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THE SUPERINTENDENTS AND THE ISSUES

1891 - 1943

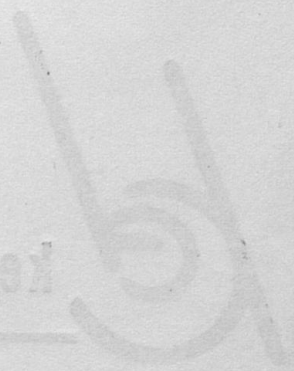
FRED ALLEN ENGLE, JR.

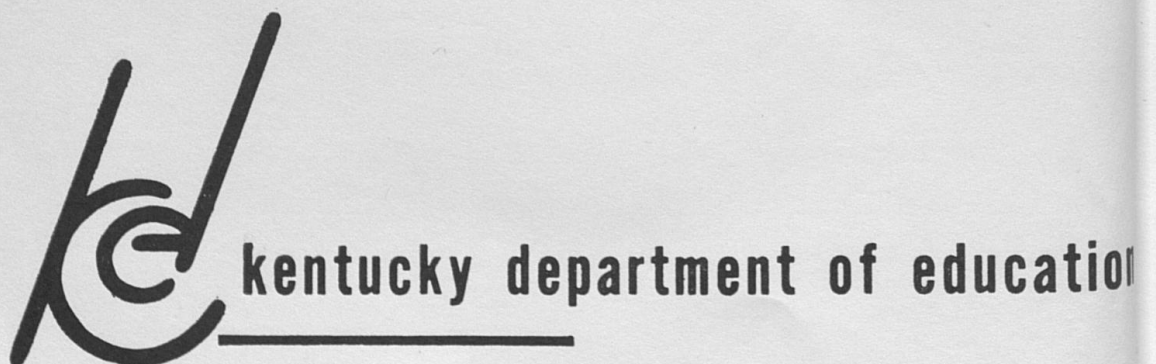
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kentucky department of education

THE DEPARTMENT AND THE ISSUES
1901-1903

Kentucky Department of Education





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**THE SUPERINTENDENTS AND THE ISSUES
1891—1943**

Published by

DEPARTMENT OF EDUCATION

WENDELL P. HOLLIS

Superintendent of Public Instruction

ation

NO. 3

MARCH, 1943

VOL. XXXVI

Cost of printing paid from state funds.

THE SUPERINTENDENTS AND THE ISSUES
1961-1963

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THE SUPERINTENDENTS AND THE ISSUES:

**A Study of
the Superintendents
of Public Instruction
in Kentucky**

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the Superintendents
of Public Instruction
in Kentucky

NOTES BY THE
AUTHOR
OF THE STUDY

1921
MARCH, 1921
THE UNIVERSITY OF CHICAGO PRESS

FOREWORD

It is well to remember that professional education in Kentucky has both a warp and a woof. As cloth has both a vertical and horizontal strand so does Kentucky education have interlaced strands, some variable and some constant.

The variables of schools administration have been so stressed in the last decade that it seems fitting and in order to take a look at some of the constants.

Dr. Engle has identified both the variables and constants of early school administration but the focus of his inquiry is on the constants. He has identified and compared efforts of the State Superintendents from 1891-1943 with the state administration of today, and focused on certain issues which have remained constant in administering an educational program for Kentucky public schools.

This is a past and present study of educational enterprise in Kentucky and the factors which give it unique character and configuration.

The usefulness of this book is not limited, however, to general understanding of the state education program as such. Beyond that, state administrators will find much to reflect upon in guiding the choices which must be made in giving direction to schools of today and tomorrow.

The department is grateful to Dr. Engle for this contribution to its series of monthly educational publications.

Sam Alexander
Deputy Superintendent
of Public Instruction

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Dedicated to my father, Dr. Fred Allen Engle, Sr. Professor of Education, Eastern Kentucky State College, 1928-1963. Educator, christian gentleman and a friend to many.

THE AUTHOR

PREFACE

The purpose of this publication is to provide an accurate, documented history of the Office of Superintendent of Public Instruction of the Commonwealth of Kentucky, and the respective office holders, from 1891 to 1943. An examination is made of the Office, the State Department of Education, and the fourteen Superintendents—with special emphasis upon the roles and performances of the respective office holders. The focus has been upon the educational issues faced by the Superintendents and the action or inaction taken by them.

Primary sources for the study include the Superintendents' *Biennial Reports*, selected newspapers of the day, *Kentucky Statutes* as they deal with education, certain pertinent court decisions, and reports of various Educational Commissions.

Secondary sources include histories of Kentucky by Thomas Crittenden Cherry, Thomas D. Clark and Joseph O. Van Hook; histories of the University of Kentucky by James F. Hopkins, Helen Deiss Irvin, and Charles Gano Talbert; a history of the Kentucky Education Association by Porter H. Hopkins; *History of Higher Education in Kentucky* by Alvin Fayette Lewis; *A History of Public Education in Kentucky* by Moses Edward Ligon; *The Gates Open Slowly* by Frank L. McVey; various educational bulletins; and several books and dissertations on specific subjects as listed in the bibliography.

In addition, a review of literature revealed three basic books: Barksdadle Hamlett's *History of Education in Kentucky*, published in 1914; H. W. Peters' *History of Education in Kentucky, 1915-1940*; and *History of Education in Kentucky, 1939-64*, by Wendell P. Butler. These books provide useful source material, but their probings have left untouched some important dimensions.

The period of study chosen coincides with the new *Constitution* of Kentucky and ends in modern times—in the early years of World War II.

Fred Allen Engle, Jr.
March, 1968

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Fred Allen Davis, Jr.
March, 1962

TABLE OF CONTENTS

	Page
FOREWORD	vii
PREFACE	ix
PART I. HISTORICAL PERSPECTIVES	
Chapter	
I. HISTORICAL BACKGROUND	3
II. THE CONSTITUTIONAL CONVENTION OF 1890-91 AND ITS RESULTS	9
III. A BACKWARD GLANCE	15
The Origin of the Office	
The Nineteenth Century	
PART II. THE OFFICE, THE MAN, AND THE EXTERNAL FORCES	
IV. THE OFFICE, THE DEPARTMENT, AND THE STATE BOARD	19
Conditions in 1890	
Recommendations	
Changes Made	
Special Divisions	
Supervision	
Inspection	
Special Education	
Transportation	
Research	
School Libraries	
In Summary	
V. THE FOURTEEN SUPERINTENDENTS AND THEIR PHILOSOPHIES OF EDUCATION	42
Ed. Porter Thompson (1891-1895)	
William Jefferson Davidson (1895-1899)	
H. V. McChesney (1899-1903)	
James Henry Fuqua (1903-1907)	
John Grant Crabbe (1907-1910)	
Ellsworth Regenstein (1910-1911)	
Barksdale Hamlett (1911-1915)	

TABLE OF CONTENTS—Continued

Chapter	Page
Virgil O. Gilbert (1915-1919)	
George Colvin (1919-1923)	
McHenry Rhoads (1923-1927)	
William Cecelius Bell (1927-1931)	
James H. Richmond (1931-1935)	
Harry Webster Peters (1935-1939)	
John W. Brooker (1939-1943)	
The Superintendents' Philosophies	
 VI. EXTERNAL FORCES INFLUENCING THE EDUCATIONAL ISSUES	57
The Governors	
The Educational Legislature	
Textbooks, Taxes, and Superintendents	
More Aid	
Free Textbooks	
The 1930's	
The Kentucky Education Association (K.E.A.)	
Committee of Ten	
Legislative Committees	
Codification	
Equal Opportunity	
Textbooks	
A Special Study	
Educational Commissions	
1908	
1920	
1932	
Kentucky Illiteracy Commission	
 PART III. ISSUES AND ACTION	
 VII. GENERAL ISSUES DEALT WITH BY THE SUPERINTENDENTS	70
Public Support	
Graduation Exercises	
Whirlwind Campaigns	
Favoritism	
County Administration	

TABLE OF CONTENTS—Continued

Page	Chapter
	- Early Changes - The County Board Bill - The 1910's - The County Administration Law - County Superintendents - New School Code - A Brief Review
57	- Financing - School Fund and Tax Levy - Equalization - Census Padding - The School Term - Teachers' Salaries - Certification - The Question Peddler - Textbooks - Selection - Free Textbooks - Attendance - Grading Schools - Teacher Training - The Reading Circle - The Improvement League - The Institutes - Normal Schools - School Buildings - Teacher Security - Consolidation - Recodification - Vocational Education - Negro Education - Long-Range Planning
70	VIII. AN ANALYSIS OF THE EIGHT KEY ISSUES 143 - The Issues - County Administration - Financing - Textbooks

TABLE OF CONTENTS—Continued

Chapter		Page
	Certification	
	Teacher Education	
	Reorganization of the State Department	
	Vocational Education	
	Teacher Security	
	In Summary	
IX.	OUTSTANDING PERIODS OF ACTION ON THE KEY ISSUES	149
	The Educational Legislature	
	Educational Commissions	
	New School Code	
X.	EVALUATION	160
	Comparison with Other Systems	
	Comparison with an Ideal System	
	Achievements of the Fourteen Superintendents	
	APPENDICES	171
	Appendix A	
	Appendix B	
	Appendix C	
	BIBLIOGRAPHY	183

Part I. Historical Perspectives

Part I - Historical Perspectives

CHAPTER I

HISTORICAL BACKGROUND

The Gay Nineties. The Good Old Days. The Progressive Era. The Muckraking Era. These are some of the labels applied to the era at the end of the Nineteenth Century. It was a transitional period—one of rapid change in almost every walk of life. In particular, the rapid growth of cities brought a challenge to agriculture from industry.

The conflicts of the industrial age became particularly apparent during the 1890's. Farmers became restless because of falling prices, mounting debts and farm tenancy and turned to the Greenback party and later to the Farmer's Alliance and the Populist party. Silver became an issue and in 1896 William Jennings Bryan sounded the call to arms with his Cross of Gold speech. Kentucky farmers were at the fore in all of these movements and added another—the Nightriders, who fought the tobacco trust and sought higher prices for Kentucky tobacco.

In 1886, the Apaches of the Southwest capitulated and the long armed contest between the European and the Indian for possession of the American continent came to an end. At about the same time, the Western frontier was inundated by westward expansion and faded into the history books, leaving historians like Turner and Beard to ponder its significance. Overseas expansion became American policy, reaching its peak in 1898 with the Spanish-American War. The Open Door Policy and the Boxer Rebellion in China were part of this period also.

In the business world, the Sherman Anti-Trust Act of 1890 brought a shift from the trustee device to the holding company as a form of consolidation and J. P. Morgan led in the formation of the greatest corporation in history—The United States Steel Corporation. Railroads grew rapidly and the automobile and the airplane entered the American scene. The working people were beginning to become restless and strikes were violent. The years from 1898 to 1904 were probably the most successful which the American Federation of Labor ever experienced. Its membership grew from 10,000 in 1890 to 1,676,000 by 1904. This work force

was augmented by the millions of new immigrants who flooded the country during the '90's.

The years from 1890 to 1915 have been called the Progressive Period. Four conditions demanded reform—the breakdown of the moral code in business, the stifling of competition by monopolies, corrupt politics, and the concentration of wealth in the hands of a few. Criticism of the existing order was voiced by the intellectuals, the muckrakers, the labor unions, and the radicals. To succeed, the progressive movement had to enter the realm of politics. President Theodore Roosevelt was at the front of the progressive movement. His program was fourfold—trust “busting,” regulating the railroads, conservation, and health measures. Taft and Wilson continued the progressive trend. The period from 1896-1915 is called agriculture's golden era. Technological improvements in soil, plants and machinery brought rising production and income.

Following America's participation in the First World War and the subsequent cry for “normalcy,” Warren Harding ran on the normalcy platform and won. A brief recession in 1921 was followed by a period of prosperity. This in turn came tumbling down with the 1929 Great Depression, which ushered in the New Deal and its many changes in American life. World War II brought to a close the era of the New Deal and the Depression and America embarked upon a new venture.¹

During the 1891-1943 period, education was moving forward in America. The influence of such men as Pestalozzi, Froebel, Francis W. Parker, G. Stanley Hall, John Dewey and Edward Thorndike was felt. In 1893 one of the major recommendations of the Committee of Ten was that the secondary-school curriculum be planned for a small proportion of the country's children who were able to profit by an education beyond high school. In 1890 summer schools for teacher training were begun at Wisconsin, Indiana, and Cornell. Education during the progressive period might be summarized as emphasizing individual differences, democracy, interest, object lessons, and teachers' colleges.

Four major orientations were among those which claimed the American educator between the two World Wars: religion, philoso-

¹The above information may be documented by reference to any of the basic American history books.

phy, psychology, and organized knowledge. The religious question was fourfold: the debate on whether secular morality could be taught, the clash of Protestants and Roman Catholics, the problems of Bible reading and prayer in schools, and the issue of the teaching of evolution. Major conflicting philosophies were realism, idealism, humanism, and experimentalism. The clusters of psychological thought which swept America were the dominant connectionism, behaviorism, rising field psychology including Gestalt, the depth psychology including psychoanalysis, and social psychology.

Staggered by the sheer weight and mass of knowledge, educators were faced with four basic problems in this field: the quarrel between specialization and general knowledge; the question of whether knowledge is valuable for its own sake, or for its usefulness; the problem of objectivity vs. involvement; and whether knowledge should be confined to the few or widely disseminated among the many. At the end of the 1930's, the answers seemed to be more general education, knowledge for its usefulness, involvement, and widened educational opportunity.

Kentucky's educational progress from 1890 to 1943 was interwoven with the cultural, social and economic events of this era as well as related to the national educational movements. This was a progressive era, a time of enlightenment in America. In society, there was a movement to the new and to more freedom and this was paralleled in the educational movement in Kentucky. Learning by doing and a less rigid, more free school life were signs of the times. Along with the improvement of living conditions came improvement of school conditions. Neither society, nor school was content with the past. In Kentucky, from 1904 to 1910, great steps forward were taken in education—the school term was lengthened, two Normal Schools were established, the county board and uniform textbook laws were passed, and an educational commission was formed.

Urbanization, centralization and consolidation found their counterpart in Kentucky in the move away from the local trustee to the county board of education. Along with new inventions and technological improvements on the national level, we find better buildings and equipment in Kentucky schools. Expanding knowledge in science and other fields led to a widening of curriculum. The Agricultural and Mechanical College expanded its curriculum

offerings, the common school term was extended, Normal Schools and high schools were established, and more and better higher-education facilities were provided.

As women moved into business on the national scene, women in Kentucky were given the right to vote in school elections, and the Kentucky Federation of Women's Clubs played a leading role in the struggle for better education. This was the heyday of salesmanship in business and the success of this movement may well have led the Superintendents to take it up—McChesney for graduation exercises and Crabbe for the Whirlwind Campaigns.

In a period when the tendency was to band together, the Farmers Alliance and the American Federation of Labor had their counterpart in the Kentucky Education Association. The scientific method swept business management via Frederick W. Taylor and schools via John Dewey. In Kentucky, teachers' institutes and Normal Schools were used to disseminate this new method. The rise of professional groups in other facets of society and attempts in Kentucky education to professionalize the State Board of Education and teaching went along side by side. Education as a right of every child was accepted nationally, as was the conviction that an investment in education paid big dividends. These principles were put to practical use in Kentucky via a commitment to universal education, the election of school men to the State Superintendency, and the passage of compulsory attendance laws.

The whole progressive period was a time of reform. In Kentucky the Superintendents led the fight against the playing of political favorites in teacher selection, against the question peddler and census padding, and for a new textbook law and abolition of the trustee system. The A. F. of L. pushed for national abolishment of child labor and Kentucky passed a child labor law during the "Educational Legislature" (1908). The national turn to popularly controlled government was followed by Kentucky, which placed in its *Constitution* the provision that the State Superintendent and other state officials could not succeed themselves. President Roosevelt and President Wilson provided the nation with dynamic leadership. In Kentucky, the Superintendents, particularly in the period after the turn of the century, provided leadership and pushed for improvements in the school system.

In the era between World Wars we find additional parallels. During World War I and again during World War II, the schools

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were geared to the war effort through training programs for industry. Also the taking of men to the Armed Forces led to a shortage of teachers and often to a lowering of teacher qualifications and the issuance of emergency certificates. Poor educational preparations and lack of physical fitness posed basic questions about schools. During the post-war period, Kentucky, too, settled down and moved at a slower pace. The passage of the Smith-Hughes Act in 1917 was followed in Kentucky by the establishment of a Vocational Education Division in 1918. Kentucky school attendance also benefited from the passage of the Child Labor Law in 1916.

The coming of the automobile era to America was reflected in the move to consolidation and free school transportation in Kentucky. Kentucky and her schools suffered from the fact that agriculture never recovered from the sharp 1920-21 depression. And when the 1929 depression came, Kentucky education was injured by the drop in real-estate valuation and the resultant fall in taxes. Kentucky did participate, with alacrity, in the New Deal recovery and aid programs, including the C.C.C. and the Vocational Rehabilitation Act.

The Machine Age, with its industrialization and improved business administration, was reflected in Kentucky with the strides forward in county administration, financing and budgeting, recodification of the school laws, and reorganization of the State Department of Education along functional lines. The movement from rural to urban living brought better school buildings and accelerated consolidation in Kentucky.

As a new class moved to the top in America to replace the old aristocracy, Kentucky educators accepted the concept of educating the many rather than the few. This was evident in the drives by the State Superintendents for equalization of educational opportunities. Kentucky essentially held to the traditional methods in education, but did adopt some experimentalism, based on ideas involving the whole child, general education, usefulness of information, and involvement.

A very definite correlation may be found between Kentucky and the rest of the nation in the upgrading of the teaching profession, improvement of teacher preparation, replacement of Normal Schools by Teachers Colleges, and strengthening of certifica-

tion requirements. The K.E.A. program paralleled that of the N.E.A., and the growth of special education in the United States had its counterpart in Kentucky's programs for the young, the handicapped and the adult. As Americans became more security conscious, Kentucky passed acts setting up teacher retirement and teacher tenure systems.

All in all, Kentucky's schools kept pace fairly well with those of the nation throughout much of this era. The Illiteracy Commission, Educational Commissions, Free Textbook Law, New School Code, and Teacher Retirement and Tenure Laws show the progressiveness of Kentucky education. Of course, the shortage of school funds and the defeat of equalization constituted drawbacks. It was not until World War II, however, that Kentucky really began to drop out of the race for excellent, outstanding schools. This was certainly not the fault of the State Superintendents, all of whom led the fight for improvement of the educational system of Kentucky.

This was the situation in the spring of 1890 when the delegates to the constitutional convention convened in Frankfort. Kentucky had moved through a period of transition, along with the rest of the country, from frontier days to the close of the West. She had suffered greatly in the Civil War, but had recovered. Education had passed through lean days, but some progress had been made and many thought the schools now stood on the threshold and could go forward. There was a growing public interest in the education of children. Kentucky needed better schools and it was hoped that the new *Constitution* would help. America in 1890 was on the move to greatness. Change was in the air. Kentuckians wanted Kentucky and Kentucky education to go along.

CHAPTER II

THE CONSTITUTIONAL CONVENTION OF 1890-91 AND ITS RESULT

By 1890 many people felt that the old *Constitution of 1850* was outmoded. It had been adopted when slavery was the major question, and there was no provision for amendments. The state had grown rapidly, the population had doubled, and large cities were springing up. New roads were needed and educational needs had multiplied. These changes gave the people a different outlook, but much of the old remained. Only a few houses had running water, the telephone was rarely found save in a few businesses, and a third of the population could not read. Corporations had become an important form of business organization. Farmers feared the growing power of these great enterprises and looked for ways to curb their influence. Although many attempts were made to call a constitutional convention, it was not until 1888 and 1889 when a majority of eligible voters cast affirmative votes that the Legislature could issue the call.¹

The call provided for a delegate to be elected from each of the one hundred state representative's districts. The Farmers Alliance was a potent factor in the election of delegates, since over 80 per cent of Kentucky's 1,858,000 residents were farmers or lived in small rural communities. Some of the goals of the Alliance were the abolition of the school book trust and an increased appropriation for the State Agricultural and Mechanical College, now the University of Kentucky. Nevertheless, the rising industrial movement was affecting the thinking of Kentuckians. Railroads, timber, and coal were big business.

Corporations and farming interests were arrayed against each other on that fall day in 1890. Farmer members feared the sinister influence of the corporations. The farmers were experienced at

¹A majority of those voting was gained several times before, but never until then "a majority of those entitled to vote for Representatives" as the 1850 *Constitution* specified. The same Legislature that issued the call passed the Richardson Bill, which proposed to tax railroads for public-school support.

opposing big business. The Grange had attacked railroad corporations for years and at this time the Louisville and Nashville Railroad Company was a potent factor in Kentucky politics. The corporations exercised great influence over cities and towns. Corporation property worth more than \$2,000,000 was not taxed because it served the public needs. Corporations fought hard against the attempts of farmer groups to tax them and to bring them under control by the government. The delegates elected to the convention were guided somewhat in their approach to these new commercial-age problems by federal acts such as the Sherman Anti-Trust Act, which governed combinations and restraints of trade, and the Interstate Commerce Act, which set up a commission to regulate railroads. The farmers succeeded in placing controls of big business in the *Constitution*. There are nineteen sections pertaining to railroads and commerce. A railroad commission was created and the exemption from taxation of corporate property was voided.

Other delegates sought to restrain the power of the General Assembly and many legal details and provisions were put into the *Constitution*. The building of political dynasties was forestalled by providing for more elective offices and limiting officials to a single consecutive term in office. As the Industrial Revolution roared round their heads, these Kentuckians groped for ways to deal with it.

Most of the delegates were lawyers (60). Cassius M. Clay, Jr., of Bourbon County, presided over the convention. One of Kentucky's most distinguished historians expressed the opinion that about half of the delegates were "motley" and that Kentucky would have been well served had at least fifty of these delegates remained at home.²

The convention met for the first time on September 8, 1890, on the second floor of the Old State House. It was a hot, dusty day in Frankfort. For nearly a week important people from all over the state had been arriving by train, turnpike and steamboat. The convention finally adjourned on September 28, 1891, having met for only 226 days—actually most of the work was done by April of 1891—and the document was submitted to the public.

²Thomas D. Clark, *A History of Kentucky* (New York: Prentice-Hall, Inc., 1937), p. 602. This book was revised in 1965.

