justice of the peace and constable; 4th, Each ward should take care of their own poor; 5th, Their own roads; 6th, Their own police; 7th, Elect within themselves one or more jurors to attend the courts of justice; and 8th, Give in at their Folk House, their votes for all functionaries reserved to their election." (Letter of June 5, 1824, to Major John Cartwright, Opera, vol. vii, p. 357.)

In a letter to Samuel Kercheval, July 12, 1816, (Opera, vol. vii, p. 13.) Mr. Jefferson, after describing at greater length such a division of the County, adds:

"These wards, called townships in New England, are the vital principle of their governments and have proved themselves the wisest invention ever devised by the wit of man for the perfect exercise of self-government and for its preservation. We should thus marshal our government into, 1, the general federal republic, for all concerns foreign and federal; 2, that of the State, for what relates to our own citizens exclusively; 3, the County republics, for the duties and concerns of the County; and 4, the ward republics, for the small and yet numerous and interesting concerns of the neighborhood; and in government, as well as in every other business of life, it is by division and subdivision of duties alone, that all matters, great and small, can be managed to perfection. And the whole is cemented by giving to every citizen, personally, a part in the administration of the public affairs."

And again, May 26, 1810, writing to Governor Tyler, Mr. Jefferson says (Opera, vol. v, p. 525):

"These little republics would be the main strength of the great one. We owe to them the vigor given to our Revolution in its commencement in the Eastern States, and by them the Eastern States were enabled to repel the embargo in opposition to the Middle, Southern and Western States, and their large and lubberly division into Counties which can never be assembled. General orders are given out from a centre to the foreman of every hundred, as to the sergeants of an army, and the whole nation is thrown into energetic action in the same direction in one instant, and as one man, and becomes absolutely irresistible."

Resuming the consideration of the County system it is to be noted that under it all the conditions of the "town" system are reversed. The names of the greater and lesser subdivisions of the State may remain unchanged, but the powers and position of these subdivisions are in no case or degree the same. The town or township is but the skeleton of the New England town, while the County is clothed with all the political power. It derives its charter from the Legislature, and is responsible to the State authorities for its share of the State taxation. Its subordinate divisions, formed—Delaware and Maryland being exceptions—by its own officers, have no political power whatever, and exist only for convenience at the general elections, or to mark the district of a justice of the peace and a constable.‡ The average area of the County in the States adopting this system is 1040 sq. m., its population 11,236, the unorganized portions of these States being excluded in the computation; or, excluding also the partially organized and settled States of the Pacific slope, its area averages 734 sq. m., its population 11,515, or about 15 inhabitants to the square mile.

The radical differences between these two types may, perhaps, be emphasized by comparing the States of Rhode Island and South Carolina in respect to their interior organization. The area of Rhode Island, as given by the General Land Office, is 1306 sq. m.,

* In New Hampshire, paupers having no "residence" in any town, are cared for at the expense of the County.

† In Vermont, Rhode Island, and Connecticut, real estate records are kept by the town-clerks of the several towns.

‡ As illustrating the views of Mr. Jefferson, a glimpse of the workings of the town system during the War of the Revolution is given in the following extracts taken from the official records of a precinct of one of the towns of Massachusetts.

"At a legal meeting held June —, 1776, Voted, to choose a committee of seven to estimate the charges of the war since the several part of the male inhabitants from 16 years old and upwards were raised as Continental soldiers."

July 20, 1778, "Voted, that each company within the precinct shall pay their own soldiers, and that the money granted at the last meeting shall be assessed accordingly." (The precinct contained two militia companies and here seems to have been practically subdivided for the purpose of intensifying still further its public sentiment.)

July 17, 1780, "Voted, to authorize the precinct treasurer to give security in behalf of the precinct, to the soldiers that were last raised, for the sum contracted for, as an encouragement to their engagement in the service." And in order to strengthen still further this security for the payment of the sums named, we find under date of January 17, 1781, the following: "Voted, that the soldiers who may engage in the three years service shall have liberty to take their security of individuals whom they shall choose, and that the precinct will indemnify such persons in giving them securities in behalf of the precinct."

§ In Alabama, Florida, Kentucky, Nebraska, Oregon and Texas, these divisions are known as "precincts"; in Arkansas, California, Missouri and Nevada, as "townships"; in Delaware, as "hundreds"; in Georgia, as "militia districts"; in Louisiana, as "wards"; in Maryland, as "election districts"; in Mississippi, as "supervisor's districts"; and in Tennessee, as "civil districts." For each of the civil divisions thus named, one or more justices of the peace and constables are elected or appointed, with terms varying from 2 to 4 years.

¶ In regard to Georgia alone does a modification of the statement in the text seem to be required, the primary object of its division into militia districts being (as their name implies) to provide for the organization within the County of its companies of militia—one in each district.

less than double the average area of the political unit under the County system, yet it has within its limits 36 towns and cities, each being an independent political organization, while South Carolina with an area of 34,000 sq. m. has only 31 organized Counties, which are in no respect the superiors of the Rhode Island towns in political power. On the other hand, the population of the Rhode Island town averages 6038, or, excluding cities, 4000 inhabitants, the area being about 35 sq. m.; that of the South Carolina County, 22,731, distributed over an average area of nearly 1100 sq. m.

Under these conditions of settlement and organization, differing widely as they do from those of New England, the methods of administration must also differ. The area of the County forbids any general gathering of its inhabitants vested with the legislative and executive functions of the "town-meeting," as well as any intimate mutual acquaintance between the inhabitants of its different sections. Of necessity, therefore, the administration of all local affairs is entrusted wholly to the County officers, and the political duty and privilege of the citizen begins and ends on election day.

The duly authorized officers of the County are thus charged with the care and control of the County property, the levy and collection of all State and County taxes, the division of the County into election districts, the laying out and repairing of roads and bridges, the care of the poor, the police of the County, and, in general, all County and local affairs.

Following the plan already adopted, further explanation of the County system is sought to be furnished by a sketch, accompanied by notes referring to other States and acknowledged to be incomplete, of the political code of

ALABAMA.

The County.—The officers of a County of Alabama who are charged with a share of the political administration are the Court of County Commissioners, assessor, treasurer, collector, superintendent of education, apportioners of roads, and overseer of roads.

The Court of County Commissioners.—This is composed of four commissioners elected for three years from the County at large, with the Judge of Probate, elected for six years, as principal judge. This Court possesses original jurisdiction over matters pertaining to roads and bridges, and has authority to divide the County into election precincts and road districts, to direct and control the County property, to appoint certain County officers, as specified below, to correct the assessments, to levy general and special taxes, to examine, settle and allow all accounts and claims against the County, to examine the accounts of all County officers, to regulate poor support, to establish hospitals, and, in general, to transact all the business of the County.*

The assessor,† collector, and superintendent of education,‡ are elected from the body of the County, and perform the duties usually devolving upon such officers.

The treasurer,§ three apportioners of roads for each election precinct, and an overseer of roads for each road district, are appointed by the Court of County Commissioners, the former officer for three years, the latter for two only.

Municipal Corporations.—Under general law, towns containing not less than 100 nor more than 5000 inhabitants may be incorporated by the Judge of Probate, thus obtaining the powers and rights usually granted to such municipalities. Their affairs are managed by an Intendant and five councillors elected annually, the number of councillors being, in some cases, increased to nine. Taxation for municipal purposes is limited to one per centum on the assessed valuation and a poll-tax of two dollars per capita. Road and patrol duty is not required of the inhabitants outside of the corporation limits. It may be added, however, that most of the towns of Alabama, following the custom in regard to cities, are incorporated under special charters from the Legislature, though such charters differ but little in scope and detail from that outlined in the general law.

Schools.—The school system of Alabama is conducted somewhat as follows: The superintendent of education for the County has general supervision over all its public schools, examines the teachers and grants certificates to them, and distributes to the trustees of each school district the district's proportion of the State and County funds for school purposes.

The County school-tax is limited by general law to 10 cents on each \$100 of valuation, and is assessed and collected as are other taxes, though a higher rate may be authorized in any County by special legislation. No additional taxes are imposed by the school districts.

Congress granted the sixteenth section of every surveyed township for school purposes. Every "Congressional township" is, therefore, incorporated as a school district for the use and management of the funds arising from this grant and for other school purposes. The affairs of these school districts are managed by three trustees, elected annually, who have full power to establish schools, employ teachers, etc., etc. The trustees are required to report annually to the County superintendent of education the number of children of school age within the district—the school fund of the State and County being distributed upon the basis thus ascertained.