There was much opposition to the new *Constitution*. The *Courier-Journal* and Editor Watterson fought hard for its rejection, calling it "confusion worse confounded." The Republican and Democratic candidates for governor supported its ratification. The public approved it on August 3, 1891.³ After public ratification, some changes in the *Constitution* were made by the convention.

The rewritten version was somewhat different from the one approved by the voters. It was reduced by nine sections; it forbade the Superintendent of Public Instruction, the Auditor, and the Clerk of the Court of Appeals to succeed themselves; it made members of the railroad commission elective rather than appointive; it dropped the confirmation of appointive state officials by the Senate, and it added a provision for local option elections on the sale of alcoholic beverages. These revisions were never submitted to the people for ratification, but were upheld by the Court of Appeals whose main argument was that to throw out the changes would bring confusion and anarchy upon the state.

After the long, hectic work of the convention an original copy of the document was written out in a fine script hand by William Randall Ramsey, the delegate from Laurel and Rockcastle counties. And on Monday, September 28, 1891, at 4:30 p.m., 96 delegates marched to the clerk's desk to sign this copy personally. On that same day, a committee of three members delivered the document to the Secretary of State, who issued a receipt for it.

But the only "original" copy of the 1891 Constitution, now on file at Frankfort in the Kentucky Historical Society at the Old Capital, is a typewritten document apparently copied from the original. For more than thirty years the signed, handwritten copy of our present Constitution has been missing.

For that matter, the original draft of Kentucky's Constitution of 1850 has also disappeared from sight. And only in 1948 were the original copies of Kentucky's first two Constitutions—1792 and 1799—secretly returned to the governor by an unnamed person who obtained the documents in an unrevealed manner.

³The exact vote is uncertain. VanHook gives it as 212,914-74,532. Joseph O. VanHook, *The Kentucky Story* (Chattanooga: Harlow Publishing Corporation, 1959). Clark and the Legislative Research Commission say the vote was 213,432-74,017.

Perhaps some day our present Constitution will be returned in a similar fashion. Or it may turn up in a musty pile of long-forgotten papers. It may have been destroyed. At some point it was apparently stolen by a collector of historical documents—or, to use the words of a writer who has explored the mystery of the missing Constitution, it may have been “rescued from imminent destruction.” In any case, the government of Kentucky continues to operate, unhampered by the fact that we have only a “carbon copy” of our basic law.⁴

What was embodied in the new *Constitution*? With a few changes it copied the Bill of Rights of 1792. Delegates tried to foresee the future needs of the government and provide for them. Railroads, commerce, and corporations were closely regulated. Bonded indebtedness was circumscribed. No more than two amendments at a time might be submitted to the public. The Australian (secret) ballot was adopted. Kentucky was officially designated as a commonwealth, not a state.

Several sections of the new *Constitution* deal with education. Section 183 states that “The General Assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the state.” Other sections deal with the distribution of the public school fund among districts, the maintenance of separate schools for whites and Negroes, and the prohibition of the use of educational funds to support parochial schools. Section 184 almost prohibits the use of funds for high schools and colleges by requiring that funds for any but the common grade schools may not be raised without the approval of the voter. This was inserted because of the pressure of private, church-related colleges. Section 186 provided that “each county in the Commonwealth shall be entitled to its proportion of the school fund on its census of pupil children for each school year . . .,” but this was later changed.

Even though given a mandate to provide an efficient system of schools, the General Assembly on its own initiative, without a referendum, did not levy a dollar of taxes in support of the public schools until thirteen years later, in 1904. It was not until 1908 that it became mandatory upon counties to establish schools and to levy local taxes for their support.

⁴Kentucky Legislative Research Commission, *The Constitution of Kentucky* (4th ed.; Frankfort, 1961), pp. xx-xxi.

The education sections of the *Constitution* are:

#183. General Assembly to provide for school system. The General Assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the State.

#184. Common School Fund; what constitutes; use; vote on tax for education other than in common schools. The bond of the Commonwealth issued in favor of the Board of Education for the sum of one million three hundred and twenty-seven thousand dollars shall constitute one bond of the Commonwealth in favor of the Board of Education, and this bond and the seventy-three thousand five hundred dollars of the stock in the Bank of Kentucky, held by the Board of Education, and its proceeds, shall be held inviolate for the purpose of sustaining the system of common schools. The interest and dividends of said fund, together with any sum which may be produced by taxation or otherwise for purposes of Common school education, shall be appropriated to the common schools, and to no other purpose. No sum shall be raised or collected for education other than in common schools until the question of taxation is submitted to the legal voters, and the majority of the votes cast at said election shall be in favor of such taxation: Provided, the tax now imposed for educational purposes, and for the endowment and maintenance of the Agricultural and Mechanical College, shall remain until changed by law.

#185. Interest on school fund; investment. The General Assembly shall make provision, by law, for the payment of the interest of said school fund, and may provide for the sale of the stock in the Bank of Kentucky; and in case of a sale of all or any part of said stock, the proceeds of sale shall be invested by the Sinking Fund Commission in other good interest-bearing stocks or bonds, which shall be subject to sale and reinvestment, from time to time, in like manner, and with the same restrictions, as provided with reference to the sale of the said stock in the Bank of Kentucky.

#186. Distribution and use of school fund. All funds accruing to the school fund shall be used for the maintenance of the public schools of the Commonwealth, and for no other purpose, and the General Assembly shall by general law prescribe the manner of the distribution of the public school fund among the school districts and its use for public school purposes. (As amended by 1952, c. 89, which was ratified by the voters at the November election, 1953.)

#187. White and colored to share fund without distinction; separate schools. In distributing the school fund no distinction shall be made on account of race or color, and separate schools for white and colored children shall be maintained.

#188. Refund of Federal direct tax part of school fund; irredeemable bond. So much of any moneys as may be received by the Commonwealth from the United States under the recent act of Congress refunding the direct tax shall become a part of the school fund, and be held as provided in section 184; but the General Assembly may authorize the use, by the Commonwealth, of moneys so received or any part thereof, in which event a bond shall be executed to the Board of Education for the amount so used, which bond shall be held on the same terms and conditions, and subject to the provisions of section 184, concerning the bond therein referred to.

#189. School money not to be used for church, sectarian or denominational school. No portion of any fund or tax now existing, or that may hereafter be raised or levied for educational purposes, shall be appropriated to, or used by, or in aid of, any church, sectarian or denominational school.⁵

These were largely revisions of sections left out of the *Constitution of 1850* after a bitter fight. Thus the old concepts were finally accepted.

⁵*Ibid.*, pp. 29-30.

CHAPTER III

A BACKWARD GLANCE

The Origin of the Office

Although Kentucky had schools of a sort from the earliest settlement it was not until the late 1830's that a state system of education was organized. The campaign to secure funds to set up a state educational program began in 1821 when the General Assembly passed resolutions calling upon the United States government to allow Kentucky her equitable proportion of the public lands for the purpose of education. On June 23, 1836, Congress did pass an act distributing among the several states a large sum of money, which had accumulated in the Treasury, because of immense sales of public lands. Kentucky's share was \$1,433,757.¹

By the *Act of February 23, 1837*, the General Assembly set aside \$1,000,000 of this amount as the basis of a permanent school fund.² On February 16, 1838, a law was passed in Kentucky establishing a system of common schools. Included in the act were sections on the School Fund, the State Board of Education, the Superintendent of Public Instruction, School Districts, School Commissioners, School Trustees, Teachers' Examination, and School Age. The State Board was to consist of the Attorney General, the Secretary of State, and the Superintendent of Public Instruction. The Superintendent was to be appointed for two years by the Governor, confirmed by the Senate, and receive a salary of \$1,000 per year.³

Four days after the law was passed which created the Office, the Governor appointed the Rev. Joseph J. Bullock as the first State Superintendent of Public Instruction. He took office immediately and submitted his first annual report to the Legislature on January 3, 1839. In this report Supt. Bullock discussed the newly established

¹Barksdale Hamlett, *History of Education in Kentucky* (Frankfort: Kentucky Department of Education, 1914), p. 7.

²Kentucky, *Acts of 1837*, p. 321. Since all of the *Acts, House Bills, Senate Bills* and *Session Acts* cited are Kentucky laws, the state will be omitted in future footnotes.

³*Acts of 1837-8*, p. 274.

system, the need for Normal Schools, the School Fund, the object of the common school and the Office of State Superintendent. About the Superintendent's Office, Bullock said:

It is all important to have in this office a man of talent, energy and character and one who will devote his entire energies to the cause. It should be the duty of the Superintendent to visit every part of the State, to hold conventions of the friends of Common Schools in every county; to enlighten and arouse the public mind; to see in person as far as practical, the commissioner and to interest them in the cause.⁴

Supt. Bullock then set forth to create public sentiment in favor of the new system of public schools.⁵

The first State Board of Education was organized March 1, 1838, and its first acts were to determine its common seal and to order 1,000 copies of the new law to be distributed to the School Commissioners. By law the State Board was responsible for appointing five commissioners in each county—in fact the Superintendent carried out the duty.⁶

Thus the Office of State Superintendent of Public Instruction and the State Board of Education were originated.

The Nineteenth Century

A summary of the high points in Kentucky's educational history during the first ninety years of the Nineteenth Century will provide the groundwork for the detailed study of the period thereafter.

Kentucky had a worthy social heritage, but, being plunged into statehood so soon after its settlement, its provisions for schools were late in coming and the growth was likewise slow. On December 18, 1821, the State Legislature set aside the net proceeds of profits derived from the Bank of Kentucky as a "literary fund," the income of which was to establish a general school system. However, this fund was juggled back and forth and the income often was not applied to education. On November 7, 1833, an educational convention at Lexington organized a Common School Society. The 1838

⁴*Annual Report*, 1839 (Frankfort: State of Kentucky), as cited by Hamlett, *op. cit.*, p. 19

⁵Hamlett, *op. cit.*, pp. 16-19.

⁶*Ibid.*, pp. 16-17.

organization of a state school system has already been discussed. In 1849, public education was for the first time recognized in the state *Constitution*.

Supt. R. J. Breckinridge (1847-53) is regarded by many as the real founder of Kentucky's system of common schools. Breckinridge advocated free public schools and got the Legislature to accept the obligation for the School Fund and pass a school tax. This was a long way from 1845 when the state government forced the Superintendent to deliver to it the state's bond obligations to the School Fund—whereupon the state burned the bonds. When the third constitutional convention met in 1849, Supt. Breckinridge succeeded in having provisions passed which prohibited the Legislature from appropriating any part of the school fund for other purposes, which provided that the state accepted responsibility for maintaining a system of common schools, and which made the position of State Superintendent elective, not appointive. Breckinridge became the first elected Superintendent. He unsuccessfully asked the Legislature for free secondary schools and colleges, for a distribution of state funds among counties on the basis of enrollment, and for a state normal school. He did convince that body to transfer the adoption of textbooks from parents to the State Board of Education and to set up a county-wide examination of teachers.

This was the era of sectarian schools. Teacher-training institutions were opened across the state. In 1860 Kentucky had 4,507 common schools, 230,446 pupils and 4,646 teachers. Also in operation were 223 academies, seminaries, and private grammar schools with 639 teachers. The academies harked back to the 1798 act that gave 6,000 acres of public land to endow four new academies. Twenty colleges and professional schools were attended by 2,485 students.⁷ The state had schools in every county and the School Fund was over \$2,000,000. Public schools were free of tuition.

The Civil War almost wrecked Kentucky's school system. Leaders of the forward movement in education fell out over political differences about the rebellion. With the leaders at odds, the people lost interest. Gambling, fines and a dog tax were considered by a secession-torn Legislature as enough financing from 1861 to 1867. Supt. Z. F. Smith stirred the people and the Legislature anew and schools began to move forward again during his term of office (1867-

⁷Van Hook, *op. cit.*, p. 244.

1871). In 1869 the Legislature allowed Louisville to elect a commissioner of education and the people of Kentucky to vote on raising the school property tax. State Superintendents from 1865 to 1890 stressed the need for improved texts and schoolhouses and for better trained teachers. In line with this latter need, a system of county normal schools was organized, operating from two to six weeks in the county seats. In 1870 legal implementation was given to the system set up in 1838. In addition to the 1869 vote, Kentuckians also approved an increased school tax in 1882. Even so, in 1895 the school apportionment was only \$2.80 per child compared to \$1.90 in 1875.

In the curriculum field the State Superintendents were often busy trying to find textbooks that satisfied teachers and parents rather than trying to offer the best arrangement of courses to meet the needs of the pupils. Funds for Negro schools were approved in 1866 and in 1875 a special act regulating Negro schools was passed. The Kentucky Education Association has its roots in the teachers' meetings which were held as early as 1829. In 1874 Supt. H.A.M. Henderson helped organize the Society for the Advancement of Education in Kentucky.

In higher education, Kentucky benefited from the Morrill Act of 1862, even though the state only received \$165,000 from the sale of her 300,000 acres of public land. In 1865 Kentucky University was moved from Harrodsburg to Lexington and merged with Transylvania, until arguments over administration led to a split. In 1880 Kentucky State College was begun on the grounds of the Lexington City Park. Prior to the passage of the Hatch Act, the Agricultural and Mechanical College established an agricultural experiment station and thus was a step ahead of the 1887 act which provided for the establishment of such stations in all states and territories. In 1873 Central University was opened by the Presbyterians in Richmond and in 1887 Morehead Normal School began under the guidance of Mrs. Phoebe Button and the support of the Kentucky Christian Missionary Society and the Christian Women's Board of Missions. In 1889 the Kentucky Normal School for Colored Persons opened its doors in Frankfort.

This was the foundation upon which the later Superintendents built. Because of its many weaknesses, the work was difficult and the road to success was long.

*Part II. The Office, The Man,
And The External Forces*

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Part II. The Office. The Man.
And The Personal Power

CHAPTER IV

THE OFFICE, THE DEPARTMENT, AND THE STATE BOARD

Conditions in 1890

The Office of Superintendent of Public Instruction is provided for by *The Kentucky Constitution*. The Superintendent is elected by popular vote and there is no educational qualification for the office. From 1859 to 1891, none of the men elected to this position were directly connected with the public school system. Most of them were preachers, the tendency being to consider ministers of the Gospel as the most cultured and educated men in the state. The election of Ed. Porter Thompson broke this tradition. In 1890 the chief duties of the Superintendent were:

1. to serve as president of the State Board of Education,
2. to report biennially the condition of the school system,
3. to prepare suitable forms upon which subordinate officials should report,
4. to apportion the money to the several counties,
5. to visit annually a number of the counties and deliver addresses on education,
6. to appoint commissioners for each county,
7. to keep a record of the proceedings of the State Board of Education,
8. to report to the Auditor the financial condition of the school system,
9. under an 1864 law, to keep his office in the Capitol,
10. under an 1870 law, to devote his whole time to the duties of his office,
11. to publish and distribute the laws of the state pertaining to the schools,
12. to receive gifts and bequests made to the state, and
13. under the law of 1884, to appoint two professional educators, who with himself should constitute the State Board of Examiners.

In the Thompson period, the State Superintendent's salary was \$2,500 per year.¹

In 1890 the work of the Kentucky Department of Education consisted mainly of gathering, compiling, and publishing statistics and reports; preparing forms; publishing school laws; and apportioning income from the State School Fund. The Department was very small. In 1891, Supt. Thompson listed a first clerk, a first assistant clerk, and a special clerk; in 1893 he showed the departmental organization to consist of a first clerk, a stenographer and a type-writer.²

The State Board of Education was organized in 1838 to consist of the State Superintendent of Public Instruction, the Attorney General, and the Secretary of State. The Board was unchanged in 1890 and although the Superintendents recommended changes, these three state officials continued to make up the Board until 1934.

Recommendations

The State Superintendents often recommended that the Office of Superintendent of Public Instruction should be appointive rather than elective, but this recommendation was always turned down. The people of Kentucky have tended to want to keep as many of the state offices elective as possible. However, because of the tendency of newly elected Superintendents, or their staffs, to continue the policy and practice of the old and to retain the professional personnel of their predecessors, a great deal of continuity has existed in the Department.

Supt. Crabbe recommended to the General Assembly that the Superintendent's salary be largely increased so that a higher type person would seek that state office.³ Supt. Hamlett believed that the State Superintendency had in years past been a kind of stepping-stone for younger men or an honorable closing of a career for older

¹Moses Edward Ligon, *A History of Public Education in Kentucky* (Lexington: University of Kentucky Press, 1942), pp. 120-121. The legal duties of the Superintendent of Public Instruction may be found in Kentucky, *Revised Statutes* (1965), c. 156 (cited hereafter as K.R.S.). Duties as of the turn of the century may be found in Kentucky, *Statutes* (1902), c. 160, sec. 22-36 (cited hereafter as K.S.). The minimum constitutional age is 30 (Sect. 91).

²*Biennial Report of the Superintendent of Public Instruction of Kentucky* July 1, 1887-June 30, 1891 (Frankfort: State of Kentucky), p. 152 (cited hereafter as *Report*, 1887-1891), and *Report*, 1891-1893, p. 657.

³*Report*, 1907-1909, p. 73.

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ones. He felt it should rather be made attractive to school men at their peak. He suggested a return to the old system used from 1838 to 1895 of allowing the Superintendent to succeed himself, if successful at his task. He believed that the new *Constitution*, passed just after a great defalcation in the Treasurer's office, erred in considering the State Superintendency as an office with vast political power and patronage. He did not favor making the Office appointive by the State Board, believing that the Office should remain a constitutional elective one.⁴

Supt. Gilbert suggested that the state *Constitution* be amended to make the State Superintendent of Public Instruction eligible to succeed himself and to allow him to campaign without party affiliation and be elected on a date different from that on which other state elections were held. Supt. Colvin managed to get a constitutional amendment placed before the people to remove the Office of Superintendent from the *Constitution* and thereby make it under the control of the General Assembly. The amendment lost in a 1921 vote.⁵

Supt. Crabbe wanted a lot of changes made in the State Department of Education. He requested a larger office staff, the appointment of two inspectors to safeguard the School Fund and supervise the schools, and he recommended that the School Improvement Leagues be affiliated with the Department and a small appropriation be made.⁶

Supt. Hamlett recommended a statistician in the Department to provide information on the School Fund, a school architect to aid the local boards of education with their building programs, and a person under the Department to work with the School Improvement Leagues and Parent-Teacher Associations. Mrs. Charles P. Weaver of Louisville had done excellent work with the improvement leagues, but her salary had been provided by the defunct Southern Education Board and the Federation of Women's Clubs of Kentucky. Since funds were no longer available, she was not able to continue this vital work. Hamlett also recommended the approval of the position of Assistant Superintendent of Public Instruction, the person to aid with the new inspection work and perform other duties in the grow-

⁴*Report*, 1913-1915, pp. xix-xxv.

⁵*Report*, 1917-1919, p. xi; 1919-1921, pp. 9-10.

⁶*Report*, 1907-1909, pp. 73-74.

ing Department.⁷ Hamlett's recommendations that the Department be reorganized on the basis of service bore fruit in later years.

During the Gilbert administration a plea went out for more office help, beyond the five clerks and five stenographers previously employed. Even these employees had to be let go when the Auditor refused to pay anyone but the Superintendent and five clerks, and his decision was upheld by the Court of Appeals. Fortunately, the Superintendent was able to have a law passed at the next legislature providing for the legal expansion of personnel in the Department. Supt. Gilbert also recommended a reorganization of the State Department of Education with the following personnel: an assistant Superintendent, an expert statistician, a first clerk, a certification clerk, a shipping clerk, five stenographers, and two inspectors.⁸

The 1920 Legislature opened with Supt. Gilbert and Supt.-elect Colvin recommending the establishment of the office of assistant Superintendent of Public Instruction with a salary of \$2,000 per year.⁹ Colvin also suggested a reorganization of the State Department of Education into seven new divisions—records, accounts, schoolhouse plans, teachers' certificates, supervision, agricultural and industrial education, and health and physical education.¹⁰

Supt. McHenry Rhoads' explanation of the law to reorganize the Department of Education was carried by the 1924 newspapers, including an account by *The Lexington Herald*.¹¹ In 1931, Supt. Bell believed that the State Department of Education was rendering a great service to the state and he bemoaned the fact that the General Assembly of 1930 had reduced the authorized budget expenditures by \$10,000 because of what he believed to be a misapprehension of the facts. Another problem faced was that the General Education Board of New York City withdrew its support for two of the three positions it had previously aided in the State Department. This board, backed by Rockefeller money, had made funds available to aid Kentucky education in special areas. Bell called upon the General Assembly to give enough financial support to enable the Department to take over the work lost through the withdrawal of the New York money—in supervision, research and libraries.¹²

⁷Report, 1913-1915, pp. XXIV-XXVI.

⁸Report, 1915-1917, pp. vii, xiv-xxiii, pp. ix, xxi.

⁹Louisville *Courier-Journal*, January 3, 1920.

¹⁰Report, 1919-1921, p. 52; 1921-1923, p. 7.

¹¹*The Lexington Herald*, February 9, 1924.

¹²Report, 1929-1931, pp. 34-35.

The New School Code increased the work of the Department and Supt. Richmond, in 1935, called for more money. He also recommended a reorganization of the Department, which was authorized. Supt. Peters, in 1939, recommended that provision be made whereby the State Department of Education could render services in special fields—curriculum development, elementary education, health and physical education, public school music, and public relations. Supt. Brooker, in 1943, called for sufficient appropriations to the Department to enable it to function effectively in carrying out the services authorized by law.¹³

In regard to the State Board of Education, Supt. Crabbe wanted the Board made a professional body with specific duties and powers instead of remaining an *ex-officio* board. Most of the Superintendents made similar recommendations. Supt. Colvin, in 1923, wanted a lay State Board without the political overtones of the old one. Supt. Rhoads called for a bipartisan Board. Supt. Richmond, in 1932, asked for a New School Code that would encompass a new Board. Supt. Peters, in 1939, called for a change in the existing laws which allowed the Governor to remove at will any officer appointed by him for any reason deemed sufficient to him. Peters thought this might lead to domination of education for political purposes through control of the State Board of Education and boards for institutions of higher learning. In 1943, Supt. Brooker called for the enactment of legislation to provide for the security or tenure of members of the State Board of Education and the governing bodies of other state institutions of higher learning.¹⁴

Changes Made

No basic change was made in the Office of the State Superintendent of Public Instruction during the half century studied. During this time the State Superintendent was elected by popular vote, could not succeed himself, and there were no educational qualifications. In 1920, Supt. Colvin was able to get passed by the Legisla-

¹³*Report*, 1933-1935, p. 37; 1937-1939, pp. 58-59; 1941-1943, p. 553. A concise listing of the Superintendents' recommendations from Gilbert through Brooker may be found in Harry W. Peters, *History of Education in Kentucky 1915-1940* (Frankfort: Department of Education, 1940), pp. 17, 32, 33, 49-50, 103-108, 123, 124, 137-138.