Elections.—The Court of County Commissioners has power to establish and change election precincts, for each one of which three inspectors of election are appointed by the Judge of Probate. The inspectors determine the qualifications of each elector as he presents his ballot, no registration of voters prior to the day of election being made. Upon the acceptance of his ballot, his name is entered on the "poll-books" by the clerks of election and a number corresponding to that there given him is marked upon the back of his ballot. Returns of the election are made by the inspectors to the Court of County Commissioners and canvassed by them.†

Revenue.—All taxes, State and County, are levied by the Court of County Commissioners, the County tax not being permitted to exceed fifty per centum of the State tax. An annual assessment of the property of

* The official titles and methods of choosing the officers who, in the Counties of other States, correspond with the Court of County Commissioners of Alabama, differ widely.

† In Florida, Maryland, Nebraska, Nevada, and South Carolina, they are known as the "Board of County Commissioners." In Florida these Commissioners are five in number, appointed by the Governor, as are all other principal officers of the County, for two years; in Maryland the number is determined by special legislation for each County, one-half being elected biennially for four years; in Nebraska the Board consists of three members, one being chosen annually for three years; in South Carolina, of three, elected biennially; in Nevada, also of three, this number being increased to five in those Counties which have 4000 voters or over.

‡ In Arkansas, Kentucky, Oregon, Tennessee, and Texas, the powers of the County are exercised by the County Court, the members of which, when not otherwise indicated, are elected biennially from the body of the County. This County Court is composed, in Arkansas, of a Presiding Judge elected by the County, and two Justices of the Peace elected by the Justices of the Peace of the County—the latter being in turn appointed by the County Court; in Kentucky, of a Presiding and two Associate Judges; in Missouri, of three Judges; in Oregon, of the County Judge, with or without two Commissioners; in Tennessee, of the Justices of the Peace, elected for six years by the seven Civil Districts of the County; in Texas, of a Chief Justice and four Commissioners, elected, one from each of the five precincts into which the County is divided.

§ In Georgia, County affairs are entrusted to the Ordinary, elected for four years, who possesses also, as do the County Courts of the States just named, powers exclusively judicial.

¶ In Delaware, the powers of the County are exercised by the Levy Court, which is composed of one or more Commissioners elected for four years from each hundred of the County.

¶ In California and Mississippi these officers are styled Supervisors, the Board in the latter State consisting of five members, in the former of three, five or seven, as the County has less than \$2000 inhabitants, between \$2000 and 20,000, or over 20,000. In both States, the members must be residents of the districts which they represent; while in Mississippi only are they elected by their respective districts. Their term of office is, in California, three years; in Mississippi, two.

¶ In Louisiana, the Board is styled the Police Jury, and is composed of members elected from the various wards of the Parish.

¶ I note that the duties of assessor are performed in Arkansas by the Sheriff; in Delaware, Nebraska and Tennessee, by an assessor for each hundred, precinct, or civil district; in Georgia, by a tax collector; and in Maryland, by the collector.

¶ Taxes are collected in Arkansas, Missouri (if there is no collector), Oregon and Texas, by the Sheriff; in Nebraska, Nevada and South Carolina, by the treasurer.

¶ In Georgia, a County Board of Education consisting of five members is elected by the Grand Jury, the secretary of this Board chosen from its members being ex-officio Superintendent of Education.

¶ The treasurer is appointed in Delaware by the Levy Court; in Florida and South Carolina by the Governor; and in Maryland, generally by the Board of County Commissioners. In most of the other States he is elected by the people.

¶ This system of conducting elections obtains in Georgia and, unless recently changed, in Arkansas and Florida also.

¶ In Kentucky, Maryland, Nebraska (except in cities having over 15,000 inhabitants), Oregon, South Carolina, Tennessee, and probably Texas, the ballots are not numbered, but in other respects the system does not differ materially from that of Alabama.

¶ In Delaware, Louisiana, Missouri, Nevada and Texas, the voters are registered prior to an election, by officers appointed as follows: In Delaware, by the Clerk of the Peace for the County; in Louisiana, by three Commissioners of Election for each ward of the Parish, who, as also the State Registrar, are appointed by the Governor; in Missouri, by a Board of Registration (three members) for each County, who are appointed by the Sheriff, the County Clerk, and the President of the Board of Supervisors; in Mississippi, by an "officer of registration" in each election district, who is appointed by the Superintendent of Registration for the County, the latter officer receiving his appointment from the Governor; and in Nevada by the Justices of the Peace in each township.