¹⁴*Report*, 1907-1909, p. 73; 1921-1923, p. 7; 1925-1927, pp. 8-9; 1933-1935, p. 37; 1935-1937, p. 50; 1941-1943, p. 553.

ture an amendment to the *Constitution* to allow the State Superintendent to be appointed in a method to be devised by the General Assembly. However, this amendment lost by popular vote in the November 1921 election.¹⁵

The *Reports* issued by the State Superintendents have varied over the years. Some are thick volumes, others are thin. For example, in the 1919-1921 *Report* there were no reports from the State Supported Institutions, Supervisors, Bureaus, Commissions, or local superintendents—as had been the case in earlier volumes. In 1921-1923 the Supervisors were back and in 1923-1925 the reports from all State Supported Institutions were back in. After the reorganization of the Department in 1924 the Superintendent's *Reports* naturally reflected this with sections on the Divisions as listed by the 1924 law. For some reason, after about 1929 the Superintendents said very little about new school laws passed as part of their *Reports*. They did, of course, by law, publish a volume on Kentucky School Laws.

In 1904 a law was passed to pay the travel expenses for the State Superintendent.¹⁶ In the 1924 reorganization the law listed the duties of the Superintendent.¹⁷ In 1933 the Assistant Superintendent of Public Instruction issued his first report via the Superintendent's *Biennial Report*. He listed his duties as general charge of the office, conducting the general correspondence of the Department, serving as a clearing house for information on school laws, working with budgets and salary schedules of various school units, acting in the absence of the Superintendent of Public Instruction, and field work.¹⁸

In the school year 1933-34, the Superintendent of Public Instruction of Kentucky was drafted as Chairman of the National Committee for Federal Emergency Aid to Education. From January 1934 to April 1935, the Director of Research served as Secretary of this Committee. The result of the activities of this Committee was an appropriation of \$17 million, of which Kentucky received \$316,000, by the Federal Government. Additional Federal Funds were made

¹⁵*The Richmond Daily Register, The Lexington Herald, Louisville Courier-Journal*, November 9, 1921.

¹⁶K.S. (1910), sec. 4385a (38).

¹⁷K.S. (1924), sec. 4396-6, *Acts of 1924*, c. 58.

¹⁸*Reports*, 1931-1933, pp. 29-32.

available for special education, aid to college students, and via PWA and WPA for schoolhouse construction.¹⁹

By the end of the period under study the Office of State Superintendent had changed. The Superintendent had surrounded himself with professionals who took over the routine duties. Even so, the duties of the State Superintendent were many. They included acting as executive officer of the State Board of Education, whereby he made recommendations to and carried out policies of the Board and directed, under their rules, all persons engaged in administration of public schools, the School for the Blind, vocational education and rehabilitation; supervising and inspecting all public schools; administering the work of the Department of Education; appointing and setting salaries of employees; recommending the Divisions within the Department; recommending for adoption by the State Board a budget, minimum courses of study, rules and regulations for public schools; directing the census of school children; attending associations, conventions, and conferences; calling and conducting conferences of schoolmen; examining and supervising reports and accounts from boards of education and educational institutions; deciding controversies; preparing publications; publishing and explaining the school laws and regulations; preparing *Biennial Reports*; directing the work of the Council on Public Higher Education; and directing certification, purchase and distribution of free textbooks, approval of budgets and salary schedules for all school districts, approval of plans for new school buildings, public school transportation and vocational education. In addition, the Superintendent has *ex-officio* duties as a member of the Board of Trustees of the Teachers' Retirement System, member of the Board of Trustees of the University of Kentucky, Chairman of the Board of Regents of the five State Colleges, secretary of the State Textbook Commission, and chairman of the Council on Public Higher Education.²⁰

In 1890 the role of the State Department of Education was mainly that of aiding the State Superintendent in gathering and reporting information and in the apportioning of the School Fund. Around 1900 some inspection of local school attendance, facilities and class subjects was initiated.

¹⁹*Report, 1933-1935*, pp. 10-11.

²⁰*Organization, Growth, and Services of State Department of Education* (Frankfort: Department of Education, March, 1961), Vol. XXIX, No. 3, pp. 166-170.

Under Supt. Crabbe the work of the Department emphasized definite planning. In 1908 Crabbe published a complete course of study for the elementary schools with instructions and directions for each subject, a daily program for a multi-graded rural school, and five courses of study for the county high schools. In his courses of study Supt. Crabbe specified text book, apparatus, and step by step how to teach each subject. Suggestions were even given as to which poems to read. He specified the page in the book to which the teacher should lead the student by the end of the year. Were these details followed, the French would not have been the only ones who could tell exactly where each pupil was at any given moment.²¹

The most important thing done under the Regenstein administration was the inauguration of the positions of Supervisors of the County High Schools and the Rural Schools into the Department organization. This was an outstanding, constructive move. Supt. Regenstein spoke of this movement:

When I came into office I perceived that the people of the State were fully alive to their educational needs and that they were ready and eager to do all in their power to secure better schools. Therefore, I was convinced that the immediate need of the schools was some constructive work. Accordingly, I applied to the Southern Educational Board at Washington, D.C., and asked that we be given a Rural Supervisor of Schools. The Southern Board had supplied all other Southern States with Rural Supervisors and I felt sure they would be as generous to Kentucky. At the same time I made application to the General Education Board at New York City for a High School Supervisor. In response to my application, the Southern Board sent Dr. Wickliffe Rose, and the General Education Board sent Dr. William Buttrick to Kentucky to confer with me concerning these appointments. After several months of negotiations and careful consideration of the various school men of the State who were competent to fill such important positions, Prof. T. J. Coates, of Richmond, was selected to occupy the position of Rural Supervisor, and Prof. McHenry Rhoads, of Owensboro, was selected to occupy the position of High School Supervisor. By the terms of our agreements, Prof. Coates is to devote his whole time to the supervision of the rural schools of the State and is to receive for his services from the Southern Education Board an annual salary of \$3,000.00 and all traveling expenses. Prof. Rhoads was elected Professor of Secondary Education in the University. Both the Eastern and Western Normal Schools have elected

²¹*Report, 1907-1909, pp. 97-116.*

Prof. Coates as Professor of Education. Both men have their offices with the State Superintendent and work closely with the State Normal Schools and the State University.²²

The new Rural School Supervisor made his first report in 1911. Soon after his appointment he accompanied a party of Southern State Superintendents upon a trip through the North to study at first hand the problems of rural schools. The trip was under the auspices of the Southern Education Board, which certainly seems to have played a key role in the development of good education in the South. Problems studied on the trip were consolidation, agricultural schools, and industrial schools. The Supervisor came back a strong believer in consolidation and vocational education. Suggestions made by Prof. Coates to improve rural schools in Kentucky were: improve the teachers, strengthen and direct the course of study, grade and organize the schools in the country, give close supervision of the correct kind, and consolidate any schools below the minimum of two teachers and forty students. Maysville was pointed out as a shining example of consolidation with regular transportation.²³

The new supervisor of High Schools reported a little criticism of his job alleging interference in local school affairs, but stated that most of the state recognized the necessity of the new work and came to his department for assistance and advice. An act passed in 1908 had made the county high schools mandatory, so Prof. Rhoads found his appointment coming just at the time that aid was needed in many counties. Forty-three county high schools were established in 1909. He looked upon the high school as a center of community interest. It was to bring the people of the county and the town into closer relation and emphasize that the two were dependent upon each other. The county high school, he felt, should direct its efforts to the local needs of the community while giving information and culture to the children. He planned to develop a course of study for use in the high schools, feeling that great improvement could be made in this field. A weak spot in the school system was to be found in the independent or "graded" school. The supervisor was working with the high schools in the field of accreditation, but he felt that the work of the high school was to be more than merely

²²*Report, 1909-1911.* pp. 6-7.

²³*Ibid.*, pp. 227-232. The work of Prof. T. J. Coates in rural schools is found in *The Climax-Madisonian*, Dec. 2, 1914. This newspaper, along with *The Richmond Climax* and *The Madisonian*, were published in Richmond, Kentucky.

preparatory. Many were not going on to college and the high school had a duty to them too.²⁴

During Supt. Hamlett's term the Supervisors' reports came under the name, Bureau of Supervision, and F. C. Button joined the Department as rural schools supervisor for colored schools. It was about this time that counties began having local supervisors. Several plans were mentioned in the Bureau report, including the one from Madison County where the two high school principals who did not begin school until September served as county supervisors for the other schools during July and August. The High School Supervisor continued to think of the county high school as the center of community interest. The county high schools were doing well, when one thinks of the fact that the county high school law was only passed in 1908. High schools were considered a part of the common school system and there were no special qualifications for the high school teacher. Some high schools still did not have four years of study. Required high school subjects were English, algebra, geometry, history, science, and foreign language. Reports on consolidated schools came to Frankfort from only four counties—Fayette, Madison, Mason, and Garrard. The Bluegrass area consolidated schools were Greendale, Athens, Picadome, Waco, Kirksville, and Paint Lick.²⁵ In 1915 Prof. Button took over exclusive control of the supervision in the colored schools.²⁶

Under Supt. Hamlett the organization of the Department of Education was as follows:

Administration—Bureau of Correspondence and Examination, which handled general correspondence, examination questions, state diplomas and certificates, county certificates, normal schools, common school diplomas, salaries and expenses;

Bureau of Inspection, which took care of census reports, school funds, and school administration;

Bureau of Statistics and Teacher's Salaries, which handled county superintendents' reports, city superintendents' reports, compilations and comparisons, federal reports, and salary schedules;

Bureau of Laws and Opinions, which took care of interpretations of school law, compilation of school laws, decisions

²⁴*Report*, 1909-1911, pp. 235-246.

²⁵*Report*, 1911-1913, pp. 235-364.

²⁶*Report*, 1913-1915, p. xxvii.

and opinions, per-capita and apportionment of school funds, printing, bulletins, certificate renewals, and blanks;

Bureau of Mail and Express, which mailed letters and bulletins, recorded express and freight, and supervised shipping orders;

Supervision—Bureau of Rural Schools, which was in charge of elementary courses of study, county supervision, manual training arts, corn clubs and other clubs, school fairs and other activities, and institutes;

Bureau of High Schools, which handled affairs of county and city high schools, and secondary courses of study.²⁷

The 1912 General Assembly passed *Senate Bill #55* (to inspect schools and school funds and to allow two assistants to the State Superintendent at \$1,000 per year each).²⁸ Under the school inspection law, the State Superintendent was made chief inspector and two other inspectors were provided for. The inspectors were to inspect schools, school revenues, and the management of schools. This was felt necessary because of the number of frauds perpetrated across the state in school affairs. Special attention was paid to the school census, assessment and collection of taxes, and the misappropriation and misuse of school funds.²⁹

Often the school census was padded to gain more money from the per-capita division of the School Fund. Corporations and property holders often were able to keep their assessments low via bribes so that they did not have to pay high school taxes. Funds were often spent illegally and not for the betterment of the schools. With the inspectors at work the state was able to save money on the school census report and to collect taxes from corporations which had never paid before.

In 1916 the General Assembly passed an act providing additional clerical help in the Department as recommended by Supt. Gilbert.³⁰ Gilbert listed the work of the Department at that time as correspondence, preparation of bulletins, sending out of examination questions, compilation of statistics, issuance of certificates and diplomas, supervision of school census, and apportionment of the State School

²⁷*Report*, 1911-1913, pp. 37-38.

²⁸*The Richmond Climax*, March 27, 1912.

²⁹*Acts of 1912*, K.S. (1912), School Law, sec. 43-48.

³⁰*Acts of 1916*.

Fund. The connection of the Department with World War One was shown by the picture in the *Report*, 1917-1919, of Talmage Vance, clerk (1916-1917), who served with the 125th Infantry during the War and was wounded in Argonne Forest, October 10, 1918.³¹

The 1920 Educational Commission had, among other things, recommended that the State Department be reorganized. This took place in 1924. At this time the State Department of Education was for the first time referred to in official documents as an organization of State Government, but it was not until 1942 that the Department was officially designated as such. In 1924 the Superintendent was given an assistant Superintendent and was authorized to employ such secretaries, stenographers, and clerks as were necessary and consistent with the funds available. The law listed seven service divisions within the Department: Statistics, School Records and Reports; Inspection and Accounting; Certification and Examination; Rural School Supervision; High School Supervision; Negro Education; and Vocational Education. The Superintendent was allowed to provide for additional departments as efficiency might demand.³² In 1925 Supt. Rhoads reported that in line with *Senate Bill* No. 71 the reorganization of the Department had taken place, and was functioning satisfactorily.³³

During the period 1927-1931, the Department made a study of public school conditions, with special emphasis on the inequality of opportunity; pushed consolidation of schools; created new divisions within the Department; and put into effect the first elementary course of study based upon educational objectives instead of outlining the adopted text. Divisions created in order to carry out the functions of the Department were Research, Building and Grounds, Accounting, Statistics and Certification.³⁴

In 1933, the Department began a monthly educational bulletin. A new standard filing system was necessary because of the increased duties of the Department in certification, free textbook purchasing, attendance supervision, and the fact that the State Superintendent had more duties on the boards of institutes of higher education. With all certification clearing through the Frankfort office, the operation

³¹*Report*, 1915-1917, pp. vii, xiv-xxiii; 1917-1919, pp. ix, xxi.

³²K.S. (1924), sec. 4396-6, *Acts of 1924*, c. 58.

³³Peters, *op. cit.*, pp. 55-59.

³⁴*Report*, 1929-1931, pp. 44-49, 55-57, 63, 68.

of the free textbook law, and the controlling duties at the Negro institutions, additional personnel was necessary at the Department offices.³⁵

The Department worked closely with the Kentucky Educational Commission, created in 1932. In 1934 the New School Code went into effect and further reorganization of the Superintendent's Office and the Department took place. As a part of the reorganization of 1934 certain divisions were consolidated, others were expanded, while others were created. Fourteen divisions were in operation after 1934: Public Relations, Research, Inspection, School Records and Reports, Rural School Supervision, High School Supervision, Negro Education, Vocational Education, Vocational Rehabilitation, School Buildings and Grounds, School Library Services, Teacher Training, Certification and Examination, and Finance.

One way of looking at the newly reorganized Department under Supt. Richmond was to divide its work into two groups—*General Services* and *Special Advisory and Supervisory Services*. The *General Services*' functions were general administration and supervision of the system of education of the state, promotion of the educational welfare of the children of the state, and continuous study of state and local school problems through scientific research. Under the other category there were two functions: advisory and supervisory services in relation to the educational administration of the schools and the problems connected with instruction (administration and instruction; training and certification of teachers), and services related to the financial administration of the public schools.

In 1936 the Department participated in a study of Kentucky schools, but this investigation was so like a commission study that it will be discussed under the commission section.

In 1939 the State Board adopted a detailed set of specifications of school buses and qualifications for drivers, necessitated by the growth of pupil transportation. During the years of World War II the Department was busy with the new teacher retirement and tenure laws and conferences on improvement of instruction. Also the School Fund administrators were kept busy after the passage of the 1941 constitutional amendment to distribute not more than 10 per cent of the per-capita fund on other than a pupil-census basis.

³⁵*Organization, etc., op. cit.*, p. 151.

To aid mothers engaged in war work a division of Child Care was organized within the Department.

Special Divisions

Certain divisions within the Department seemed important enough to the State Superintendents to merit special attention. They were: Supervision, Inspection, Special Education, Transportation, Research, and Library Service. A look at these is in order.

Supervision

In the field of supervision, through the aid of the General Education Board of New York City, Kentucky had three State School Supervisors in the 1910's. Prof. McHenry Rhoads was still Supervisor of High Schools and Prof. F. C. Button, one of the Supervisors of Rural Schools. Prof. J. V. Chapman, Superintendent of Franklin City Schools, replaced Prof. T. J. Coates as the other Rural School Supervisor in 1916, when the latter was elected to the Presidency of the Eastern State Normal School. One of the recommendations of Supt. Gilbert in 1917 was a law fixing the qualifications of Rural School Supervisors. In their reports to the State Superintendents the State Supervisors gave a listing of the development of their fields, legislation passed and proposed legislation in their areas, and a listing of buildings and courses of study. Both field and office work was done by the state officials and local supervisors sent in reports to them. County institutes and consolidation also occupied the time of the Supervisors.

In 1919 Supt. Gilbert stated that the work of the Supervisors had done much to standardize education and to bring about educational pride. The schools of the state had been closed for two months in October of 1917 by order of the Board of Health because of an epidemic of influenza, and a shortage of teachers and increased work due to the passage of the Smith-Hughes Act was reported. The Rural Supervisors announced that they were doing patriotic work throughout the state and that reports had been made to N.E.A. and the U.S. Bureau of Education.

Some of the ills of high school work in Kentucky listed by the High School Supervisor in 1921 were too many three-year high schools, too many high schools in a county, too few teachers, teachers poorly prepared for high school work, too short a term, too little

equipment, and inadequate curriculum. More and more students were going to high school, though, as the 1923 *Report* showed that during the past four years high school enrollment had increased from 20,700 to 38,179 and the number of graduates from 2,377 to 5,229. Each year the Supervisors had recommendations for the State Superintendents, usually in regard to tax levies, school buildings, consolidation, county high schools, and accreditation standards. Other objectives pushed by the State Supervisors were teachers' organizations, community organizations, a better schools campaign, better health conditions, school libraries and a definite reading program, longer tenure and training in service, citizenship training and standardization of schools.

In 1925, the High School Supervisor asked for a law allowing reorganization of schools on the 6-3-3 basis as well as on the 8-4 basis. In 1929 R. E. Jagers, Rural Supervisor, and Mark Godman and J. H. Richmond, High School Supervisors, made excellent reports on the progress and present conditions of the schools in Kentucky. In July of 1929 standards for rural elementary schools were drawn up and published along with school score cards to be used to rate the efficiency of each school with standards listed for seventy-nine items. At about the same time the High School Supervisors drew up a High School Curricula, upon the belief that just a college education was not enough on the part of high school teachers.

In 1933 the report came from the Division of Rural and High School Supervision, Mark Godman, L. N. Taylor, O. J. Jones, and J. W. Brooker, Supervisors. The Division published a *Manual of Organization and Administration for High Schools*, replacing the earlier *Monograph for High Schools* (1927). The Division considered its primary purpose that of building stronger units of county administration. While engaged in the general evaluation of the schools of the State, the Supervisors also pushed consolidation of smaller schools into larger units, during the 1930's. By 1943 the name of the Division was Public School Supervision and the drive for consolidation was somewhat successful. In the school year 1942-43 there were 151 fewer high schools than in 1934-35.³⁶

³⁶*Report*, 1915-1917, pp. xxii, xxxiii, 103-224, 233-290; 1917-1919, pp. xiv, 69-74, 205-236; 1919-1921, pp. 23-35; 1921-1923, pp. 4, 21-41; 1923-1925, pp. 22-32, 103-137; 1925-1927, pp. 28-38, 125-165; 1927-1929, pp. 76-100; 1929-1931, pp. 129-140; 1931-1933, pp. 35-38; 1933-1935, p. 15; 1935-1937, p. 18; 1937-1939, pp. 24-25; 1939-1941, p. 599; 1941-1943, p. 570.

Inspection

The work of the Bureau of Inspection involved investigation of complaints of irregularities, illegal practices and high-handed methods of school officials, the checking of the school census, and every four years the inspection of the county superintendents' offices. The census work was lightened by the change from an annual to a biennial one. The Bureau felt that its work would be lightened if the county superintendent were appointed rather than elected, as this would tend to lessen the turnover in that office. Their wish was granted. The work of inspection dealt with office records, teacher's examinations, settlements of county funds, teachers' contracts and reports, and the school census.

By 1927 the checking of records and financial statements had become a major task and the name was changed to the Division of Auditing and Inspection. Since it often took three years to make the round, the Division in 1931 suggested that the county auditor submit a financial report to the State Department of Education on school taxes collected. In 1933 the Division inaugurated a Uniform Financial Accounting System for the state and a uniform financial record book was given to each school board. The school budget was also turned over to this Division. After 1937, much of this work came under the Division of Finance.³⁷

Special Education

The United States Congress passed the Smith-Hughes Act in 1917. In 1918 the Kentucky General Assembly passed an act setting up a Vocational Education Board and establishing a Division of Vocational Education in the State Department of Education. Agriculture and home economics were first in this field. Under Supt. Peters the West Kentucky Vocational School for Negroes was established at Paducah and the Mayo Vocational School was opened at Paintsville. In 1922 a Special Education Division was formed to implement the Civilian Rehabilitation Act passed by Congress in 1920. This program was administered by the Vocational Education Division until 1928 when it became a Division of Vocational Rehabilitation. In 1934, it became the Division of Special Education and the State Board took over vocational functions. Work was done in the

³⁷*Report*, 1915-1917, pp. 293-299; 1917-1919, pp. 299-305; 1925-1927, pp. 15, 63-65; 1927-1929, pp. 119-129; 1929-1931, pp. 141-146; 1931-1933, pp. 61-69; 1935-1937, pp. 15-16; 1937-1939, pp. 13-14; 1939-1941; pp. 586-587.

professional improvement of supervisory and teacher training staff, in agricultural education, in home economics education, in trades and industrial education, and in vocational teacher training. Also in the field of Special Education, the Legislature in 1920 enacted a law making physical education a required part of the course of study and a Division of Hygiene was set up by the State Department of Education.

1927, Supt. Rhoads received and passed on a report from the Division of Music Supervision whose aims were to get music into smaller towns and rural districts, to get longer training requirements for grade teachers in music and to get music recognized as a regular elementary subject within the school curriculum. Also reporting to Supt. Rhoads was a Division of Health and Recreation. In 1935, Supt. Richmond announced that the Division of Special Education was cooperating with the Kentucky and Federal Emergency Relief Administrations to provide a five-point program: general adult education for unemployed, literacy classes for adults, vocational educational education for unemployed adults, nursery schools for pre-school children of unemployed or underprivileged parents, and vocational rehabilitation to help those physically handicapped to become self-supporting.

Under Supt. Peters a new service was added to Vocational Education—Distributive Occupations Education which dealt with occupational preparation and advancement of workers in the fields of distribution, mainly in retail and wholesale selling. In 1941 Supt. Brooker listed the duties of the Division of Special Education as five-fold—guidance and training of special groups of handicapped children; counseling, guiding, adjusting and vocational training of handicapped adults (Vocational Rehabilitation); special education for the blind; special aid for the deaf; and informal adult education. It should be noted that the work for the blind and the deaf had been integrated into Special Education, instead of reporting directly to the State Superintendent, as had been the case.

In 1943 Supt. Brooker pointed out the work the Vocational Education people in the State Department of Education were doing in the National Defense Training and War Production Training Program. A large program in Kentucky was the Rural War Production Training Classes under the Vocational Agricultural Department. In Trade and Industrial Education a push was made in essential occupational areas. A great amount of Federal funds were disbursed

in all of these programs carried on under the State Department of Education.³⁸

Transportation

As consolidation became the cry of schoolmen in Kentucky transportation became important to the State Superintendents. Supt. Gilbert quoted State Superintendent Eggleston of Virginia on the cost of transportation as saying that the best argument for consolidation and transportation was that they got more children in school, kept them there better and for a longer time, and gave them opportunity for more rapid progress. Gilbert included in his 1917 *Report* a picture of a Studebaker wagon used in conveying children to consolidated schools. The wagons were usually designed to accommodate from twenty to thirty children. Supt. Colvin pointed out that about twenty counties were offering free transportation to school, using horse-drawn vehicles, busses, and inter-urbans. This number steadily grew and in 1925 Supt. Rhoads listed 39 counties with some public school transportation.

During the 1930's consolidation spread rapidly and pupil transportation systems grew accordingly. As more and more pupils rode to school in public conveyances, parents expressed concern over equipment being used. In order to assure safety and comfort the State Board of Education adopted minimum standards for school-bus equipment. Supt. Peters held several conferences on transportation for superintendents and as an outgrowth of these meetings he recommended in 1939 that the State Board of Education adopt detailed specifications of school buses and regulations governing the qualifications of drivers and for the operation of school buses. The regulations adopted by the State Board, which went into effect in July of 1940, have not been changed substantially.

In 1938-39 approximately 90,000 school children were carried 60,000 miles daily to the schools of the Commonwealth at a cost of approximately \$1,317,000. Supt. Brooker released the interesting information that for the school year 1939-40, 1,612 motorized and

³⁸Peters, *op. cit.*, p. 138; *Report*, 1915-1917, pp. xxv-xxvii; 1917-1919, p. xiv; 1919-1921, pp. 43-47, 49-51; 1921-1923, pp. 12-30; 1923-1925, pp. 52-63; 1925-1927, pp. 12-16, 23, 50-62; 1927-1929, pp. 101-118, 130; 1929-1931, pp. 170-188; 1931-1933, pp. 43-47, 51-55; 1933-1935, pp. 26-31; 1935-1937, pp. 29, 37-42; 1937-1939, pp. 9, 16-23, 43-57; 1939-1941, pp. 593-599, 627; 1941-1943, pp. 564, 606.

61 horse-drawn vehicles of transportation were in operation. Even in 1942-43, in the middle of a great mechanized World War, 21 horse-drawn vehicles still took Kentucky school children to their classes daily. Supt. Brooker felt that the transportation of school pupils was one of the major problems of the county school districts, both because of the problems of financing the service and the inability to replace old equipment because of the war.³⁹

Research

Although the State Department of Education, under the leadership of the State Superintendents of Public Instruction, always carried on statistical studies, it was not until the administration of Supt. Bell that a Division of Research was organized. This was made possible through the generosity of the General Education Board and James W. Cammack, Jr., was the first Director. The three functions of the Division were to serve the Superintendent of Public Instruction and the State Department of Education in seeking solutions to the various problems concerning the administration of the state school system, to serve as a coordinating agency for investigations of school problems being made throughout the state, and to assist individuals carrying out research investigations concerning school problems.

From 1930 until 1933 the Division administered the War Orphan Scholarship Fund and during 1932 and 1933 it worked closely with the Kentucky Educational Commission. In 1933 the Director of Research served on an advisory committee of the Tennessee Valley Authority and in 1934 he was elected to serve as Secretary of the Federal Aid Committee. Major studies were undertaken by the Research Division during this period of the '30's. However, in the mid-thirties the General Education Board discontinued its financial support of the Division, but Supt. Richmond was successful in getting state funds to continue the work.⁴⁰

School Libraries

The Division of School Libraries was added to the State Department of Education on July 1, 1933, via funds from the General Education Board of New York City. The Division was to assemble and

³⁹*Organization, etc., op. cit.*, p. 153; *Report*, 1915-1917, pp. xxiv, 282, 286; 1919-1921, p. 34; 1921-1923, p. 25; 1923-1925, p. 27; 1937-1939, pp. 9, 33-34, 56; 1939-1941, p. 590; 1941-1943, pp. 598-605.

⁴⁰*Report*, 1929-1931, pp. 68-70; 1931-1933, pp. 33-34; 1933-1935, pp. 10, 37.

disseminate information, to promote the establishment of school library service, and to assist existing school libraries in raising the level of the library service rendered. The major problems faced were a lack of funds and a lack of trained library personnel. Supt. Richmond recommended state aid and library science training as the solutions. As the General Education Board withdrew its underwriting of the services of the Supervisor of Public School Libraries, Supt. Peters called upon the General Assembly to provide funds for this vital service. This was not done immediately, but eventually the state took over the financing of this work.⁴¹

In Summary

The role and work of the Department of Education changed over the years. It acquired a more professionalized staff, rather than merely being composed chiefly of clerks, inspectors, and other routine workers and undertook professional tasks of leadership and service. This development had become essential because of the vast economic, social and technological changes which occurred since the turn of the century and which imposed new demands and responsibilities upon public education. To meet the demands of the shifting scene, the Department had to try to adapt itself to the changing conditions of society. In the beginning, the Department mainly gathered, compiled, and publicized statistics; prepared forms; apportioned the School Fund; and published reports. Inspection of local programs on such matters as attendance, school facilities, accounting, and requirements for the teaching of certain subjects began about 1900, while supervision of educational programs began about 1912.

Around 1930 the shift was made to a consulting role or relationship with school systems, with emphasis on improving education through guidance and leadership rather than regulatory control. The Department, under the leadership of the State Superintendent, proposed educational policy legislation and initiated statewide programs. More and more the concepts of "service" and "leadership" came to exemplify the role of the State Department. Programs were initiated in public relations, planning consultation, coordination, and research.

From their inauguration, the only way that five divisions (Negro Education, School Buildings and Grounds, Research, Teacher

⁴¹*Report, 1933-1935, pp. 24-26; 1935-1937, pp. 24-28.*

Training, and Public School Library Service) could be maintained was due to the financial support given to the State Department by the General Education Board of New York City, which contributed annually about one half of what the Department received from the State Treasury. Although funds were withdrawn by the General Education Board in the mid-'30's, it made available special funds to repair school buildings damaged in the 1937 flood. John D. Rockefeller established the Board.

By the end of the period the personnel of the State Department of Education consisted of some fifty persons—executives, stenographers, and clerks.

Only one change was made in the makeup of the State Board of Education from 1890 to 1943. In 1924 an attempt was made to create a new State Board, but it lost in the Senate.⁴² In 1934, as a part of the New School Code, the old State Board of Education, made up of the Superintendent of Public Instruction, the Attorney General and the Secretary of State, was replaced with a new Board composed of the Superintendent of Public Instruction and seven lay members appointed for four years by the Governor. The power of the new Board was extended to cover higher education for Negroes, vocational rehabilitation. Some of the duties for which the Superintendent had previously been officially responsible were transferred to the new State Board of Education. The State Board assumed certification authority and, upon recommendation of the Council of Higher Education, would approve curricula for the training of teachers.⁴³

⁴²The *Lexington Herald*, Louisville *Courier-Journal*, March 19, 1924.

⁴³The entire New School Code may be found in *School Code Submitted to the Kentucky General Assembly Session, 1934* (Frankfort: Department of Education, January, 1934), Vol. 1, 11 (hereafter cited as *New School Code*).

CHAPTER V

THE FOURTEEN SUPERINTENDENTS AND THEIR PHILOSOPHIES OF EDUCATION

Fourteen men served as Superintendent of Public Instruction in Kentucky during the period 1891-1943. A brief biographical sketch of each will give us insight into the men who served the state as its top educational leader and will help us to understand the actions they took and the leadership roles they played.

Ed. Porter Thompson

The first of the seven State Superintendents, who served in the progressive period, was Ed. Porter Thompson (1891-1895). He was the first Superintendent of Public Instruction to serve under the new *Constitution*, which forbade elected state officials from serving more than one consecutive term of office.¹ Thompson was born near Center, in Metcalf County, on May 6, 1834. His father died when he was twelve and he had to work hard to get an education. He was a teacher until 1860, distinguishing himself in mathematics and languages. In that year he became a lawyer, but in 1861 left to join the Confederate Army, serving that cause until May 1865. Returning to Kentucky, he was in turn a farmer, a magazine editor, a teacher, and president of Owen College in Harrisburgh, Owen County.

¹Two basic histories, which listed the Superintendents, erred in giving Thompson's term of office as 1887-1895. Hamlett, *op. cit.*, p. 161, lists Thompson's Administration from 1887-1895, as does Frank L. McVey, *The Gates Open Slowly* (Lexington: University of Kentucky Press, 1949), p. 289. Elsewhere Hamlett says that Joseph Desha Pickett was first elected in 1879 and twice re-elected. This would bring him up to 1891, even though Hamlett lists his term from 1879-1887. The truth about the terms of office was discovered in *The Report of the Superintendent of Public Instruction for 1891*. This report, for the years 1887-1891, was submitted by Supt. Thompson, but it was not for his term, since he says on page six that his first report is not due for two years, but since the last report of his office extends only to July 1887, he feels a report should be submitted. Also on pages 147 and 150, he lists Pickett as Superintendent from 1887-1891 and himself for 1891-1895.

He was the author of *Academic Arithmetic* and *History of the First Kentucky Brigade*. He died in Frankfort in 1903.²

William Jefferson Davidson

William Jefferson Davidson (1895-1899) was born near Shopville, in Pulaski County, on March 2, 1855. His father was a farmer and surveyor. Reared in the typical rural home of this period, "Billy Jeff," as he was called, obtained a license to teach at the age of seventeen. His strong point was mathematics. He served eight years as county surveyor and, in 1886, was elected county school superintendent, which position he held until he took office in January of 1896 as State Superintendent.³ Davidson was a successful county superintendent, establishing more schools and building more schoolhouses than any other superintendent ever did in that county. He was the first Republican Superintendent of Public Instruction in the history of Kentucky. Davidson died in 1909, as the result of a streetcar accident in Indianapolis.

H. V. McChesney

H. V. McChesney (1899-1903) was born in Caldwell County on September 16, 1868, and was raised in Caldwell and Crittenden Counties. He attended National Normal University at Lebanon, Ohio. He was principal of the Smithland Schools and from 1893-1899 was superintendent of schools in Livingston County. He was president of the First District Educational Association and presi-

²The most convenient sources of facts about these Superintendents are in Hamlett, *op. cit.*, pp. 161, 173-174, 177-178, 185-186, 193-194, 223-225, 233-235; Peters, *op. cit.*, pp. 13-14, 29-30, 47-48, 67-68, 85-86, 111-112; and Wendell P. Butler, *History of Education in Kentucky 1939-1964* (Frankfort: Department of Education, 1964), pp. 25-26. Although the Superintendents' names are on these last two books, much of the writing was done by Mr. and Mrs. Virgil Chapman and Mr. Gordie Young. The Superintendents' philosophies are derived from their statements on education.

³There is some confusion over whether these State Superintendents' dates of office should be listed as odd years like the Governor, or as even years since they do not take office until the following January. Most historians list them along with the Governor. Also their biennial reports cover the periods from July 1 to June 30 in odd years. This paper lists them for the odd years, paralleling the Governor's term. The confusion arose when, under the new *Constitution*, only the Governor and the Lt. Governor are sworn in during the year of election, while the other elected officials do not take office until January of the following year. See *The Constitution of Kentucky*, *op. cit.*, sec. 73, 82, 91.

dent of the Superintendent's Section of the State Teachers' Association in 1897. From 1897 to 1899 he was editor of the *Livingston Banner*, a newspaper published at Smithland. In 1899 he was elected State Superintendent. In 1903 McChesney was elected Secretary of State and participated in the erection of the new Capitol building, delivering the Historical Address at the laying of the cornerstone. In 1915 he ran for Governor, but lost in the Democratic primary as the statewide prohibition candidate against A. O. Stanley.⁴ He later served on the Frankfort Board of Education, as a deacon in the Baptist Church, and as First Vice-President of the Kentucky State Historical Society.

James Henry Fuqua

James Henry Fuqua (1903-1907) was connected with education for over fifty years. Born in Logan County in 1836, he was the son of illustrious parents. His father traced back to French Huguenots, his mother via Virginia forebears to Wales. His father was one of 24 children, and when Supt. Fuqua was three his family moved to Tennessee where he was schooled. At the age of 18 he attended Bethel College in Russellville, Kentucky, where he graduated in 1858. Upon graduation he was made principal of the academic department at Bethel and in 1861 he was chosen for the chair of mathematics. During the Civil War the college became a hospital and Professor Fuqua moved to Logan County, where he founded and ran a high school until he was elected principal at Liberty College at Glasgow. In 1880 he returned to Bethel College, occupying the chair of Latin and Greek. After his term as State Superintendent, he returned to Bethel as professor of mathematics. He was a member of the Knights of Pythias and a deacon in the Baptist Church. His wife's father was a prominent surgeon, who studied under Dr. Ephraim MacDowell.

John Grant Crabbe

The seventeenth Superintendent of Public Instruction, John Grant Crabbe (1907-1910), was born in Mt. Sterling, Ohio, on November 29, 1865. He graduated from high school in Mt. Sterling and received the Bachelor of Arts and the Master of Arts degrees from Ohio Wesleyan University at Delaware. In 1897 he received

⁴*The Climax-Madisonian*, July 14, 1915.

the Master of Pedagogy from Ohio University. He received two Doctor of Laws and a Doctor of Pedagogy from Berea College, University of Kentucky, and Miami University. He was head of the department of Greek and Latin in the Flint (Michigan) Normal College. In 1890 he came to Kentucky as superintendent of the Ashland city schools. In 1895 he was chairman of the Kentucky Committee of Ten. In 1900 he traveled in Europe and in 1907 he was elected State Superintendent. He had an outstanding record during his two-year term. On April 9, 1910, he resigned to become president of the Eastern Kentucky State Normal School. On September 1, 1916, Crabbe resigned as president and left the state to become president of Colorado State Teachers College. Supt. Crabbe held many positions of honor in the Kentucky, Southern, and National Education Associations. He was a prominent Sunday School man for the Methodist Church, a Mason, and a Knight Templar, and a composer of music, including a song called "Kentucky Schools."

Ellsworth Regenstein

Ellsworth Regenstein (1910-1911) is the only person to have been appointed to serve out the term of a State Superintendent. He was appointed to succeed Supt. Crabbe by Gov. Willson and became the second Republican Superintendent. Supt. Regenstein was born in 1874 at McKenzie in Lewis County. His grandfather was of German blood, but was born in London, England, and lived his early life near Mt. Vernon, Virginia. Without any training beyond a country school, the future Superintendent studied at home and passed the teacher's examination and taught his first school at the age of eighteen. Four years later he was principal of the Helena school and soon had established such a reputation that he was elected principal in the Maysville city school system. Later he was principal of the high school there before moving on to Newport, where he was first principal of the high school and then superintendent of the schools. He left Newport to become a member of the State Board of Examiners under Supt. Crabbe and from that position was elevated to the State Superintendency. Regenstein did not stop his education when he received his teaching certificate. He attended the County Normal School at Vanceburg, State College at Lexington, Northern Indiana Normal, the University of Chicago, and received a Bachelor of Arts degree from Northern Ohio University and later a Master of Arts from the same institution. In 1911 the State Uni-

versity at Lexington conferred upon him the degree of Doctor of Laws. Teaching was not Regenstein's only love. He attended the McDonald Night Law School in Cincinnati, receiving the Bachelor of Laws degree, and read law with an attorney. He was admitted to the bar in 1907 and, upon retiring from the office of State Superintendent, he returned to Newport to practice law. Supt. Regenstein was married to a great-granddaughter of Judge Lewis Collins, the Kentucky historian. He was a vestryman in the Episcopal Church and a leader in the Republican party. While Superintendent he did much to remove the schools from politics by appointing a nonpartisan Board of Examiners. Regenstein was a skillful debator and a famous public speaker.

Barksdale Hamlett

Barksdale Hamlett (1911-1915) was born in Prince Edward County, Virginia, in 1879, the grandchild of Confederate officers. Raised on a farm, young Hamlett spent many hours in the tobacco patch. Largely through hard work and intensive effort he graduated from Hampden-Sidney College in Virginia, with the orator's medal for his class. He first taught in Hardin County, Kentucky. Other positions he held were teacher at Lynnland College, co-principalship of the public school and normal college in Larue County, principal at Corydon, principal at Henderson, superintendent of Hopkinsville, and president of the Kentucky Education Association. Supt. Hamlett was a famous orator and after-dinner speaker. He worked in the Baptist Church, the Elks, and the Woodmen of the World. He was only 31 years old when he was elected State Superintendent. He had previously served on the State Board of Examiners under Supt. Fuqua. Hamlett ran for Secretary of State in 1915, but unlike McChesney, he won in a close race. Some portions of an advertisement which he ran during his 1915 campaign give what Hamlett thought were some of his outstanding achievements as Superintendent:

. . . declares for Kentucky a seven month school term with a per capita of \$5.25, an increase of 75¢ over last year. The establishment of a seven month school term with the increase of teachers' salaries and without an increase in taxation is the greatest educational achievement in this history of Kentucky . . . He has given to the people of Kentucky a school free and accessible to every child . . . He secured a rational and effective compulsory attendance in public schools in

Kentucky; increased more than 35%. His Course of Study is a recognized guide for the conduct of schools in Kentucky and many other states. He has accomplished the establishment of county high schools accessibly located in every county in Kentucky.

Virgil O. Gilbert

The twentieth Superintendent of Public Instruction, Virgil O. Gilbert (1915-1919), was born on June 23, 1861, in Simpson County. Gilbert was a member of the Missionary Baptist Church, in which he took an active part. He also worked in the civic affairs of his community and was a member of the Masonic Lodge and the Woodmen of the World. He was educated in the common schools of Simpson County, Hickory Flat Institute, and Mell and Wililams Institute at Glasgow, receiving the A.B. degree from the last. Gilbert began teaching at the age of sixteen and on his way to the highest educational office in Kentucky held the following offices: founder and principal of Middleton High School, principal of the Scottsville Seminary, superintendent of Simpson County Schools, superintendent of Franklin City Schools, instructor at Western Kentucky State Normal School, and Chief Clerk and Assistant in the office of State Superintendent of Public Instruction. His wife, the former Julia Esma Chapman, was also a teacher and was a valued assistant to her husband in the preparation of materials for bulletins. After leaving the office of Superintendent, Gilbert was President of Central School Supply Company of Louisville and associated with efforts to develop and operate fluorspar and asphalt mines in Kentucky and Alabama. He died on March 15, 1939, in Louisville, Kentucky.

George Colvin

George Colvin (1919-1923) presided over Kentucky's educational system during the passage of much key legislation, including the county school administration law and the establishment of two additional Normal Schools. Born on September 7, 1875, in the Willisburg community in Washington County, he grew up on his father's farm and attended the Willisburg elementary and high schools. One of his teachers was Mrs. Simpson Roberts, mother of the popular author, Elizabeth Maddox Roberts. In 1891, at the age of 16, Colvin set out on foot for Centre College at Danville. While there he won the "sophomore watch" for highest scholarship and also high honors

in public speaking. He received the A.B. degree in 1895 and later Centre honored him with the LL.D. degree, as did the University of Kentucky. Colvin studied law and was admitted to the bar, being associated with The Louisville Title Company. From 1903 to 1919 he was principal, or superintendent of the Springfield and Willisburg schools. Supt. Colvin resigned from the State Superintendency a few weeks before the expiration of his term in order to accept the position as Superintendent of the Louisville and Jefferson County Children's Home, which position he held until August 1926. At that time he became President of the University of Louisville, which position he held until his death on July 22, 1928. Colvin was a Mason and an Elk, and a member of the Christian Church, Rotary, Conversations, and Helium Clubs.

McHenry Rhoads

McHenry Rhoads (1923-1927), was born in Muhlenberg County on July 27, 1858. His great-grandfather, Henry Rhoads, was a soldier in the Revolutionary War and the member of the Kentucky Legislature who secured the passage of the bill establishing Muhlenberg County. The future Superintendent attended county schools and later was a student at West Kentucky Classical and Normal College at South Carrollton and did special work at Columbia University, New York City. Rhoads had seven children and one of his sons became a member of the faculty of the College of Agriculture at the University of Kentucky. Before his term of office as State Superintendent, Rhoads held the positions of teacher in county schools, principal of preparatory school and instructor of science and English at West Kentucky College, instructor at Hartford College, superintendent of Frankfort City Schools, superintendent of Owensboro City Schools, and State High School Inspector and Professor of Secondary Education at the University of Kentucky. He returned to the University in 1928, but retired in 1929. Rhoads was an officer in the Baptist Church and a member of the Knights of Pythias. He served as President of the Kentucky Education Association, Treasurer of the National Education Association, and delegate to the International Educational Conference in Paris, France, in 1928. He was called the father of county high schools in Kentucky because of his outstanding work in this field.

William Cecelius Bell

William Cecelius Bell (1927-1931) is probably most famous for his battles with Governor Flem D. Sampson over the free textbook question. He should also be remembered for his contribution to the establishment of the equalization fund. Born on March 15, 1875, at Ensor in Daviess County, Bell led a normal farm boy's life while attending the county schools. Later he did his high school work at Hartford Academy and attended Western Normal, the University of Kentucky and Peabody College, where he received his A.B. and M.A. degrees. Bell was a teacher in county schools, superintendent of Central City Schools, principal of Owensboro City School, connected with Owensboro Business College, instructor at Southern Methodist University in Dallas, and Director of Certification in the State Department of Education. From his last position he moved to the Office of Superintendent of Public Instruction. Upon leaving the Superintendency, he continued in the Department of Education as Director of Public Relations. On Thanksgiving Eve, 1934, Bell was struck by a car while walking home in a drizzling rain. He never recovered from the injuries and on January 26, 1935, he died of a heart attack. He was a member of the Methodist Church, South, and the Masonic fraternity.