¶ I note that in Delaware, the Inspectors of election for each hundred, and in Maryland, the Judges of Election for each election district, form a Board of Canvassers for the County. In South Carolina, the Governor appoints three Commissioners of Election for each County, who form the County Board of Canvassers, and appoint three Managers of Election for each precinct.

¶ In Nebraska, three Judges and two Clerks of Election are elected for each precinct.

the County is made by the County assessor, and corrected by him under the direction of the County Commissioners.

Licenses are granted by the Judge of Probate.

There is no restriction in the Revised Laws of the State upon the power of the Counties to borrow money or loan their credit to corporations.

Highways.—New roads are established by the Court of County Commissioners. On receipt of an application for the laying out of a new road, the Court appoints seven disinterested persons to examine and mark out the road, and assess damages, and takes action upon their report. Election precincts, for each of which the Court appoints three apportioners of roads, and road districts, an overseer of roads being appointed for each, are laid out and altered by the County Commissioners.

The apportioners of roads detail to each overseer of roads the persons and hands liable to road duty in his district and inspect the roads of their election precinct, reporting to the Court of County Commissioners on their condition. The overseer of roads superintends the actual working of the roads of his district.

Poor Support.—Poor support is furnished at the expense of the County by the Court of County Commissioners, who have power to provide poor-houses and hospitals.†

Real Estate Records are kept in the office of the Judge of Probate.‡

III.—THE COMPROMISE SYSTEM.

There yet remains to be noted, however, what I have ventured to call the "Compromise" system, which, having its home in States lying between those already named, is itself the result of a fusion of the systems which prevail on either side of it. This third general type has been adopted in the organization of the States of the Northwest, and now prevails in Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, New Jersey, New York, North Carolina, Ohio, Pennsylvania, Virginia, West Virginia, and Wisconsin. These fourteen States contain 672,824 sq. m., and 22,671,986 inhabitants, their area being about one-third of that of the States of the Union, their population nearly two-thirds. The average number of inhabitants to the square mile is nearly 34.

The States above named may be again subdivided with reference to the manner of electing their County officers into the "New York" system and the "Pennsylvania" system, the former prevailing in Illinois, Michigan, New Jersey, New York, Virginia, West Virginia, and Wisconsin; the latter in the other States of this group. The difference between these two systems is one of form and name rather than of substance. In New York, the powers of the County are exercised by a Board of Supervisors, in which Board the towns of the County are represented as equal political communities. In Pennsylvania, on the other hand, the affairs of the County are managed by a Board of three Commissioners elected from the body of the County. In New York, also, the Supervisor who represents the town in the County Board has other town duties and is thus an officer both of the town and the County, while the County Commissioner in Pennsylvania has no township duties whatever.

In the "Compromise" system, as seen in the largest and most important States of the Union, the political power, which in New England is lodged with the town and at the South with the County, is divided between the two organizations. The County is the creation of the State Legislature and the political unit. It is, however, subdivided into towns, or townships, which possess considerable political rights, and thus becomes a miniature of a State as subdivided for local purposes into its Counties. The townships are laid out by the County officers—in New Jersey only, by the Legislature of the State—and have power to elect their own officers, to lay out and repair their highways, to determine in township-meeting the amount of taxes to be raised for school and other local purposes and submit an estimate of the same to the County authorities for approval, and, in general, to act upon all local matters in much the same way as the New England town, subject, however, to the supervisory control of the County.

The County thus becomes a more important factor in the administration of local affairs than in New England. Its executive officers are required to discharge all duties properly connected with the County administration, and, in addition, to audit the accounts of township officers and accounts and claims against the township and direct the raising of funds for their payment, to approve of votes of the township for borrowing money or incurring any extraordinary expenditure, and to levy on the property of the township such taxes for township purposes as may be duly certified to them by the township officers.

So nearly do the two subdivisions of the "Compromise" system, which have been previously noticed, resemble each other in the distribution of power between the County and its constituent parts, that it is believed that the workings of the system will be sufficiently indicated by reference to the code of one State only—that of

NEW YORK.