James H. Richmond

The twenty-fourth Superintendent of Public Instruction, James H. Richmond (1931-1935), was born on April 17, 1884, at Ewing, Virginia, the son of a physician. He attended school at Cumberland Gap, Tennessee, Harrow High School, Lincoln Memorial University, and the University of Tennessee, where he received the B.A. degree. He did graduate work at Lincoln Memorial, the University of Louisville, and the University of Kentucky and received from each the honorary degree of LL.D. After teaching and serving as principal in schools in Tennessee, Texas and Kentucky, he organized and conducted the Richmond Training School for Boys in Louisville. In 1928 he became State High School Inspector, which position seems to have been a good steppingstone for the Superintendency. After his term as Kentucky's Superintendent, Richmond became President of Murray State Teachers College. He often worked with the National Education Association and the U. S. Office of Education and served as Chairman of the National Committee for Federal Aid for Education. He was a member of the Christian Church, the Masonic Lodge, and the Rotary and Pendennis Clubs.

Harry Webster Peters

Harry Webster Peters (1893-1939) was born on October 18, 1893, at Rushville, West Virginia. Nine years later he and his family moved to Marshall County, Kentucky. After attending the public schools, Peters graduated from Western Kentucky State Teachers College with the B.S. degree. After graduation he did supervisory work for the College and became a personal friend of President Henry H. Cherry. As a schoolman Peters stressed budgets and consolidation. Besides his teaching positions, he was superintendent of the Marshall County and Christian County schools, and Director of Free Textbooks, State Department of Education. He was a member of the Methodist Church, the Masonic Lodge, and the Kiwanis Club. He was the only rural school member of the Kentucky Educational Commission, 1932-34.

John W. Brooker

The last Superintendent of Public Instruction, during the period under study, was John W. Brooker (1939-1943). Brooker was born in Newport on May 23, 1899. He was a graduate of Augusta High School, Georgetown College (B.A.) and the University of Michigan (M.A.) and did additional graduate work at George Peabody College. He taught school in Bracken County, was principal of Georgetown High School, superintendent of the Cynthiana City Schools, and was Director of School Buildings and Grounds in the State Department of Education for nine years, before being elected Superintendent of Public Instruction. In 1940 he received the LL.D. degree from Georgetown College. After leaving the Superintendency, Brooker went to the position of director of public relations of the Kentucky Education Association and, in 1948, he became executive secretary of that organization, serving in that capacity until his death on August 17, 1952. He was an elder and superintendent of Sunday School in the Christian Church. He served as president of the National Council on School House Construction and was a Rotarian. He also served on the Committee for Kentucky and the Southern States Work Conference. He was editor of the *Kentucky School Journal* for four years and was listed in *Who's Who in America*.

In retrospect, it may be seen that six of the last seven Superintendents moved into the office of Superintendent of Public Instruction from a position within the Department of Education. Only

Supt. Colvin broke in from the outside. Supts. Regenstein and Hamlett also held positions within the Department prior to their Superintendencies.

The Superintendents' Philosophies

A great deal can be learned about why the State Superintendents of Public Instruction recommended certain action and advocated certain programs by a study of their basic educational philosophies. Some of these have already been discussed; some of the Superintendents did not express themselves much in this vein. However, enough can be garnered to gain insight into the all-important "why."

Supt. Thompson believed that apathy was a key problem to better schools, and he believed that a spirit favorable to free graded schools must be developed. He believed that even wholesome laws and excellent organization depended for execution upon an enlightened public sentiment. Thompson believed that the teachers were vital to the success of the system and he emphasized the need for their training at Normal Schools. The real teacher, he believed, was a product of Christianity and carried in his life the vital influence of the Bible. A bad teacher, though, could do irreparable harm to a child. Thompson quoted Carlyle extensively to point out the necessity of a good teacher, especially one who could stress the development of good character. He also stressed the more mundane items of commodious, well-furnished schoolhouses to go along with the thoroughly capable teachers.

Supt. Davidson said very little about his thoughts on school philosophy. He did say that as was the teacher, so would be the school and that if it were possible to devise a plan by which an earnest conscientious and efficient teacher could be placed in every school, the greatest hindrance to the progress of Kentucky schools would be eliminated. This was similar to the beliefs of Charles Brooks of Massachusetts.

Supt. McChesney's views on the publicity and public relations gains attendant to graduation exercises have been already discussed. He believed that when all the conditions that had existed in connection with Kentucky's school system were considered, it compared favorably with the systems of the other states of the Union. McChesney, with great power and earnestness, advocated many improve-

ments and reforms in the Kentucky school system and is given credit for several forward steps taken under the Fuqua administration.

Supt. Fuqua was a strong believer in universal education and he quoted Horace Mann, Thomas Jefferson, and Chancellor Kirkland of Vanderbilt to support his plea. He believed, as did Pestalozzi, that the proper aim of education was the harmonious development of the powers of the child with reference to his physical, mental, moral, and spiritual nature. Fuqua also pointed out the profit of education, quoting statistics which showed that the ability of a people to earn money is in direct proportion to the amount of schooling they have received. An insight into the educational beliefs at the State Department of Education, during the Fuqua administration, may be gained by a knowledge that Fuqua quoted Dr. Walter Hines Page, editor of *World's Week*, and speaker at the Birmingham Conference for Education in the South. Page thought that an educated man was full grown when he realized that it was just as important to the world that the ragamuffin child of his worthless neighbor should be trained as it was that his own child should be. The unrivalled progress of the United States could be laid to the training of the mass of the people, according to Page. Page closed with an espousal of the doctrine of universal training, compulsory, at the community's expense. Fuqua also quoted Robert E. Lee's statement that the education of all classes of the people was the best means of promoting the prosperity of the South. Fuqua put his belief in universal education into action by having the school term lengthened to six months, the school tax increased, a uniform textbook law passed, and two Normal Schools established. He also tried for a county board of education bill, but failed.

Supt. Crabbe was a great believer in publicity and in stirring up the people to support educational programs. His Whirlwind Campaigns point this out. He was strong on organization and his courses of study for both elementary and high school levels are examples of this. His many educational bulletins added much to the history of state education and were of great help to local administrators. Supt. Crabbe made a tour of the Northwest (what we today call the Midwest) and returned convinced that Kentucky should join the trend toward what he called "industrial education." He felt that there was a growing demand to train a boy in mechanics and a girl in home economics and to keep them at home. In 1909, Supt. Crabbe devoted *seventy* pages of his *Report* to the

schools' celebration of Kentucky Arbor and Bird Day. He went into great detail on how this day should be celebrated and closed the section with *The Last Rose of Summer*. He was specific in his philosophy of education, believing that in an ideal educational system, which he was trying to form in Kentucky, every school even to the remotest sub-district in the most distant mountain county should have an equal chance with schools of more favored location. Each pupil should complete a required, uniform course of study, thereby gaining admission to a county high school. A certificate from the high school should then admit him, without examination, to any college or university in the state, thought Crabbe. Crabbe put this philosophy into action via the county board bill and his uniform study programs.

Supt. Regenstein was not in office long enough to announce much of his philosophy, but he did point out that when he came into office he perceived that the people of Kentucky were fully alive to their educational needs (because of the Whirlwind Campaigns) and that they were ready and eager to do all in their power to secure better schools. He therefore applied to the Southern Education Board for aid in putting supervisors in the field. This aid was forthcoming and Regenstein was able to implement his program via these able men. He also was strong on the co-ordination of the programs of all state-supported schools. He also made a beginning in the consolidation of schools, believing this would help bring equalization of educational opportunity.

Supt. Hamlett's philosophy is well wrapped up in his view of the school of the future, previously discussed. This well-housed, consolidated school with well-trained teachers and eager pupils is a goal worth striving for. Portions of Hamlett's dream have come true, especially the physical portion, but the educational goals are still being sought. Hamlett stated that Kentucky schools had passed through three stages: adoption and organization, financing, and administration and school machinery. His administration was in the third class. The merit payment of teachers, established in his administration, was dear to his heart and he ranked it among the top four fundamental changes in the state school system. Hamlett was very conscious of the educational history of Kentucky and he tried to see things from a broad view and to make his administration the culmination of various trends. His history book is a basic reference source in this field.

Supt. Gilbert believed that the need of education and trained teachers was imperative. Life had become too complex to entrust any part of the training of the future citizens to ignorance and inexperience. He pled for three things: (1) recognition that the greatest business of mankind is service, (1) recognition that right education and training of the children is fundamental to all progress toward a greater Kentucky, and (3) that democracy will fail without an intelligent citizenship that recognizes and squares its life by the fundamental teachings of the Great Teacher. These truths could be brought home to the people through seven factors: (1) a qualified, righteous teacher in every school room in the state, (2) a better school spirit in every district, (3) a larger percentage of attendance in every district, (4) a more effective leadership on the part of every teacher, (5) a community organization in every district that will demand a teacher of character and training for the children, (6) better and more sanitary school houses and surroundings, and (7) consolidation, wherever practicable; efficient supervision and better salaries for better service. As a followup to these beliefs, Gilbert advocated better trained teachers, better attendance laws, a working School Improvement League in every district, better buildings, consolidation, and better supervision.

In speaking of the poor progress in public education in Kentucky, Supt. Colvin laid this failure to one essential element—public sentiment. He was confident, however, that Kentucky was approaching a great educational awakening, if only competent leadership was forthcoming. Kentucky owed a debt to provide proper training for her children. The schools had suffered too long from retrenchment and from reactionism. Kentucky would go forward, Colvin felt, if Kentucky's educational leaders would have faith, courage, and patience.

Supt. Rhoads outlined the objectives of education in a democracy—health and physical efficiency, a mastery of the fundamental processes of thought and action, training for civic duties, and appreciation for the moral and aesthetic values of life. In his opinion America's material development had outstripped its progress and practices in education. Education in a democracy must go beyond the acquiring of information and knowledge, but must arrive at a use and an application. Rhoads outlined an educational program, most forward-looking for its day—professional, administrative, legislative, and financial. In the professional line he advocated the de-

development of a teaching force trained in scholarship and teaching technique in the field in which they expected to labor, and gradual and harmonious development of teacher-training institutes to their greatest possible efficiency, a cultivated public sentiment that would willingly bear the costs of educational success, the development of a spirit of helpful community cooperation with school interests, and the adjustment of schoolroom work to the life interests of the child to the end that his education would enable him to become both a productive factor in economic life, and a constructive force in shaping and directing community ideals. Supt. Rhoads believed that growth and development measured progress in an educational system and he continually pushed for an equal educational opportunity for every child in the state.

Supt. Bell felt that it was correct that education should lag a bit behind progress in industry, science, and art and he stated that the march of progress in Kentucky's public schools had kept as nearly abreast with the march in other activities as was generally found in any state. He pushed, however, for superior education, which would assure greater achievements and success in industry, science, and art. He called for a training designed to anticipate the needs of mature life. Kentucky's greatest asset, concluded Bell, was her children. Their potential capacities, when properly trained and developed would assure Kentucky the greatest possible happiness and prosperity. Supt. Bell then called for a proper coordination of school programs and school support to bring up to date Kentucky's program of education. In making a proper appraisal of the public schools and in planning a state program of education, Bell called for a determination of the philosophical principles upon which a state's program of education was based, a definition of the elements of a program of education designed to carry out these principles, a determination of the cost of such a program and a determination of the state's ability to finance this program and how it could best be done.

Supt. Richmond's philosophy was very practical. He was for better financing and better financial administration of the public schools, for improved supervision by departmental staff of the school district administration, and for more consolidation of schools. Times were very hard during the Richmond administration and he worked for the solution to the loss of local revenue due to lowered property valuations.

Government Publications Department
University of Kentucky Library

Supt. Peters expressed his beliefs as he expounded Kentucky's educational needs. Peters advocated long-range planning of a generation or so, instead of temporary expediences; work with pre-school and post-school children; work in the pre-school program with the matter of developing habits and traits and social attitudes in addition to an orientation to the conventional activities; and enrichment of the elementary-school program with additional vocational elements; a meeting of individual and social needs of adolescents in the secondary school; education at the college level for all who could profit by it; adequate housing; better teachers; equipment sufficient to make the curriculum effective; more adult education; special education to meet the needs of those not reached by the regularly organized public schools; and the adoption of a program of financial support adequate to maintain an efficient system of public schools as required by the *Constitution*.

Supt. Brooker did not say much philosophically, but his program could be said to be fourfold: equalization, security for the teachers, a school lunch program, and vocational education expansion for the war effort. These he secured via the constitutional amendment of 1941, teacher retirement in 1940 and teacher tenure in 1942, a lunch program in 1943, and a great increase in specialized vocational training to aid the Federal government.

Many of these philosophies seem chiefly restatements of Nineteenth Century views. Many are also laced with sentimentality, made up of Horace Mann type cliches, and reminiscent of Pestalozzi and Froebel.

CHAPTER VI

EXTERNAL FORCES INFLUENCING THE EDUCATIONAL ISSUES

Others besides the State Superintendents made recommendations in regard to the educational issues of the day. These include the Governors of the Commonwealth, the Kentucky Education Association, a special study group of the State Department of Education, and various Educational Commissions.

The Governors

The Educational Legislature

The famous "Educational Legislature" met in 1908. Governor Willson sent a special message to the Assembly, urging that provision be made to improve the school system of the state via an Educational Commission. Some excerpts from the Governor's message are:

There has been for a long time a growing feeling that our school system was very weak in its general plan and operation. . . . The high percentage of illiteracy in Kentucky has brought this feeling to the point of organized expressions in general movements for better schools, better school houses, better teachers, better teaching, longer terms, better courses of education, better pay, first class normal schools and a complete change in the whole school system to bring it up to the necessities of the people and to the first modern school standards.

The Governor called for a change in the office of Superintendent of Public Instruction from being merely a clerical office into a "center of educational thought and activity." The Superintendent should "have an active part in overlooking, guiding and helping all the schools of the State. . . . The law should make it mandatory upon him to visit every county in the State to inspect the schools and conduct educational work. . . . and his expenses should be paid." The Governor called for a comprehensive revision of the school system and for this purpose he recommended an unslaved Educational Commission. He advocated a revision of school laws and a change to the county board of education, strengthening of the State

Normals, and the making of the State College into a State University.¹

Textbooks, Taxes and Superintendents

In 1916, Gov. A. O. Stanley called for a gradual change in the adoption of textbooks, instead of changing the entire series at once. In 1918, he made a report on the problem of dissension at the State University between the deans and professors and the open insubordination of the student body. He called for amendments to the laws on scholarships, the Agricultural Extension Fund, and the Board of Trustees (reducing its membership from thirty-two to fifteen). In 1920 and 1922, Gov. Morrow recommended a survey commission be authorized, non-partisan election of state and county school superintendents, or possibly the appointment of these officials rather than their election, an increase in pay for teachers, and an increase in tax levy. He asked for \$5,000,000 for education via a bond issue, not increased taxes, and for new Normal Schools.²

More Aid

In 1924, Gov. Field's message to the General Assembly called for more aid to primary and high schools, Normal Schools, the University of Kentucky, the Deaf and Dumb Institute, and the Institute for the Blind. In 1926, he announced that, via the Nelson Tax Law, more money was being expended for education than ever before in the history of the state and he asked for funds to aid the State University and the Normal Schools.³

Free Textbooks

Gov. Sampson's administration was a fiery one. He and Supt. Bell were at odds over the key educational issue of free textbooks and at one point the Governor was indicted over the textbook selection question. In 1928, Gov. Sampson's message called for free textbooks, more pay for teachers, an equalization educational fund, help for the Normal Schools, and a tax on sand and gravel to pay for the free books. He called for a slowing down of the changing of

¹The previous quotations come from the entire message, as printed in *The Lexington Herald*, January 24, 1908.

²*The Lexington Herald*, January 16, 1922; *The Richmond Daily Register*, January 6, 1920, January 16, 1922; Peters, *op. cit.*, pp. 17-19, 38-39.

³*The Lexington Herald*, January 9, 1924; *The Richmond Daily Register*, January 8, 9, 1924; Peters, *op. cit.*, pp. 53-55.

textbooks, for a reorganization of the State Board of Education, and for a \$750,000 equalization and stimulation fund to help the weaker and less fortunate counties maintain better public schools. In 1930, Gov. Sampson recommended increased appropriation for public education, free textbooks, equal pay for county and city teachers of equal training, an equalization and stimulation fund for the benefit of the poorer counties to be administered by the State Board of Education, equal nine-month terms for county and city schools, standardization of elementary school plants and equipment, and a strong ineluctable truancy law based on minimum achievements and not on age.⁴

As a newspaper put it:

SAMPSON URGES MONEY FOR FREE BOOKS, FOR EDUCATIONAL EQUALIZATION FUNDS. The Governor expressed hope that an appropriation of \$700,000 or \$800,000 would be made to purchase free textbooks under the Howard textbook act, which is constitutional, but inoperative until funds are obtained with which to put it into operation. Contrary to advance reports, Gov. Sampson made no recommendation as to a luxury tax to obtain funds to pay for the free textbooks, but only expressed hope that the necessary appropriation would be made. The Governor felt that books could be bought more cheaply under the free textbook law. . . . As an educational program, Gov. Sampson's message recommended that the constitution be amended so that school funds may be generally distributed to school districts according to population and need or that a substantial equalization fund be established through which teachers' salaries may be supplemented and made "reasonably adequate." The Governor also urged a public school program of increased appropriation, equal pay for county and city teachers, equal terms of nine months for city and county schools, standardization of elementary school plants and equipment and a strong truancy law. Improvement of the colleges for Negroes in Frankfort and Paducah also was recommended. The Governor also advocated the establishment of a medical college at one of the state's five educational institutions.⁵

The 1930's

Gov. Laffoon issued a pro-education message to the General Assembly at the regular sessions of 1932 and 1934 and at the special

⁴*The Richmond Daily Register, Louisville Courier-Journal*, January 11, 1928; Peters, *op. cit.*, pp. 70-78.

⁵*The Richmond Daily Register*, January 14, 1930.

sessions of 1934 and 1935. In 1934, at the regular session, he spoke of the revenue for schools, of the pupils as being Kentucky's greatest assets, and recommended that the suggestions of the Educational Commission be enacted into law. At the special session of 1935, he called for revenue to support the public schools and for an efficient health system for the state. At the 1935 special session, he spoke with pride of the School Code enacted under his sponsorship and of the free textbook appropriation passed under his administration, while calling for a higher per-capita appropriation.⁶ It was under Gov. Laffoon that Kentucky's first sales tax was inaugurated.

In 1938, Gov. Chandler recommended "that the Negro normal schools in Paducah and Frankfort be merged into one major institution at Frankfort," "that appropriations for public schools be such as to provide a \$12 per capita, slightly more than the current amount," "that the \$500,000 annual appropriation for free textbooks be continued," and stated that the "largest outlay in the budget is \$11,750,000 for the Department of Education for each of two years."⁷

Other Governors made educational recommendations, but these examples show the outstanding contributions of the chief executives to the cause of education in Kentucky.

The Kentucky Education Association (K.E.A.)

The K.E.A. has played an important role in Kentucky education.⁸ In 1895 a state Committee of Ten was appointed to develop high school courses of study. Its report was adopted, revised in 1907, and became the official high school course of study for many years. A similar result came at the elementary level from the report of the Committee of Fifteen. Many other special committees of the K.E.A. over the years have been successful in bringing about changes for the good of Kentucky schools.

⁶Louisville *Courier-Journal*, *The Lexington Leader*, *The Richmond Daily Register*, January 12, 1932, January 8, 1934; Peters, *op. cit.*, pp. 92-96.

⁷Louisville *Courier-Journal*, *The Richmond Daily Register*, January 4, 1938.

⁸McVey, *op. cit.*, pp. 191-205. For a brief history of K.E.A., see Appendix. For a more detailed version, see Porter H. Hopkins, *K.E.A.: The First Hundred Years* (Lexington: The Transylvania Printing Company, 1957).

Legislative Committees

At the annual meeting held in Henderson in June of 1910, a Legislative Committee was appointed, which met and made a report on needed school legislation. They recommended in part a revamping of the State Board, changing of school boundary and tax systems, the enactments of a compulsory attendance law, the fixing of maximum and minimum salaries for county superintendents, new rules on qualifications of high school teachers, and transfer of the State Reading Circle Board from K.E.A. to the State Board. Another similar report was adopted by K.E.A. in 1911, and Supt. Regenstien approved the report most heartily and recommended it to the General Assembly of 1912 for its thoughtful consideration. Supt. Hamlett accepted some seventeen recommendations from the K.E.A. during his term. A K.E.A. committee reported in 1914 that the financing of the state school system should come from the state school fund, a county school fund, and a local school fund. That same year from the Ashland Teachers' Association came the recommendation that county superintendents be elected by the county board of education, just as the city superintendents were.⁹

In 1917, at a meeting at the Seelbach Hotel in Louisville, the Legislative Committee of the Association recommended, with the full support of Supt. Gilbert, that the General Assembly pass an educational legislative program that included raising the minimum and maximum levy of school taxes to 20c and 50c respectively, setting the minimum salary for public school teachers at \$45.00 per month, amending the state *Constitution* so that independent school districts could levy a higher rate of taxation, passing legislation providing for the prompt monthly payment of the salaries of public school teachers, amending the law so that the minimum salary of county superintendents should be \$600 and the maximum \$2,500, authorizing the State Board of Education to adopt standards for school buildings and make regulations for their enforcement, and passing a law to promote vocational education so as to carry forward the Smith-Hughes Law.¹⁰

In 1920, the K.E.A. published its legislative program and in 1922, it called for ten bills to carry out the principal recommendations of the Kentucky Education Survey Commission.¹¹

⁹P. H. Hopkins, *op. cit.*; *Report*, 1899-1901. pp. 529, 535; 1907-1909, pp. 42, 43; 1909-1911, pp. 10-14; 1911-1913, pp. 14-18; 1913-1915, pp. xixvi-xl.

¹⁰*Report*, 1915-1917, p. xxxii.

¹¹*The Richmond Daily Register*, March 22, 1920, January 4, 1922; *The Lexington Herald*, January 4, 1922.

Codification

In 1924, the K.E.A. secured the service of an expert from the National Department of Education, Washington, D.C. Five or six weeks were spent by the K.E.A. committee with this expert in codifying the school laws of the state. No changes were made in the meaning of the laws; only changes in the wording, so that the meaning was made clear. Classification under proper headings were made, court rulings were cited and the Attorney General was asked to help with interpreting the legal phraseology. Supt. Rhoads then recommended to the Legislature the K.E.A. committee's suggested legislation in 1925, which included a recodification of the school laws as per above, a new certification law, another attempt at distributing a part of the School Fund other than by census (necessitating a constitutional amendment), raising the maximum tax levy from 50¢ to 75¢, strengthening of the compulsory attendance law, amendment of the consolidation laws, a new textbook law, a bipartisan State Board of Education, and avoiding any bill to revert to old obsolete methods.

Equal Opportunity

In 1927, the Association adopted the slogan "An Equal Educational Opportunity for Every Child in Kentucky," and enunciated the ideas that public education was the foundation of a democracy and that the children of Kentucky deserved a descent school with a competent teacher, in a modern building. In order to secure these rights, legislation was proposed to revamp the State Board of Education, to give an equitable distribution of school funds, to preserve to county boards of education freedom in selecting officials and teachers, and to provide for equal distribution of school funds in each county.¹²

Textbooks

In 1930, the K.E.A. committee drew up a bill to "abolish the state textbook commission and create 120 textbook commissions, one in each county, plus an adopting board in 64 cities." Also included was the idea that "books must be adopted for a five-year period and must be chosen from lists compiled by the State Superintendent of Public Instruction and his staff." Objections to this plan were raised and one editorial stated that county boards were not qualified to choose books and this law would "destroy all semblance of uniformity in textbooks." Citing the abuses of the old system before the state

¹²*Report*, 1923-1925, pp. 16, 20-21; 1925-1927, pp. 20-21.

uniform textbook code was adopted, the editorial went on to advocate improving the state textbook commission system, rather than going back to the county system.¹³

A Special Study

In 1936, the personnel of the Department of Education were involved in a study of local school units in Kentucky. The study took eighteen months and the recommendations coming out of it were very sound and are valid even today. The Federal Office of Education in Washington appropriated \$65,000 for the financing of the study. Engaged in the project were Federal employees, all of the staff members of the State Department of Education, professors from the University of Kentucky and the State Colleges, and school leaders throughout the state. The purposes of the study were to briefly trace the development of the program of public education in Kentucky from its infancy up to the time of the study, to take an inventory of existing educational conditions, to evaluate the conditions in the light of desirable educational standards, and to plan a definite, desirable, long-time program of improvement in areas where standards were not met. Special emphasis was placed on the study of local school organization and administration.

The study revealed trends toward larger organizations, gradual elimination of one room schools, more public transportation of pupils, a great increase in high school enrollment, better buildings, a substantial increase in state support of public education, and fewer and larger school administrative units. In addition to regular statistics, the study revealed that the training of the typical high school teacher consisted of graduation from college, that the course of study in the small high school was purely college preparatory, while the larger high schools had more vocational subjects, that 54 per cent of the county elementary-school teachers and 11 per cent of the high school teachers received less than the legal minimum of salary of \$75 per month, that the wealth of local school districts varied greatly, that instructional costs for high schools were over twice those of elementary grades, and that the total indebtedness of all the school districts in the state was extremely small in comparison with that of other states.

Recommendations which followed the study were that elementary schools in which a teacher taught more than one grade and high schools

¹³The *Richmond Daily Register*, January 11, 1930 (Editorial).

with less than six teachers should be considered as temporary only, that the School Fund per capita goal be set at \$25, and that local boards of education be allowed to levy a tax rate not to exceed \$1.50 per \$100 of assessable wealth. The study seemed to have had the effect of stimulating local school officials and citizens to improve the school system on the local level. The time given by the State Department of Education seems to have been well spent. In 1939, Supt. Peters called attention to the followup of the study by the Department which he felt "will reflect the significant changes in the trend of educational progress."¹⁴

Educational Commissions

1908

In 1908, the Watson Bill was passed, creating an Educational Commission.¹⁵ This was the first of three such commissions established in the period under study. The purpose of the Commission was to study the whole school system of Kentucky and other states and draft recommendations to submit to the next General Assembly. The State Superintendent was *ex-officio* chairman of the Commission. In speaking of the Commission, George J. Ramsey, its secretary, said:

Until the passage by the General Assembly of 1908 of the County Board Law, the so-called district trustee system had prevailed in Kentucky for nearly a century. Assembly after Assembly had made amendments, passed special laws, grafted on attractive features from laws in other states, and by various makeshifts endeavored to modernize methods and offer fuller opportunity to the children of Kentucky. As a result, all semblance of system was destroyed, and the law was full of inconsistencies, incongruities, and obscurity. The State Department of Education had generated into a clerical bureau for the distribution of funds. The real power was in the hands of district trustees of whom there were twenty-five thousand. Each group was in large measure a law unto itself. Is it strange that Kentucky, under such conditions, in spite of her generous appropriations, has lagged far behind her sister states in educational development? Recognizing these facts, the General Assembly of 1908 not only laid the basis for a new and efficient system in the County Board Law, but, at the insistence of the State Superintendent, passed an act creating the Kentucky Educational Commission.¹⁶

¹⁴*A Special Study of Local Units* (Frankfort: Department of Education, 1937); *Report*, 1935-1937, pp. 9-12; 1931-1939, p. 9.

¹⁵*Act of March 17, 1908.*

¹⁶*Report of the Commission to the State Superintendent of Public Instruction*, quoted in *Report*, 1907-1909, p. 305.

Ramsey went on to give the composition, powers and duties of the Commission. Supt. Crabbe, Governor Augustus E. Wilson and the presidents of State University and the State Normals, along with a representative of the Kentucky Federation of Women's Clubs were members. The Commission felt its first task was to rewrite, rearrange and simplify the then-prevailing laws eliminating obsolete matter and unnecessary repetitions. Each law was considered separately and in detail as each section was studied. The Commission then outlined a Code covering the whole common school system of the state. The Code's purpose was to provide safer and saner guardianship of the state's funds, increased efficiency in the service rendered, and a greater equality of opportunity to all the children in the state.

The Commission wished to do away with the membership of the Secretary of State and the Attorney General on the State Board of Education, replacing them with faculty members, superintendents, and teachers. New, too, was that examinations for teachers' certificates were to be graded in Frankfort, not in the county seats. Changes were to be made in certification, and the State Superintendent was to have larger powers of inspection and supervision and was to be the executive officer of the Board. Minor changes were also recommended by the Commission in the County Board Law just passed. The Commission wanted the county superintendent to be full time and to have a salary increase. Salary recommendations in regard to teachers were also suggested, as was a closer inspection of teacher institutes and their instructors.¹⁷

1920

In 1919, both political parties advocated a survey of the school system as a basis for school legislation. A survey commission, known as the Kentucky Educational Commission was authorized by the 1920 General Assembly and its five members appointed by the Governor. The General Education Board of New York provided an experienced staff and contributed \$15,000. The study took eighteen months and concluded with the recommendations that the State Board of Education be reorganized with a centralization of responsibility and unity of administration; that the State Department of Education be reorganized with additional clerical help and into divisions of school records, reports and publications, business methods and school accounts, school house plans, teachers' certificates, teacher training, supervision, agricultural and industrial education, and health and physical education; better local organization; a single code and standards for city schools; better trained teachers; a better certification system and salary schedule; better financial support, including increased state and local support and planned budgets; and more teacher-training institutions. In regard to the county organization, consoli-

¹⁷*Ibid.*, pp. 305-311.

dation was stressed, while the idea of equal facilities for all was emphasized in the portion on city schools.¹⁸ The Commission recommendations in 1922 have already been mentioned in the K.E.A. section.

1932

A great thrust forward took place in the years 1932-1934 with the report of the Kentucky Educational Commission and the resulting passage of the New School Code. This was one of the peaks of the period under study. In 1932 Supt. Richmond made a rousing speech in favor of a bill to create a commission to study the state's educational needs.¹⁹ He was successful in securing the passage of a bill creating the Kentucky Educational Commission.

The purpose of the Commission was to study public education in Kentucky and report its finding to the Governor and General Assembly of 1934 with recommendations to increase the efficiency and equalize the benefits of public education. On April 9, 1932, Gov. Laffoon appointed as members of the Commission Supt. James H. Richmond, chairman; Mrs. James G. Sheehan, President of the Kentucky Congress for Parents and Teachers, Danville; Dr. Frank L. McVey, President of the University of Kentucky, Lexington; Dr. H. H. Cherry, President of Western Kentucky State Teachers College, Bowling Green; Mr. J. W. Bradner, Superintendent of City Schools, Middlesboro; Mr. H. W. Peters, Superintendent of Christian County Schools, Hopkinsville; Hon. W. J. Webb, attorney, Mayfield; Mr. Yancey Altsheler, wholesale grocer, Louisville; and Hon. Ben. Williamson, former United States Senator, Ashland.

The Commission had its first meeting in May 1932 and over the months received aid from over 100 educators and laymen. The General Education Board reversed its previous decisions not to spend additional money in Kentucky and contributed \$5,000; \$7,500 came for the K.E.A.; \$500 from the Kentucky Negro Education Association. Supt. Richmond urged the Legislature to enact the program recommended by the Commission. Essentially the entire program was passed into law and the details will be discussed under the New School Code.²¹

Kentucky Illiteracy Commission

A discussion on Kentucky Commissions could not be concluded without a look at the Kentucky Illiteracy Commission. The Commission was created by the Legislature in 1914.²² Appointed to the Com-

¹⁸*The Richmond Daily Register*, March 20, 1920; Peters, *op. cit.*, pp. 33-38; *Report*, 1919-1921, p. 5; *Organization, etc., op. cit.*, pp. 143-144.

¹⁹*The Lexington Herald*, *The Richmond Daily Register*, January 25, 1932. creating the Kentucky Educational Commission.²⁰

²⁰K.S. (1932), sec. 4383a-7 through 4383a-12.

²¹Peters, *op. cit.*, pp. 90-93; *Organization, etc., op. cit.*, pp. 148-149; *The Richmond Daily Register*, January 25, 1932; *Report*, 1931-1933, pp. 20-23.

²²K.S. (1914), sec. 11a.

mission were Mrs. Cora Wilson Stewart, founder of the moonlight schools in Rowan County in 1911, and the presidents of the two State Normal Schools.²³ Writing about the Illiteracy Commission, a newspaper of the day said:

The campaign of 100 orators in behalf of the plan of the Kentucky Illiteracy Commission to eradicate illiteracy from the state will start probably in July, about the time the rural schools open and continue through the school year. It is the consensus of opinion among trustees, to which the commission deferred, that the teachers should be at work at the time the campaign starts so that none of the initial impulse will be lost in the movement. Mrs. Cora Wilson Stewart, Chairman of the Commission, is working out the details. Congressman W. J. Fields has consented to do a month's speaking and only one date is in his own district. Attorney General James Garnett will make four speeches at least, and R. H. Wilson, State Superintendent of Oklahoma, will make several.²⁴

Several other states copied Kentucky and created similar commissions. Moonlight schools were conducted in almost every county in Kentucky. Thousands of men and women learned to read and write. In the summer of 1917, the Commission organized a campaign to teach men of draft age. Classes were also held at Camp Taylor in Louisville. Illiteracy was reduced wholesale. On July 1, 1920, the Kentucky Illiteracy Commission went out of existence. In her last report, Chairman Stewart recommended that the work be continued via a Department of Adult Education in the State Department. This was done.²⁵

²³Information on the Illiteracy Commission and a long article on the moonlight schools may be found in *The Richmond Climax*, September 30, 1914, and *The Madisonian*, April 14, 1914. For further information on Mrs. Stewart's work, see Cora Wilson Stewart, *Moonlight Schools* (New York: E. P. Dutton & Company, 1922). *Report*, 1913-1915, p. xlviii.

²⁴*The Climax-Madisonian*, March 31, 1915.

²⁵*Report*, 1915-1917, pp. xxiv, 303-305; 1917-1919, pp. 423-426.

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Part III. Issues And Action

CHAPTER VII

GENERAL ISSUES DEALT WITH BY THE SUPERINTENDENTS

In addition to the problems involved with the Office, Department, and State Board, the fourteen Superintendents faced twenty educational issues for which solutions had to be sought. Although suggestions came from other areas, as noted in the last chapter, it was mainly the State Superintendents who struggled with these problems and then strove to have their recommendations adopted by the General Assembly, or accepted by the school people and the general public.

The issues involved were public support of educational programs, favoritism in teacher selection, county administration, financing the schools, census padding, the school term, teachers' salaries, certification, the question peddler, textbooks, attendance, grading the schools, teacher training, school buildings, teacher security, consolidation, recodification, vocational education, Negro education, and long-range planning. Special emphasis will be given to eight key issues in a later chapter.

Public Support

Recommendations

Arousing the people to support programs for the improving of Kentucky's schools was a major problem. Two methods of gaining support stand out in the records: one was graduation exercises and the other was Whirlwind Campaigns.

Graduation Exercises

Supt. McChesney was a greater believer in graduation exercises. He thought the common school graduation was very important as an instrument of good for the cause of popular education. The law authorizing the granting of a diploma of graduation to pupils completing the common school course was passed in 1884. Campbell County, in 1886, became the first in the state to hold an examination and a graduation. In 1901, twenty-three of the 119 counties still had never had a graduate. Fayette County graduated 365 that

year, the highest total in the state. McChesney felt that the importance of graduation exercises must be pushed by county superintendents, since pupils were often ignorant of the fact that the state issued a diploma to graduates from the rural schools. In support of graduation exercises, McChesney said:

One of the immediate results that will follow the conversion of a school to the idea that every pupil in it is expected to graduate will be a more regular attendance, especially among the advanced pupils, as they will realize that every absence from school lessens their chances to pass the examination. It is also a valuable aid to the grading of schools. One of the greatest obstacles we have encountered in grading the rural schools has been the aversion of the pupils to taking the full course. If they understand, all along through their public school life, that they are expected to graduate at the end, they will much more readily see the necessity of taking the entire course. The statement to a child that unless he takes grammar and composition he will fail in his examination is much more tangible than the abstract statement that he will need a knowledge of these things when he "goes out into the world." If the school can hold out something to the fifteen-year old pupil it may hold him in school. The value will not be to the graduating class alone, but it will be a spur to the ambition of the junior grades present, and, if properly managed, may be made an educational revival for the entire district. The diploma . . . will be a source of pleasure and pride through life to the boys and girls, who, for lack of means, cannot further prosecute their studies, and cannot hope to ever hold any other diploma.¹

Whirlwind Campaigns

Supt. Crabbe, a great believer in publicity, initiated the Whirlwind Campaigns. He felt that the people would stand for the right thing if they knew what it was. He believed also that the press was on his side, opening their columns to the great school problems. People in remote districts had heard and read about the new education. Public sentiment was whipped up to demand better conditions. The colleges became the advocates of improved rural school conditions. Businessmen began to connect material progress with educational progress and urge a broader and more liberal education for all the children in Kentucky. Said Crabbe, "Public interest is the life of

¹Report, 1899-1901, pp. 56-58.

the public schools."² This line of thinking led the Superintendent to initiate the famous Whirlwind Campaigns of 1908 and 1909.

Action Taken

Graduation Exercises

Slowly but surely graduation exercises became popular across the state and soon all schools ended their school year in this manner. And, although some of Supt. McChesney's hopes came true, the exercises soon became formal and lacking in the power to revive, which he had envisioned.

Whirlwind Campaigns

The campaign for better education in Kentucky was opened on November 28, 1908.³ The campaign was a continuous cyclone bombardment against illiteracy and ignorance, for a period of nine days. Twenty-nine enthusiastic speakers were in the field and they delivered nearly three hundred speeches to some 60,000 people. The entire state was covered and every county was visited. Only two or three counties failed to make special efforts to provide advance arrangements for the meetings. In some counties the response was so good that additional speakers were sent in. One speaker rode 205 miles in a buggy to fill all his engagements. The people came in wagon loads for miles and were very responsive. The campaign awakened an educational interest in many counties. Teachers were inspired, and trustees aroused. The press gave generous support to the campaign.

Practically all the newspapers in every county entered into the movement, opening their columns and speaking out editorially. Supt. Crabbe believed that the Whirlwind Campaign had inaugurated a revival of learning in Kentucky.

A second Whirlwind Campaign was held in Kentucky from June 27 to July 4, 1909. One hundred prominent men and women in business, politics and education were the speakers. The meetings were heavily advertised from the State Superintendent's Office and by local committees in each county. The campaign was planned much more extensively than the one in 1908. An attempt was made to carry the campaign into the rural districts and to put new life and

²*Report*, 1907-1909, p. 6.

³For Crabbe's report on the two Whirlwind Campaigns, see *Ibid.*, pp. 77-93.

vigor into the rural schools. A rally day was planned in each county and often thousands of people attended. It was in some cases the greatest event in the history of the county. Supt. Crabbe designated Sunday, June 27, as Public School Sunday and asked clergymen to deliver an address on public education upon that day. The results were pleasing to the Superintendent. On that Sunday, nearly 5,000 addresses were made from the pulpits of the state, the audiences being estimated at nearly half a million. Women's Clubs, Improvement Leagues, and Civic Leagues also joined the campaign. Local taxation, the county high school and the new school law were stressed. The slogan used was "For the Boys and Girls and the Commonwealth!" The weather was hot and crops needed tending to, but public sentiment in favor of better educational conditions was strong. Supt. Crabbe raked over the coals some 19 of the county superintendents for failing to aid the campaign in their counties. His office sent out advertising packages for advance work in the counties. Again, as in 1908, much of the success of the campaign was due to the widespread and intelligent influence of the press of the state.

A look at the campaign on the local level is enlightening:

The second "Whirlwind Campaign" for better education in Kentucky will be opened Sunday June 27th, when every minister in the State will be asked to deliver an address on "Public Education in Kentucky" from his own pulpit. One hundred prominent speakers will begin active work on Monday June 28th, reinforced by local speakers and every community will have an opportunity to participate in the great educational movement which is sweeping over Kentucky. An important event of the campaign in each county will be "Rally Day" when it is planned to have an all-day open-air meeting. The coming campaign is expected to be better and more thorough than the former one. A change from the 1908 plan will be the shifting of the bombardment from the city and town to rural school conditions. Every effort will be made to raise the standard of country schools.⁴

The citizens of Richmond and Madison County are hereby notified that Tuesday, June the 29th, 1909, will be the rally day for Madison County of the State Educational Campaign which will begin on Sunday June the 27th 1909, in every county in Kentucky, and last for one week.

⁴*The Richmond Climax*, June 9, 1909.

The exercises will be held at the Normal School Campus in Richmond, Kentucky and the speaker in the Educational Rally will begin at 10 o'clock A.M. Some of the most prominent speakers of the State will be present and the citizens of the county and especially the County Board of Education and the school teachers of the county, and all those interested in the cause of education are invited to attend and bring their lunches with them.

The exercises will be in the form of a picnic with intermission for dinner under the deep shade of the beautiful trees upon the Campus.

At two o'clock P.M., the Corner Stone of the Main Building now being erected upon the Campus under the appropriation of \$150,000.00 made by the last General Assembly will be laid. Governor Augustus E. Willson will be present and deliver the main address in the afternoon, and other prominent speakers will be present.

A procession will form at or near the Government Building and the pupils at the Normal School and the school children of the city of Richmond and the County of Madison are invited to attend and march under the supervision of competent marshals to the Campus. This procession will form at two o'clock in the afternoon, and the Corner Stone exercises will begin immediately upon reaching the grounds. Music will be furnished by the Richmond Band. John Noland, County School Superintendent.⁵

As the *Climax* goes to press a large crowd is in town to participate in the laying of the Corner Stone of the Ruric Nevil Roark Building at the Normal School. Major Woods declared a holiday and many of the business houses will be closed in order that all may attend the exercises. Speakers are Governor A. E. Willson, Hon. A. R. Burnam (Republican), and former Governor J. B. McCreary (Democrat).⁶

Whirlwind Campaign On for Education. This revival for Kentucky is to be such as has recently been carried on so successfully in a large number of Southern States. It has been planned by State Superintendent of Public Instruction, J. G. Crabbe and will be under the auspices of the Southern Educational Board. About \$1500 will be spent in boosting the educational cause and prominent speakers of this and from out of the state will take part. The date of the Whirlwind revival will be from November 29th to December 8th. Every county in the state will be visited and two or more

⁵The *Richmond Climax*, June 23, 1909.

⁶The *Richmond Climax*, June 30, 1909.

speeches will be made. Among the speakers will be the State Superintendents of West Virginia, Mississippi, and Tennessee.⁷

An Educational Rally A new interest is being manifested in Fayette county's schools since the new county school law went into operation this summer Kentucky is at the beginning of a great educational movement and we see no reason why Fayette County should not lead it Let every man and woman connected with the school interest lend a hand Sunday to awakening the people of Fayette County to their needs and opportunities.⁸

Many other local campaigns were written up in the Lexington and Louisville newspapers of 1908-1909. The second Whirlwind Campaign was beneficial for education in Kentucky, in that it aroused the people to begin to think about public education. Under the operation of the new county school district law, the local taxes increased in 1910 over those collected in 1909. Much was accomplished in arousing the public by the two campaigns and education in Kentucky took a great stride forward.

Favoritism

Recommendations

A second issue was that of favoritism and influence in the selection of teachers. Said Supt. McChesney in 1901:

Kinship, local prejudices, the fact that an applicant is a neighbor or a personal friend, and many other purely outside considerations too often figure in the selection of a teacher. Often bribery is found in connection with the securing of a contract.⁹

The solution, according to McChesney was a county board of education with members elected from each magisterial district of the county by the voters. Supt. Davidson called for a system of employing teachers in which merit, qualifications, and general fitness for the work rather than kinship or favoritism would be used.¹⁰

⁷The *Lexington Herald*, November 12, 1908.

⁸The *Lexington Herald*, November 24, 1908.

⁹Report, 1899-1901, p. 15.

¹⁰Report, 1895-1897, pp. 24-26.

In 1931, the sub-district trustees were still "trafficking" in the nomination of teachers. Supt. Bell called this a reflection upon the ethics, morals and character of the teachers of the Commonwealth and recommended that legislation be enacted designed to prevent any such practices in the employment of teachers.¹¹ In 1932 Supt. Richmond made a speech in favor of abolishing the sub-trustee system and thus much favoritism.¹²

Action Taken

Some improvement in the selection of teachers came in 1898 when the Legislature provided that trustees would be elected after the schools began, thereby preventing to some extent the attempt of prospective teachers to influence their election.¹³

In 1920 the county board of education took over the selection of teachers.¹⁴ In 1934 the trustee was forbidden to nominate a relative for a teaching position. Selection was still by the county board.¹⁵ Gradually the nomination of teachers was taken over by the county superintendent as the sub-district trustee became less and less a powerful figure.