The County.—The County is in New York, as elsewhere, a body politic with the usual corporate powers, which can be exercised by the Board of Supervisors only, or in pursuance of a resolution adopted by them. Its officers, in addition to the Board of Supervisors, are a Treasurer, a Clerk, and a School Commissioner,—the two former being chosen for two years, the last for three years.†

The duties of the Board of Supervisors in regard to town affairs will be indicated hereafter. In County matters they have power to locate, erect and care for the County buildings (court-house, jail, and clerk's office), to borrow money for building purposes for a term not exceeding ten years, and to lay a tax not exceeding \$5,000 in any one year, to appoint special commissioners to lay out highways which they deem important, in cases where the town commissioners of highways refuse to act, to lay and apportion among the several towns taxes for building and repairing bridges and highways where in their judgment the whole or part of such taxes should not be borne by the town in which the highway or bridge lies, to examine and allow accounts against the County** and lay taxes for their payment.

The duties of the other political officers of the County can be inferred from their official titles.

* In Maryland, a Supervisor of Roads is elected biennially, in each election district; in Nebraska he is elected annually in each road district; but, in general, the subordinate road officers are appointed in the manner indicated in the text.

† In Delaware, the Levy Court appoints three Trustees of the Poor for each hundred; in Maryland the County Court appoints Trustees of the Poor for the County; and in Tennessee the same authority appoints three Poor House Commissioners.

‡ In California, Missouri and Nevada, transfers of real estate are recorded by a Recorder of Deeds; in Tennessee, by a Register; but in most of the "County" States, by the County Clerk.

§ Twenty-six Counties of Illinois, with an average area and population but little more than half those of other Counties of the State, and lying in its southern part, still retain the County system, and are not, therefore, divided into townships.

¶ In New Jersey, the Board corresponding to this is known as the "Board of Chosen Freeholders," each township electing annually two members.

¶ In Indiana, Iowa, Kansas, Minnesota, Ohio and Pennsylvania, the duties of the Board of Supervisors are entrusted to three "County Commissioners," one of whom is, in most of the States named, elected annually for three years, the term of office being limited in Kansas only to one year. In Minnesota, Counties having over 500 voters, elect five Commissioners; in Iowa, where the "Pennsylvania" system has been recently substituted for that of New York, the number of Commissioners may be increased to five or seven—the largest number being that generally adopted; while in Kansas, Counties having over 30,000 inhabitants (one in number at 1870) elect biennially a Commissioner from each representative district.

¶ In North Carolina, the Board consists of five Commissioners elected for two years.

¶ The County in Indiana, Iowa, Minnesota and Ohio, elects an auditor for two years.

** In Pennsylvania, a Board of three County Auditors is charged with the examination of the accounts of all County officers.

The Town.—The town has power to lay out roads within its own limits,* to determine the amount of taxes to be levied for town purposes, to manage its own schools, and, in general, to conduct all town affairs with much the same freedom as the town of New England. Its action is, however, subject to revision by the Board of Supervisors for the County in several important particulars. Thus the Board of Supervisors must approve of all votes of the town for borrowing money, and has authority to audit the accounts of town officers, and accounts and claims against the town, and to direct the raising of money for their payment, to equalize the assessments of the several towns in the County, to levy all taxes—State, County, and town—properly certified to them, and to issue their warrant to the town collector for the collection and distribution of the same among the several funds for which they were raised. Indeed, as has already been indicated, the Board of Supervisors has power, by a two-thirds vote, to erect a new town, or alter the bounds of a town already existing—a power which with the "town" system is vested in the Legislature.†

The principal officers of the town, elected annually, are a supervisor,‡ town-clerk, assessor, collector, and commissioner of highways. The number of assessors is three, their term of office being three years. If the town so decides, they may elect three commissioners of highways, whose term is, in such case also, three years.

Municipal Corporations.—Provision is made by general law for the incorporation as a village on application to the Court of General Sessions of any town containing not less than four hundred inhabitants and three hundred inhabitants to each square mile, or of any part of a town or towns not within the limits of an incorporated city or village, containing not less than three hundred inhabitants to each square mile of territory.

The village officers are a president, three trustees, three assessors, collector, treasurer, clerk, and not more than five fire-wardens. The trustees are *ex officio* commissioners of highways, though without jurisdiction over the establishment, alteration or discontinuance of roads, and have power also to care for the village property, to audit accounts and claims against the village, to grant licenses, to make all necessary by-laws, etc., etc.