County Administration

Recommendations

One of the major issues facing the State Superintendents was that of county administration. The greatest problem in this field was that of the sub-district trustee.

County commissioners were the key men in the school system on the local level until 1884. These men were appointed by the county court; State Superintendents complained that they had little interest in the growth of the school system. In 1884 the office of county commissioner was abolished and each county elected a county superintendent. Each school district had three trustees, elected annually, who erected the schoolhouses, employed the teachers, and made annual reports to the commissioners or superin-

¹¹Report, 1929-1931, p. 60.

¹²The *Lexington Herald*, The *Richmond Daily Register*, January 25, 1932.

¹³K.S. (1902), c. 160, sec. 57.

¹⁴K. S. (1922), sec. 4391a-4456.

¹⁵K.S. (1936), sec. 4399-11.

tendents. The people liked the local control and, even though State Superintendents attacked the trustee system, it was a long time before control was centralized in a county board of education. Many cities and towns operated independent districts.

There were three trustees of the local district school during this era up until 1908, and one trustee for the period thereafter. In 1888 it was required by law that a trustee be a man of good moral character and when not impracticable able to read and write. In 1893 the age qualification was fixed at twenty-one years. The general duties of the trustee were:

(1) to hold and dispose of real and personal estate for the maintenance of the school, (2) to keep a record of proceedings, (3) to take land for school sites, (4) to erect and repair school buildings, (5) to recover damages done to property in their charge, (6) to levy poll and ad valorem taxes for the purchase of sites, erection of buildings, and purchase of equipment, (7) to appoint a district treasurer, (8) to employ qualified teachers, (9) to urge upon parents the necessity of prompt and regular attendance of their children, (10) to hold monthly meetings, (11) to enforce the regulations of the school, (12) to suspend or expel a pupil from school, (13) to dismiss the teacher, (14) to exclude children from school for having infectious or contagious diseases, (15) to take an annual census of the children of school age in the district, (16) to make an annual report of educational conditions in the district to the county superintendent.¹⁶

Supt. Thompson hoped that the new law passed during his administration which graded payment by class of certificate would somewhat correct the political influence evil of the trusteeship. Trustees were usually devoid of experience or professional training in school work. In speaking of the trustee system, Supt. McChesney said:

To say that the present common school trustee system is an absolute failure would probably be too severe a criticism, but to say the least it is very unsatisfactory. There are twenty-four thousand common school trustees in Kentucky, and to say that at least twenty thousand of them did not want the office when elected, wanted it less after qualifying, and are shirking as many of its responsibilities as possible, is to express it mildly. There is not

¹⁶*Session Acts* (1891-92-93), c. 260, p. 1448.

public sentiment on the question sufficiently strong to hold a school trustee up to the faithful discharge of his duty.¹⁷

Thompson, McChesney and Davidson advocated a central high school as a part of the county system. Supt. Fuqua felt that it was difficult to find men with broad and enlightened views of the purpose and scope of public education to serve as trustees. He advocated abolishing the school district and going to the county unit, quoting Horace Mann and R. J. Breckinridge to back up his belief.

In 1909, Supt. Crabbe pointed out that public education had become big business. More money was paid out to support the public school system than for the maintenance of the state government in all its other departments, including judges and penitentiaries. Over three million dollars were spent on education in Kentucky by the state. And yet a survey showed that of the fifty-two states and territories of that day, Kentucky was forty-ninth in the area of white literacy, ranking above only North Carolina, Louisiana, and New Mexico. Less than half of the school age white children were enrolled. In one county more than a third of the white population could neither read nor write. Crabbe said that Kentucky did not even have the excuse of destruction of property nor debts rising from the Civil War and Reconstruction upon which to place the blame. Considering the amount of money expended, he felt compelled to conclude that the common school system in Kentucky was a business failure. Crabbe looked for the cause and blamed it upon the trustee system in which over 5,000 of the trustees themselves could neither read nor write. He called for a county school board law to correct this condition. He also advocated that the county superintendent be a full-time employee at a decent salary.¹⁸

The evils of the trustee system have recently been vividly portrayed in two popular books. In his *Night Comes to the Cumberlandlands*, Harry M. Caudill points out the part schools play in local politics. The slaying of nine men and the seriously wounding of six others in an argument over the right of a person to vote in the coveted school trustee race was cited. The politicians firing of qualified teachers and their replacement with those who had kin who

¹⁷Report, 1899-1901, pp. 14-15.

¹⁸Report, 1907-1909, pp. 13-14.

could vote in the county races was also mentioned. As Caudill put it, "The school clique is interwoven with the courthouse political machine and . . . teachers are hired more for their vote getting power than for their teaching skill."¹⁹

Jesse Stuart also attacked the trustee system in his book *The Thread That Runs So True*. Stuart points out that he got his first teaching job because he knew the trustee, but then he bemoaned the fact that trustees still held so much power in the local school in 1930. Stuart said that if he were ever a state representative he would vote to abolish the sub-district trustee and he was quite pleased when the General Assembly did give the county boards permission to abolish this office.²⁰

Another part of the county administration issue was the office of county superintendent. The State Superintendents argued for the appointment of this official, rather than his election. The salary to be paid the county superintendent also came to the attention of the State Superintendents. In 1917, Supt. Gilbert called for the amendment of the law, so that the minimum salary of county superintendents should be \$600 and the maximum \$2,500. In 1921 Supt. Colvin called for higher salaries and also pointed out the need to overhaul the graded school law which allowed communities to establish graded schools outside the county system.²¹

In 1932 the Senate passed 21-12 a bill to make the county superintendent's office elective, and Supt. Richmond said this was a step backward and would put the schools into politics. Even so, the House passed the bill 70-18 and it became the law without the Governor's signature. County superintendents were elected in November 1933, but went back on the appointive system with the passage of the 1934 New School Code, recommended by Richmond.²²

Action Taken

Early Changes

In 1891 there were three sub-district trustees in each district,

¹⁹Harry M. Caudill, *Night Comes to the Cumberlands* (Boston: Little, Brown and Company, 1963), pp. 135-137, 336-337.

²⁰Jesse Stuart, *The Thread That Runs So True* (New York: Charles Scribner's Sons, 1949), pp. 3, 34-36, 148, 237.

²¹*Report*, 1915-1917, p. xxxii; 1919-1921, pp. 6-9, 15, 52; Peters, *op. cit.*, pp. 16-17, 32, 34, 50, 140.

²²*The Lexington Herald*, *The Richmond Daily Register*, February 4, 9, 17, 18, March 3, 17 (List of bills passed by 1932 Legislature), 1932.

as well as a county superintendent. In 1893, the law specified that a county superintendent should be twenty-four years old, and should hold a state diploma, state certificate, or special certificate of the grade of a first class county certificate.²³ In 1894, a minimum annual salary of \$250 was fixed for county superintendents; this was raised to \$400 in 1902 and to \$600 in 1912. The maximum salary allowed in 1912 was \$2500.²⁴ Salaries were paid out of county levies. Summing up his opinion of this highest county school office, a Kentucky education historian said:

Generally speaking, the county superintendent was a failure in his supervision of instruction. There were several contributing causes for this failure. First, the law did not make provision for adequate educational qualifications for holding this important office. Second, the salary was so poor that it did not attract competent men. Third, the counties did not elect their best school men to this office. Fourth, the county commissioner was looked upon as a clerk or financial agent of the schools. Fifth, the roads were so bad and means of communications were poor. The qualifications for Kentucky's supervising officials are hardly so high as those required of a first grade teacher. There is no requirement looking to professional training.²⁵

In 1893, the age qualification for a trustee was fixed at twenty-one years.²⁶ In 1898, the Legislature provided that trustees would be elected after the schools began. Under Supt. McChesney, an act was passed increasing the minimum salary of county superintendents from \$250 to \$400.²⁷

The County Board Bill

The County Board Bill of 1908, known as *House Bill #141*, was one of the most important ones ever passed. In addition to providing for the county board system of school government, it also provided for the creation of a county high school in every county to link the common schools and the State University. Attached was the Haswell Amendment, making it compulsory to establish the county high school not later than two years after the measure be-

²³*Session Acts* (1891-92-93), c. 260, p. 1426.

²⁴In 1913 the Madison County superintendent was paid \$900 per year according to *The Madisonian*, October 28, 1913.

²⁵Ligon, *op. cit.*, pp. 123-124.

²⁶*Session Acts* (1891-92-93), c. 260, p. 1448.

²⁷K.S. (1902), c. 160, sec. 57.

came a law.²⁸ An outline of the Sullivan Bill—*House Bill #141*—follows:

The county is the unit—one school district. The sub-districts are composed of the Educational Divisions. The county is the unit for taxation, and school taxes are collected as other taxes are collected and by the same officials. There is a County Board of Education, having charge of salaries, the finances, and of the distribution of funds; the county is divided into 4, 6, or 8 school divisions, according to size, each managed by the Division; there is one local trustee for each school, or sub-district, to look after the immediate needs of his particular school. The Division Boards are made up of these local trustees, and the Chairman of the Division Board is a member of the County Board of Education. The County Superintendent is ex-officio chairman of the County Board. The selections of all these school officials are removed, as far as may be, from all political influence.

A system of County High Schools is to be established within two years. These High Schools are to be classified as 1st, 2nd, and 3rd class, maintaining a four year, 3 year, and 2 year course of study.

The County Board of Education shall have the power to consolidate with reference to the needs of pupils any two or more contiguous school sub-districts. These are to be called consolidated schools.

No sub-district, says the law, shall be apportioned the per capita of the State fund on fewer than fifty white pupil children, nor shall any sub-district be apportioned the per capita on more than one hundred white pupil children for payment of one teacher. This means better salaries for the rank and file of the teachers.

A county tax shall be levied for school purposes not to exceed 20 cents on the \$100 and a capitation not exceeding \$1.00. There is excluded from the operation of this law graded school districts which maintain their own system, which levy a tax of not less than 20 cents for that purpose. These graded school districts are excluded because they levy annually a much larger tax than is necessary or proper in rural communities.

The system established under this new law is similar to that which obtains in every other State and Territory, excepting Arkansas, and which has worked well in all.²⁹

Again we may turn to *The Lexington Herald* for the passage of the County School Board Bill:

²⁸K.S. (1910), sec. 4426a.

²⁹*Report*, 1907-1909, pp. 11-12.

Rep. J. A. Sullivan The Author Of Measure Which Revolutionises County School System. Among the important provisions of this bill are those for a County Board of Education, County high schools, woman suffrage in the election of school trustees . . . The Bill in full as it will be offered to the House by Representative Sullivan is as follows: . . .

The Bill for the change in the control of the public schools ought to be passed at once. We also favor school suffrage for women and a compulsory education law.

House Committee on Education Number 1 tonight voted to report favorably the Sullivan County School Board Bill and the Sullivan Bill allowing women the right of suffrage.

County School Board Bill Passes House By 52-43. Amendments by Rep. Haswell requiring the new School Board to establish a high school in every county which may not have one within a period of two years and by Rep. Beard exempting school districts created by special acts and having special funds from the provisions of the bill were adopted.

County School Board Bill passed Senate, 25-12.³⁰

The Louisville *Courier-Journal* said.

Sullivan Education Bill passes the House.

The Sullivan Bills including the County Board Bill are all companion bills, intended to make of our school system a harmonious whole, so that a child in a rural school may go directly to the county high school and thence to the university or normal school.³¹

The Court of Appeals upheld the new school law in the case of *Chas. O. Prowse, etc., vs. The County Board of Education for Christian County*, 120 S.W. 307. Upholding the right to consolidate schools and pay for the transportation of pupils to schools was the Court of Appeals decision in the case of *Henry Beyer, etc., vs. McCracken County Board of Education, etc.*, 120 S.W. 325. Supt. Crabbe felt that the remedy to many school problems was found in the new law:

Under the New School Law I find the remedy. There are 8,000 trustees properly elected and qualified. There is a fair amount of money for buildings, equipment and repairs. High schools are in full operation. Teachers' salaries may be increased. Teachers have the inspiration and money to attend professional schools. Public sentiment is demanding for superintendents who will devote their entire time to the school business and as a result the present mere pit-

³⁰The *Lexington Herald*, January 21, 1908, February 4, 1908 (Editorial), February 8, March 7, March 17, 1908.

³¹Louisville *Courier-Journal*, March 7, March 10 (Editorial), 1908.

tances, called salaries, will be commensurate with the duties developed upon the superintendency and with the demands of the schools. Libraries can be established. More than all, all the people are intensely interested in the welfare of the schools since the vigorous campaigning of the past two years.³²

Other educators agreed with Superintendent Crabbe:

The New School Law. The new school law has been endorsed by nearly every institute held in the State last year. It has aroused greater interest in education than was possible under the old law. More than half the districts of the State failed to elect school trustees, while under the new law, last year, most of the districts elected trustees, and the character generally of the man elected, is a guarantee that we will have, in the future, better schools and better teachers. Under the new laws, a small tax can be levied by the Fiscal Court for the maintenance of schools and disbursed according to their needs. In our turnpike and bridge system and in fact in all other business matters, the county is the unit of government in this State, and should be in school matters.³³

The 1910's

Several important laws dealing with county administration were passed under the Hamlett administration. In 1912, county boards were given the power to employ supervisors to assist the county superintendent, to act as substitute teachers, and to act as truant officers. Passed in 1910 and amended in 1912 was a law requiring a high school in each county. Also passed in 1912 were a law dealing with the county superintendent's office and a county bond law. The first law raised the qualification of the county superintendent to the equivalent of a state certificate and required that he give all his time to the duties of the office. His examination had to be taken before the State Board of Examiners at Frankfort. The second act enabled a county to bond itself to build school houses under certain restrictions. That same year a bill was passed setting the minimum salary for county superintendents at \$1,000, maximum at \$2,500 per year, with a minimum for assistant superintendents of \$800 per year.³⁴

During the 1910's each county was divided into not more than

³²Report, 1907-1909, p. 27.

³³The Richmond Climax, June 30, 1909.

³⁴K.S. (1912), School Law, sec. 136, 9-11, 49-53, 141-154; Senate Bill #25 (1912); The Richmond Climax, March 27, 1912.

eight educational divisions. The subdistrict trustees of each division constituted the division board of education and the chairman of the divisional boards constituted the county board of education. The selection of independent school district boards of education varied in accordance with the class of the city. Trustees took a school census and were paid five cents per pupil. The county school superintendent was elected, superintendents of the first fourth class cities were appointed. The county official had to be twenty-four years old, a citizen, hold a state certificate, and be competent in English. Seventy-five of the counties employed school supervisors. Among the important education acts passed in 1916 were one to change the time of electing school trustees from August to October, another providing that all graded schools must operate a high school or pay tuition for their pupils to attend another high school, and an act allowing counties to erect joint high schools.³⁵

The County Administration Law

The County Administration Law, passed in 1920, was one of the most constructive pieces of educational legislation ever enacted. It provided for a popularly elected county board of education of five members. At first these members were elected from the county at large, but in 1922 they were elected by district, as per the new law. The county superintendent was no longer to be elected, but would be appointed by the county board of education. No longer did county subdistrict trustees select teachers, this power was vested in the new county board. The tax rate privilege was raised from 30¢ to 50¢ per hundred dollars and a county attendance officer was provided for. In speaking of the new law, Supt. Colvin said that it would make the county superintendent a professional educator rather than a politician, would raise standards, would raise salaries, would allow the county superintendent to devote his entire time for twelve months to the school system, would take the schools out of politics as much as possible, and would make the superintendent the professional advisor of the board and the professional administrator of the schools.³⁶

The newspapers point out that in February the Senate passed by a vote of 34-2 a bill providing for a nonpartisan county board of education with authority to appoint a superintendent. The papers

³⁵K.S. (1918), sec. 4426a, sec. 4464; *House Bill #24* (1916).

³⁶K.S. (1922), sec. 4399a-4456.

said this bill would "revolutionize" the administration of the public schools. In March the Associated Press put out a story which said:

On Thursday the House had concurred in the Senate bill removing county schools from politics by requiring the election of non-partisan school boards and appointment by this board of the county superintendent.³⁷

In 1922, a bill was introduced to repeal the 1920 county board law and elect the county superintendent, but it did not pass.³⁸

County Superintendents

In 1924, the House did pass a bill to elect county superintendents, but it did not pass the Senate.³⁹ In that same year, Supt. Rhoads reported that under authority vested in them by statutory provisions, the State Board of Education had, on September 17, 1924, fixed certain standards to be met by applicants for the position of superintendent of county schools. The requirements were not retro-active, but became effective in 1926. The requirements were:

The applicant must be not less than twenty-four years of age, must present satisfactory evidence of good moral character and business honesty, and must have had not less than four years of experience as teacher, supervisor or administrator.

The applicant must present satisfactory evidence of graduation from an approved junior college, the completion of two full years' work in an approved normal school, or college, above, or in addition to the completion of a four year high school course, or a satisfactory equivalent for the requirements herein set forth.

Applicants for position of county superintendent as a part of the requirements set out above must present satisfactory evidences of having completed not less than nine semester hours in professional subject matter, including educational administration and supervision.

... some experience may be accepted in lieu of other requirements ...

... requirements shall not apply to county superintendents now employed ...

... the applicant for appointment to the position of

³⁷Louisville *Courier-Journal*, *The Lexington Herald* (A.P.), March 1, 1920. Other information may be found in *The Lexington Leader*, January 2, 7, 13, March 5, 1920; *The Richmond Daily Register*, January 1, February 11, 10, March 17 (list of bills passed by 1920 Legislature), 1920.

³⁸*The Richmond Daily Register*, January 4, 11, 1922.

³⁹*The Lexington Herald*, March 15, 1924.

county superintendent shall have a legal certificate permitting the holder thereof to supervise the schools of the county⁴⁰

In 1926, a law was passed creating a uniform budget system for each county school system. Supt. Rhoads was most happy, however, about the defeat of the bill that he did not wish to become a law—one to return to the election of the county superintendent by popular vote. He even wrote a letter to Gov. Fields, requesting that he veto the bill, which had passed both the Senate and the House of Representatives. Supt. Rhoads prevailed, Gov. Fields vetoed the bill, and the county superintendents were still appointed.⁴¹

In 1928, the battle raged again over returning the county superintendency to the status of an elective office. Editorials were written and "Educators all over the state are fighting the measure."⁴² The bill passed the House, but was killed in the Senate:

The educational forces of the state and the K.E.A. . . . repulsed the attack to place county school superintendents' election in the hands of the people.⁴³

In 1932, the Senate passed 21-12 a bill to make the county superintendent's office elective. Supt. Richmond said this was a step backward and would put the schools into politics. Even so, the House passed the bill 70-18 and it became the law without the Governor's signature. County superintendents were elected in November 1933, but went back to the appointive system with the passage of the 1934 New School Code.⁴⁴ Other bills passed in 1932 dealt with requirements that all superintendents hold a certificate, and with the qualifications of board members.

New School Code

In 1934, the General Assembly passed the all important New School Code, which embodied the recommendations of the 1932 Educational Commission. Three portions of the Code dealt with county administration. The first change was to reduce the number of types of school districts to two—county and independent. The independent

⁴⁰K.S. (1926), sec. 4399a-10, 335a; *Report*, 1923-1925, pp. 13-14.

⁴¹K.S. (1926), sec. 4399a-16 *Report*, 1925-1927, pp. 11, 21, 25; Peters, *op. cit.*, pp. 55-59.

⁴²*The Richmond Daily Register*, February 4, 1928.

⁴³*The Lexington Herald*, March 17, 1928.

⁴⁴*The Lexington Herald*, *The Richmond Daily Register*, February 4, 9, 17, 18, March 3, 17 (list of all bills passed by 1932 Legislature), 1932.

school district was for cities of the first five classes and all independent graded common school districts with a census of more than 250. All the rest of the county came under the county school district.

The second change was in county administration. The board of education in the school districts was to be composed of five members who took office in January and served for four years. Changes in qualification made it necessary that a member be twenty-four years old and have an eighth grade education. Election was by district. Members could not vote when the employment of a relative was up for consideration. The 1934 law also reversed the one passed in 1932 and returned to the appointment of the superintendent. The collection and management of school funds was also simplified.

The third change came about when an amendment to the original draft of the code was attached, which provided for one subdistrict trustee instead of three. Qualifications were set forth and the trustee was given authority to recommend, for election by the county board of education, teachers in schools in his district. He could not nominate a relative.⁴⁵

A Brief Review

A brief review of the improvements in county administration reveals that the first acts of importance were the county board law of 1908 and the county administration law of 1920. In 1923, Supt. Colvin said that the weakest point in Kentucky's education system was poor administration. In 1924 qualifications were set for county superintendents. After a long battle, the State Superintendents succeeded in getting the county superintendents appointed, lost this gain in 1932, and won it finally in 1934 under the New School Code. In 1926 a county budget law was passed which greatly aided the county financial side of school work.

Supt. Bell and others recommended legislation to prevent sub-district trustees from trafficking in schools in their nomination of teachers. Over the twenty-eight years under study, the sub-district trustee gradually lost his power and in 1943 occupied a less harmful position. At that time over 75 of the counties had discontinued sub-districts.

From 1890 to 1915 the reports of the local Superintendents took up a large section in the State Superintendents' *Reports*. Supt. Gilbert continued this, but after 1919, although they still sent their

⁴⁵*New School Code, op. cit.*

reports to Frankfort, the local reports no longer appeared in the state volume.

Financing

Recommendations

The financing of the school system was the fourth issue faced by the Superintendents. This involved the misuse of the School Fund, the levying of taxes, and equalization.