The village thus incorporated may make all necessary municipal regulations for the public peace and health, and is a separate highway and fire-district. It does not, however, have any separate representation in the Board of Supervisors, nor is it independent of its town for purposes of elections or taxation.

Cities are incorporated by special legislative enactments, and are entitled to such representation in the Board as is granted by their charters. They are independent of the townships in which they are located.§

This sketch of the "compromise system" will be closed with a brief *resumé* of the method of administration in those departments only in which the powers of the New England town are divided between the town and the County, those powers having been detailed somewhat at length when speaking of the "town" system.

In New York, *elections* are supervised and *highways* are established, repaired and discontinued by town officers and under substantially the same regulations as in Massachusetts.

Schools.—The schools in the various towns of the County are under the superintendence of a School Commissioner, who is elected triennially in every County which constitutes an assembly district. He has the power, vested in the school committee of the New England town, to enquire into the management of the schools of his County and the methods of instruction, to examine teachers and grant certificates to them, to advise and counsel with the officers of the several districts, and acting alone or jointly with the Supervisor or Town Clerk to divide the towns into school districts, whose officers chosen annually are a clerk, one or three trustees, a collector and librarian, and whose powers correspond closely in all respects with those of school districts in New England.

Revenue.—All taxes, except those laid by school districts for school purposes, are levied by the Board of Supervisors for the County—State taxes upon warrant of the proper State official, County taxes not exceeding \$5,000 per annum, as they themselves may determine, and town taxes as certified by the supervisor of the town.

The assessment of property is made in each town and ward of a city by its assessors, who may, if they see fit, divide the town into districts, and who meet as a Board of Equalization after they have completed their assessments. The assessment roll thus revised is transmitted to the Board of Supervisors, who equalize the assessed valuation between the several towns and cities of the County—the aggregate assessed valuation of the County as returned by the assessors being, however, not reduced—and levy on each piece of property the taxes as just indicated. A copy of the list thus completed is forwarded to the Comptroller of the State, and to the supervisor and collector of the town, together with a warrant directing the latter officer to collect the sums named and pay over to the proper town officer the amounts collected for schools, for highways, for poor support, and for town expenses, the balance being paid to the County Treasurer.

Poor Support.—Paupers having a residence in any town are supported by it; other paupers by the County. It is, however, within the power of the Board of Supervisors of any County to abolish the distinction between "town" and "County" poor, thus making all paupers a charge on the County.¶

Real Estate Records.—These are kept by the County Clerk.**

In concluding this sketch of the minor political divisions of the United States, which is put forward as a contribution, merely, to a subject rarely discussed, the writer ventures to present in the following Tables, numbered III and IV, some statistics in regard to such divisions existing at 1870. Table III is devoted to the Counties of the several States; Table IV, to the minor divisions of those Counties, however characterized. In the computation of the average area of the County, as shown in Table III, care has been taken to exclude such portions of any State as, from sparseness of settlement or other cause, were outside of the limits of organized Counties. In the similar computations for Table IV, it was found that the returns of minor political divisions were in some States so imperfect as to require estimates for one or more Counties, and in others, notably of the County system, so irregular as to defy estimate and calculation alike. These latter States—Alabama, California, Florida, Nebraska, Nevada, and Oregon—are, therefore, omitted from the table. The figures given for Mississippi and Texas were not obtained, as were the others, from the Census returns, but by a calculation based on the law of those States, which requires each County to be divided into five districts or "heats" for the election of members of the County boards of administration. By reason of the exclusions thus rendered necessary, Table IV accounts for but 36,114,247 inhabitants of the 38,115,641 living in the States of the Union at 1870.

It should be added further, that in determining the number of political divisions, incorporated cities have been included only when they were returned as independent, *territorially*, of the townships or other divisions of the Counties in which they are situated.

* In New Jersey new roads are laid out under the supervision of the Court of Common Pleas; in Pennsylvania, by a similar court which, when engaged upon County business, is known as the "Court of Quarter Sessions."

† This power is, in Pennsylvania, entrusted to the "Court of Quarter Sessions"; in Virginia, to the "County Court"; in New Jersey, to the Legislature of the State. It can be exercised by the Board of Supervisors in West Virginia, only with the consent of the people interested.

‡ In Wisconsin, a Board of three Supervisors is elected, the chairman of which represents the township in the County Board. In New Jersey, two Chosen Freeholders are elected by each town to represent it in the County Board of that name. In Illinois, towns having more than eight hundred voters elect, in addition to the supervisor, an assistant supervisor, who, also, is entitled to a seat in the County Board.

§ In Ohio, and most of the States adopting the Pennsylvania system, three trustees are annually chosen to manage the affairs of the town, this number being, in Kansas, reduced to one, and the official title being changed in Minnesota and Pennsylvania to Supervisors. The township in Minnesota elects three supervisors; in Pennsylvania, one or two. In North Carolina, the township clerk and two justices of the peace, elected biennially, are *ex officio* trustees of the township.

¶ In Pennsylvania, boroughs having over three hundred inhabitants may be incorporated by the Court of Quarter Sessions with the concurrence of the Grand Jury. When thus incorporated, they are independent of the township in the assessment of County rates and levies. The borough officers are, a burgess, town council of six members, two overseers, two constables, one judge and two inspectors of election, one assessor and two assistant assessors, borough auditor and six school directors.

¶ In Ohio, the Municipal Act of 1869 provides for the uniform incorporation under its provisions of municipalities, as follows: of incorporated villages for special purposes, of incorporated villages, of cities of the second class, and of cities of the first class. Cities of the first class must contain 20,000 inhabitants or over, those of the second class, between 5,000 and 20,000, incorporated villages, between 300 and 5,000, and incorporated villages for special purposes, not less than 50 legal voters. In cities and incorporated villages, municipal authority is vested in a Mayor and Council elected for two years, the Council to consist of two members for each ward or at least for six members for the municipality—one-half being chosen annually. In incorporated villages for special purposes, the municipal affairs are managed by three trustees, one being chosen annually for three years. Provision is also made for the advancement, on petition to the County Commissioners, of these corporations in grade as they reach the limits fixed; as also for the discontinuance of the organization of any township whose territory is fully covered by an incorporated village or city.

¶ I note that the levy of taxes is made in Ohio and several other States by the County Auditor; in New Jersey, by the town assessor. In Pennsylvania and Virginia, County taxes are levied and collected by the County officers, and township taxes by the township officers.

¶ Speaking broadly, it may be said further, that in the States adopting the Pennsylvania system, all taxes—State, County and township—or all except township taxes, are collected by County officers.

¶ I note that in Indiana, Kansas, North Carolina, Virginia, and West Virginia, all paupers are relieved at the expense of the County. In Pennsylvania, poor support is under the charge of the County Director of the Poor; in Virginia, of a Superintendent of the Poor.

** In Indiana and Ohio, papers relating to real estate are recorded by a "Recorder"; in Kansas, Michigan, Minnesota, North Carolina, and Wisconsin, by a Register of Deeds.

TABLE III.

TABLE SHOWING THE NUMBER, AVERAGE AREA, AND AVERAGE POPULATION OF THE ORGANIZED COUNTIES OF THE UNITED STATES, RETURNED AS HAVING POPULATION AT THE NINTH CENSUS. [Area in square miles.]

THE "TOWN" SYSTEM.	Total number.	Average area.	Average population.	THE "COUNTY" SYSTEM.	Total number.	Average area.	Average population.
Connecticut.....	8	594	67,182	South Carolina.....	37	1,097	22,761
Maine.....	16	2,062	39,182	Tennessee.....	85	536	14,806
Massachusetts.....	14	557	104,096	Texas.....	141	1,128	5,805
New Hampshire.....	10	928	31,830				
Rhode Island.....	5	261	43,471	The System.....	1,064	1,040	11,236
Vermont.....	14	729	23,611	The System, excluding Pacific States..	978	734	11,515
The System.....	67	1,020	52,060				
				THE "COMPROMISE" SYSTEM.			
Alabama.....	65	780	15,338	Illinois.....	102	543	24,969
Arkansas.....	61	856	7,942	Indiana.....	92	367	18,268
California.....	59	3,780	71,205	Iowa.....	98	502	12,184
Delaware.....	3	797	41,672	Kansas.....	64	739	5,604
Florida.....	39	1,519	4,814	Michigan.....	71	731	16,677
Georgia.....	132	439	8,971	Minnesota.....	71	950	6,193
Kentucky.....	115	328	11,487	New Jersey.....	21	366	43,147
Louisiana.....	53	780	13,715	New York (1).....	60	783	73,046
Maryland.....	23	506	35,495	North Carolina.....	90	563	11,901
Mississippi.....	65	725	12,737	Ohio.....	82	454	30,287
Missouri.....	114	573	15,100	Pennsylvania (2).....	66	697	53,363
Nebraska.....	52	1,040	2,365	Virginia.....	99	387	12,375
Nevada.....	14	7,437	3,035	West Virginia.....	53	434	8,340
Oregon.....	22	4,331	4,133	Wisconsin.....	58	930	18,184
				The System.....	1,033	600	21,948

RECAPITULATION.

	Total number.	Average area.	Average population.
THE "TOWN" SYSTEM.....	67	1,020	52,060
THE "COUNTY" SYSTEM.....	1,064	1,040	11,236
THE "COMPROMISE" SYSTEM.....	1,033	600	21,948
THE UNITED STATES.....	2,164	829	17,613
THE UNITED STATES, EXCLUDING THE PACIFIC STATES.....	2,078	677	18,009

(1) Excluding the City and County of New York, the average population is 58,313. (2) Excluding the City and County of Philadelphia, the average population is 43,812.

TABLE IV.

TABLE SHOWING THE NUMBER AND AVERAGE AREA OF THE TOWNS, TOWNSHIPS, OR OTHER POLITICAL DIVISIONS OF THE COUNTIES OF THE UNITED STATES, SO FAR AS THE SAME CAN BE ASCERTAINED FROM THE RETURNS OF THE NINTH CENSUS, TOGETHER WITH THEIR AVERAGE POPULATION, AND ALSO THEIR AVERAGE POPULATION AFTER CITIES AND TOWNS HAVING OVER 10,000 INHABITANTS HAVE BEEN EXCLUDED.

THE "TOWN" SYSTEM.	Total number.	Average area.	Average population.	Average population, excluding cities and towns having over 10,000 inhabitants.	THE "COUNTY" SYSTEM.	Total number.	Average area.	Average population.	Average population, excluding cities and towns having over 10,000 inhabitants.
Connecticut.....	164	29	3,277	3,277	Tennessee.....	7,282	36	982	931
Maine (1) (2).....	412	30	1,352	1,352	Texas.....	795	226	7,161	1,121
Massachusetts.....	595	23	4,318	2,348					
New Hampshire (2).....	231	39	1,338	1,193	The System.....	6,961	79	1,301	1,255
Rhode Island.....	36	36	6,038	3,075					
Vermont (2).....	245	42	1,360	1,301	THE "COMPROMISE" SYSTEM.				
The System.....	1,424	34	2,450	1,700	Illinois (7).....	1,545	36	1,641	1,387
					Indiana.....	913	24	1,603	1,546
					Iowa (8).....	2,187	45	1,065	932
					Kansas (6).....	353	104	7,029	682
					Michigan (8).....	859	60	1,379	1,213
					Minnesota (10).....	662	79	661	676
					New Jersey.....	228	37	3,974	2,663
					New York.....	942	50	4,653	2,642
					North Carolina.....	809	63	1,324	1,308
					Ohio.....	1,357	39	1,664	1,620
					Pennsylvania.....	1,452	32	2,426	1,727
					Virginia (8).....	435	88	2,317	2,310
					West Virginia.....	318	73	1,412	1,255
					Wisconsin.....	730	69	1,352	1,223
					The System.....	11,915	59	1,923	1,504

RECAPITULATION.

	Total number.	Average area.	Average population.	Average population, excluding cities and towns having over 10,000 inhabitants.
THE "TOWN" SYSTEM.....	1,424	34	2,450	1,700
THE "COUNTY" SYSTEM.....	6,961	79	1,301	1,255
THE "COMPROMISE" SYSTEM.....	11,915	59	1,923	1,504
	20,300	69	1,695	1,433

(1) The average area is estimated. (2) Only organized towns included in computations. (3) Militia Districts of twenty Counties estimated. (4) Wards of four parishes estimated. (5) Townships of one County estimated. (6) Townships of three Counties estimated. (7) Since 1870, all townships in this State have been abolished. (8) Townships of the twenty-six unorganized Counties estimated from the returns of precincts or land survey townships of those Counties. (9) Townships of two Counties estimated. (10) Townships of twelve Counties estimated. (11) Townships of nineteen Counties estimated.