School Fund and Tax Levy

Supt. Thompson worked to make the School Fund inviolable. Local district taxation was a failure, according to Davidson, and it needed replacing with countywide school taxes.⁴⁶ In 1906, Supt. Fuqua advocated that the distribution of the School Fund be in some measure dependent upon what the counties did for themselves in regard to local taxation.⁴⁷

Supt. Gilbert recommended that the maximum amount that might be levied by county boards of education for school purposes be increased from twenty cents to fifty cents on each one hundred dollars of taxable property; and that the minimum levy that such boards could make be set at twenty cents on each one hundred dollars of taxable property. He also recommended an amendment to the state *Constitution* so as to release about forty per cent of the State School Fund for use by the State Board of Education as a stimulating fund, to be apportioned to the counties in the ratio that the amount raised for school purposes locally bore to the assessed valuation of property, and in ratio that the attendance bore to the school census of the county. Later Gilbert felt that the minimum tax levy should be 30 cents on the hundred dollars, with no maximum. He believed that the action of the 1918 Legislature in diverting three cents from the Common School, Road, and General Expenditure Funds to the University of Kentucky and the two white Normal Schools was wise. The money, he contended, was needed more by the higher education institutions, and the new tax system would bring in more revenue anyway.⁴⁸

Supt. Colvin pointed out that the question of financing schools

⁴⁶*Report*, 1895-1897, pp. 24-26.

⁴⁷*Report*, 1905-1907, p. 21.

⁴⁸*Report*, 1915-1917, p. xxxii; 1917-1919, pp. ix, xi.

in Kentucky was complicated by the fact that there was such a great disparity of taxable wealth in different counties and in different communities. He called for a more direct method of levying and collecting franchise taxes for school purposes. In 1923 he said that the maximum rate for counties must be raised and that counties should be allowed to levy a higher tax like cities could. He recommended three things: revision of the district taxing and bonding law, raising of the maximum rate for counties from 50 cents to 75 cents, abandonment of the per-capita method of distributing the State School Fund and adoption of a method of distribution based on local effort and local needs. Similar action was advocated by Supt. Rhoads. A constitutional amendment was offered to the people in 1921 to change from the per-capita basis, but it lost.⁴⁹

Even though defeated in 1921, the Superintendents did not give up the fight. Supt. Richmond devoted an entire section of his *Report* in 1933 to the necessity for increasing the Common School Fund. He quoted from previous Superintendent's *Reports* and from the report of the Kentucky Educational Commission of 1932 to support his position. The necessity for increasing the Common School Fund, according to Richmond, was based upon the following reasons: to carry out the constitutional mandate of providing an efficient system of common schools; to collect the money where the wealth was and distribute it where the children were; to advance the welfare of the state since better education raises the standard of living, fights crime, etc.; to provide money for higher teachers' salaries, special services, and more efficient school systems. Supt. Richmond expressed it another way in 1935 when he stated that the recommended appropriation of around \$22,000,000 was small enough, considering the fact that the money was to be used to administer the program of a system of schools involving 763,000 school children.⁵⁰

In 1943 Supt. Brooker recommended to the General Assembly that the Common School Fund be increased to a minimum of \$15,000,000 annually, that a deficiency appropriation of \$3,000,000 be provided for the present school year (1942-43), that ten per cent of the Common School Fund be set aside annually (minimum of \$1,500,000) to help equalize educational opportunities, that the law governing the distribution of the special state school fund (as per

⁴⁹*Report*, 1919-1921, pp. 14, 52; 1921-1923, p. 10; 1925-1927, p. 20.

⁵⁰*Report*, 1931-1933, pp. 23-25; 1933-1935, p. 38.

above) be amended so that more school districts could participate in the benefits of the fund, and that all local school districts be granted the same permissible maximum tax levy.⁵¹

Equalization

The battle for equalization of school funds was one of the most important in the history of the Kentucky school system. In 1921 Supt. Colvin called for an equalization fund, if it was constitutional. He called for the gathering of taxes where the wealth was and distributing the money where the children were. Equal educational advantages was the goal and sacrificial taxing was called for. The counties were urged to equalize their districts and the abolishment of the per-capita distribution of the School Fund, which punished poverty and rewarded wealth, was advocated. Supt. Colvin said that since children and wealth were not distributed alike and children in some counties were denied the education received by children in others a more equitable basis for distribution of the School Fund should be adopted. For this purpose he recommended a constitutional amendment. The 1920 General Assembly passed such an amendment which allowed as much as ten per cent of the state's appropriation to common schools to be apportioned on other than a per-capita basis. An equalization fund was to be set up. The amendment lost in the November 1921 election, as mentioned earlier.⁵² Even so, this was one of the outstanding efforts of the Colvin administration.⁵³

Supt. Rhoads continued the fight, calling attention to the K.E.A. slogan—"An Equal Educational Opportunity for Every Child in Kentucky"—as he pointed out the glaring and significant inequalities in time, revenue, teachers' salaries and property investment and advocated a change from distribution of the public School Fund on the basis of school population alone to some distribution based upon need. To accomplish this goal he called for another attempt to amend the *Constitution*.⁵⁴

Supt. Bell pointed out that there was a unanimous appeal from every quarter and section of the Commonwealth for equal oppor-

⁵¹*Report*, 1941-1943, p. 553; Peters, *op. cit.*, pp. 16-17, 40. For further information on the problems of local support of schools, see Stuart, *op. cit.*, pp. 152, 155, 200.

⁵²*Louisville Courier-Journal, The Lexington Herald*, November 10, 1921.

⁵³*Report*, 1919-1921, pp. 14, 16, 52; 1921-1923, pp. 8-9.

⁵⁴*Report*, 1923-1925, pp. 10-11, 20; 1925-1927, pp. 20-23.

tunities for the boys and girls. He gave specific diagrams and graphs based upon studies made by the Department of Education. After explaining that expenditures for schools were inadequate and that the proportion of revenue accruing to the School Fund was decreasing, he too recommended the establishment of an equalization fund. The Superintendent wanted an equalization fund that would provide a minimum teacher's salary of \$75 per month for at least seven months in every year.⁵⁵

Supt. Richmond, wanting an equalization fund, but realizing that at the moment it was out of reach, called for an increase in the School Fund so that the per capita could be raised above the inadequate \$12. Supt. Richmond spoke to the state over radio station WHAS on the financial needs of the public schools and asked for a per capita appropriation of \$12, not the \$9 suggested by the legislative committee. The K.E.A. backed the State Superintendent. Richmond said that the New School Code made possible a new day in education in Kentucky, but that the Code would be a mere scrap of paper without financial support of the schools. Finally, with Republican aid, the Assembly passed a \$12 per capita bill. After pointing out that due to a decrease in valuation of property taxable for school purposes the schools had less money with \$12 per capita than in 1930 with \$8.75 per capita, Supt. Richmond left for Washington to talk to N.E.A. about federal aid to education.⁵⁶

Supt. Peters recommended a per capita of \$15 and re-issued the call for an equalization fund. Supt. Brooker took up the charge and was successful in securing such a fund. Every Superintendent during this period discussed the inequality of educational opportunities that existed in Kentucky. Some were successful in having equalization acts passed, only to see them flounder before the onslaughts of public votes and court decisions.⁵⁷

Action Taken

School Fund and Tax Levy

Action was taken during Supt. Thompson's administration to make the State School Fund inviolably devoted to public schools.

⁵⁵*Report*, 1927-1929, pp. 12-20, 30-31, 34-36; 1929-1931, pp. 6, 34, 43.

⁵⁶*The Lexington Leader*, March 13, 22, 1934; *The Lexington Herald*, April 4, 5, 1934; *The Richmond Daily Register*, June 27, 28, July 2, 3, 5, 1934.

⁵⁷*Report*, 1937-1939, pp. 57-58; 1941-1943, p. 553; Peters, *op. cit.*, pp. 33, 37, 40, 51-52, 70, 79, 81, 124, 137; Butler, *op. cit.*, pp. 26, 27, 39.

Added to the Fund was the direct tax fund of \$606,541.03, which had been returned to the state by a Congressional Act of March 2, 1891. A new state bond, bearing 6 per cent interest, was issued for this amount on March 12, 1892. Since the establishment of a system of schools there had been accumulated annually a surplus, because of the fact that some counties did not use the funds set aside for them. In 1893, this surplus had reached the sum of \$381,986.08 and bore interest at the rate of 6 per cent annually. On July 7, 1893, under Section 186 of the new *Constitution*, a bond was issued on behalf of the respective counties for the unused surplus.

A part of the Superintendent's duties was to issue a financial report giving details of the Bond of 1870, the Bond of 1892, and the Bond for Surplus of 1893. Supt. Thompson reported that the average annual State Fund disbursed in cities and counties for the two previous years was \$2,043,996 and that the resources of the School Fund had much more than kept pace with the growing population and immensely larger returns of pupil children. Sources of school revenue in 1897 were (1) the interest of 6 per cent on the permanent School Fund, composed of the Fund, bank stock, and direct tax fund, (2) state tax of 22 cents on each \$100 of property, (3) 44/85 of all taxes on railroads, banks, and some other corporations.⁵⁸

More details of the School Fund can be seen by referring to the table below.

RECEIPTS AND DISBURSEMENTS OF THE SCHOOL FUND, 1890-1905, IN FIVE YEAR INTERVALS⁵⁹

Year	Total Revenue Available	Amount Paid Districts	Per Capita
1890	\$1,650,589.33	\$1,572,503.26	\$2.25
1895	1,993,238.84	1,854,399.72	2.80
1900	1,991,754.40	1,867,594.56	2.35
1905	2,359,125.45	2,400,933.75	3.25

The increasing School Fund allowed Supt. Crabbe to make the following report in 1909:

Teachers' largest salaries ever were received with the fixing of school per capita today at \$4. This means nearly \$3 million will be used by the common schools of the State.

⁵⁸Ligon, *op. cit.*, p. 112; *Report*, 1891-1893, pp. 6, 672-679; 1893-1895, p. ix; 1895-1897, pp. 9-10.

⁵⁹Ligon, *op. cit.*, p. 113.

Under this per capita the minimum salary of school teachers will be \$33.33, the maximum \$66.66, compared to a minimum of \$23 only two years ago. The school fund for the year ending in 1910 is estimated at \$2,975,632. The school census shows 591,679 in counties, 152,229 in cities, an increase of 3,887 over last year.⁶⁰

Under Supt. Fuqua, the tax for school purposes was increased from 22 cents to 26½ cents per \$100 of property.⁶¹

In 1915, money for the State School Fund came from interest on the bonds of the Commonwealth at 6 per cent per annum, dividends on shares of the Bank of Kentucky, and interest on funds received from the United States Government in 1891. In addition there was the money from the tax on real and personal estate and corporate franchises. The school per capita in 1915 was \$5.25 and the School Fund was about \$4 million. In addition to the state funds, the local school boards could levy taxes up to certain amounts on taxable property.⁶²

Several tax bills were passed in 1916-1917. Among them were acts to make railroad and bridge taxes available for schools, to increase the maximum amount that might be levied for school purposes from 20 cents to 30 cents, to allow the issuance of warrants if the School Fund was low, and a tax partially for the School Fund on race tracks, bank deposits, whiskey, corporations, and oil.⁶³

Equalization

The 1920 General Assembly passed an amendment to the *Constitution*, which allowed as much as ten per cent of the state's appropriation to common schools to be apportioned on other than a per capita basis. The people of Kentucky tend to vote no on Constitutional amendments; the school people failed to sell the general public on this amendment; and it lost the popular vote in the November 1921 election.⁶⁴ In 1926, the maximum tax levy which county boards might tax was raised from 50 cents to 75 cents and a law was passed creating a uniform budget system for each county school system.⁶⁵

⁶⁰*The Richmond Climax*, July 14, 1909.

⁶¹K.S. (1904), c. 160, sec. 158-164.

⁶²Peters, *op. cit.*, pp. 5-10.

⁶³K.S. (1918), sec. 4100-4102; sec. 129; sec. 15; *Report*, 1915-1917, pp. xi-xiii.

⁶⁴*The Lexington Herald*, *Louisville Courier-Journal*, November 9, 1921.

⁶⁵K.S. (1926), sec. 4399a-22; sec. 4399a-16.

Progress was made toward an equalization of educational opportunities in 1930 under Supt. Bell, when an act was passed setting up a fund of \$1,250,000 to be used by the State Board of Education in aiding the poorer school districts by giving money to the counties unable to levy enough tax money to pay the minimum teachers' salary of \$75 a month. Unfortunately, the act was declared unconstitutional by the Kentucky Court of Appeals on June 24, 1932, on the grounds that *The Constitution of Kentucky* only allowed a distribution of the School Fund on a per capita basis.⁶⁶ In 1932, the House voted to pay the teachers the amount due them under the equalization law, even though it was unconstitutional.⁶⁷

The General Assembly, in 1934, passed a bill to pay teachers' equalization sums annulled by the Court of Appeals—over \$700,000, but the Governor vetoed the act, saying that the Court of Appeals had ruled that the money must be distributed only on a per capita basis as per provisions of the *Constitution*. With Republican aid, the Assembly passed a \$12 per capital bill. Also during the special session of 1934, the Assembly passed again a bill to pay \$750,000 due teachers in the equalization fund.⁶⁸

Supt. Brooker was at last successful in the equalization area, where the other Superintendents had failed, for in 1940 the General Assembly passed another equalization act and this time, in November 1941, the people of the state adopted the constitutional amendment overwhelmingly, thereby allowing the distribution of not more than ten per cent of state school funds on other than a per capita basis. A milestone had been reached in the fight for equalization. During the General Assembly of 1942, *House Bill* No. 2 passed and made an appropriation of \$400,000 for each year of the biennium 1942-1944. The funds were to be distributed on a need-ability basis and any board of education which had its salary schedule and budget approved by the State Board of Education and which levied the maximum school tax permitted by law, could apply for aid from this special appropriation. Many educators considered this constitutional amendment the opening wedge for enactment of the present Minimum Foundation Program.

Under the new law, the Superintendent of Public Instruction

⁶⁶K.S. (1930), sec. 4545; Peters, *op. cit.*, p. 81; Louisville *Courier-Journal*, March 4, 8, 17, 1930.

⁶⁷*The Richmond Daily Register*, February 9, 17, 18, March 3, 1932.

⁶⁸*The Lexington Leader*, March 13, 22, 1934; *The Lexington Herald*, April 4, 5, 1934; *The Richmond Daily Register*, June 27, 28, July 2, 3, 5, 1934.

was required to study the school situation in each district and determine the maximum revenue available per child in each of the districts. The State Board was required to adopt rules and regulations governing the administration and expenditure of the funds.⁶⁹

The equalization bill provided that a special fund should be appropriated out of the general fund for the purpose of equalizing educational service in local school districts. The Superintendent was to make a study to determine the maximum amount of revenue available annually for the education of each child in average daily membership in the public schools in each school district. The study was to be used as a basis for the distribution of moneys from the special fund. If the local board of education was unable to provide an average of thirty dollars per year for the education of each child in average daily membership in its district, the Superintendent was to prorate from the special funds an amount sufficient to enable the local board to provide an income of thirty dollars per year for each child in average daily membership. The money from the special fund was to be allotted to the local boards by April 1. The first year thirty-nine school districts received allotments which totaled \$400,000. Breathitt County received nearly \$30,000; Leslie, Jackson, Russell, Whitley, Laurel, Pulaski, Clay, Letcher, and Perry over \$15,000 each.

The Division of Finance gradually took over this function from the Superintendent in addition to its auditing and approving of budgets, salary schedules and bonds.

In retrospect, it may be seen that state appropriations for public schools more than doubled from 1915 to 1940, but it was only under the Brooker administration that a beginning of true equalization came to the Commonwealth. In 1943 the tax levy was 5 cents-\$1.50, the School Fund was over \$10 million, and per capita was around \$18.

Census Padding

Recommendations

Another issue was that of census padding. Trustees took the census and were paid so much per child. Also with per-capita distribution of the School Fund, the temptation existed to increase the census in order to get more money. The Superintendents advocated a biennial census to allow more time to get the records correct and inspection of the records by persons from the State Department of Education.

⁶⁹K.R.S. (1943), sec. 157.051-157.055.

Action Taken

In 1912, under Supt. Hamlett the inspection of schools, including the census, was authorized. The State Superintendent was the chief inspector.⁷⁰ Supt. Gilbert, in 1916, succeeded in getting the census changed from an annual to biennial basis.⁷¹

The School Term

Recommendations

The Superintendents also recommended the lengthening of the school term. Supt. Davidson felt that the paramount needs of the common schools included a minimum term of seven months. Supt. McChesney called on the General Assembly of 1904 to provide the money for the lengthening of the school term to six and one-half months, by a transfer of funds, rather than an increase in taxes. He also advocated that counties vote a local tax, as allowed by the General Assembly of 1902, to extend the term to eight months.⁷²

In 1917, Supt. Gilbert recommended a law making provision for an eight months term in all rural schools, instead of seven. Supt. Colvin issued a similar call.

Supt. Rhoads discussed the question under the topic of inequalities. He said that the law stated that schools should be in session twenty-eight weeks in each year for sub-district schools and thirty-two weeks for county high schools. Most towns and cities extended the term and thus often operated for thirty-six weeks in the year, while rural schools ran only thirty-two weeks. Colvin wanted the school times equalized. The Depression caused a shortening of the school term. Supt. Richmond deplored this backward move, but saw no way for improvement until the entire economy was back on its feet. Supt. Brooker recommended an eight months' term.⁷³

Action Taken

In 1893, the law stated that the school term in Kentucky must be at least five months long. Although Supt. McChesney probably deserves the credit, it was under Supt. Fuqua that the 1904 law was passed, which increased the school term from five to six months,

⁷⁰K.S. (1912), School Law, sec. 43-48.

⁷¹K.S. (1918), sec. 4426a-5.

⁷²Report, 1895-1897, pp. 24-26; 1901-1903, p. 6.

⁷³Report, 1915-1917, p. xxxiii; 1919-1921, p. 52; 1923-1925, pp. 9-10; 1931-1933, p. 11; 1941-1943, p. 55; Peters, *op. cit.*, pp. 16, 140.

without any additional pay for teachers.⁷⁴ Many county superintendents reported that this was a mistake, that the extra month was poorly attended, and that the money would have been better spent on teachers' salaries. In 1914, a law was passed which allowed the State Board to extend the school term to seven months.⁷⁵

In 1920, the General Assembly set the school term minimum at seven, rather than six months.⁷⁶ The Great Depression caused a shortening of the school term, because of a lack of funds. Supt. Richmond reported that the decreased support for public education was affecting the quantity of educational opportunity afforded the children of the state. In the years 1930-32, no school district in the state operated for a term of less than seven months, whereas for the year 1933-34, at least thirty of the county school districts were operating their elementary schools for only six months. There was no real solution for this problem until the Depression ended with the beginning of World War II. In 1943, Supt. Brooker reported the average school term of county school districts as 7.82 months, that of independent districts embraced in cities of the first four classes as 9.59, that for other city districts as 9.10, for a state average of 8.36. Thus by the end of the time studied, the minimum school term had gone up to seven months, but not to the eight recommended by Supt. Gilbert and others. Even so, many schools voluntarily ran for up to nine months.⁷⁷

Teachers' Salaries

Recommendations

A seventh issue before the Superintendents was that of teachers' salaries and the loss of teachers due to low pay. Supt. McChesney reported that the teaching force in 1903 had a smaller percentage of experienced instructors than it had two years before, because of an increase in commercial activity in the country, which led many of the best teachers to desert the profession. In regard to teachers' pay, McChesney said that, although the law stated that 40 per cent of the School Fund should be paid to schools and thus to teachers by October 1, the sheriffs had not been collecting the money and the

⁷⁴K.S. (1904), c. 160, sec. 2.

⁷⁵K.S. (1914), sec. 19a. In regard this law on lengthening the school term, see *The Madisonian*, March 3, 1914.

⁷⁶K.S. (1922), sec. 4364.

⁷⁷Peters, *op. cit.*, pp. 16, 140; *Report*, 1931-1933, p. 11; 1941-1943, p. 555.

state had had to juggle funds and borrow. His suggestion was that either sheriffs should collect the money on time, or the law should be amended to require the payment of only 20 per cent in October.⁷⁸

Supt. Gilbert recommended that there be some legislation to provide for the prompt payment of the salaries of public school teachers, and that they be paid upon a monthly basis. He pointed out that the inability to pay adequate salaries had led to the loss of some of the best equipped men and women in the profession. According to statistics which he cited Kentucky ranked near the top in state funds spent for education (eighth), but near the bottom in local taxation for schools (twenty-seventh). Gilbert's opinion was that the vast sums needed for the development of a great public school system in Kentucky must come from the local districts. After bemoaning the lack of preparation of Kentucky teachers, Supt. Colvin pointed out that salaries of the past did not warrant nor make possible the right sort of preparation. Fifteen hundred elementary teachers were leaving the system each year and teaching for many of the men was merely a sideline to farming. Colvin called for a minimum salary of \$1,000 per year, which should hold teachers to the profession and make another extra job unnecessary. He recommended that a new salary schedule law be enacted.⁷⁹

Supt. Rhoads felt that equalization would help teachers' salaries and Supt. Bell agreed with him, pointing out that while Kentucky had outstanding teacher training institutions, its teachers could not afford to attend. Supt. Peters opinioned that a minimum of \$75 per month for eight months was necessary and that this could be done with a per capita of \$15. A "plane of comfort" was his goal for teachers. Even though by 1943 improvement had been made, Supt. Brooker pointed out that low salaries were responsible for the fact that approximately 10,000 certified teachers refused to accept positions in the classroom. This, coupled with those teachers who went into the Armed Forces, left the system with a shortage of teachers. Salaries were still pitifully inadequate.⁸⁰

Jesse Stuart discusses this problem, pointing out that he made \$68 a month in his first school and that the average salary of \$65 per month with a top of \$79.80 was paid when he as county superin-

⁷⁸*Report*, 1901-1903, pp. 14-16; 1899-1901, pp. 12-20.

⁷⁹*Report*, 1915-1917, p. xxxii; 1917-1919, pp. vii-ix; 1919-1921, pp. 11-12, 14, 52.

⁸⁰*Report*, 1923-1925, pp. 10-11; 1927-1929, pp. 29-30; 1935-1937, pp. 49-50; 1941-1943, pp. 556, 582; Peters, *op. cit.*, pp. 16-17, 121, 140.

tendent drew \$100 per month. When he became principal of Maxwell High School, only 25 per cent of the teachers reapplied for their positions because of low salaries. Three went north to teach and six left the teaching profession entirely.⁸¹ As Harry Caudill pointed out, many teachers left Kentucky and stepped into positions with more than twice the pay.⁸²

Action Taken

One of the outstanding accomplishments of the Supt. Hamlett administration was the change from a per capita to a merit basis for paying teachers. Passed in 1912, the salary schedule law attempted to equalize the salaries and to prevent special favors going to teachers with a large number of pupils in the district. Under the new plan, the salary was partially paid upon the per cent of attendance and thus the teacher tried to get as many pupils as possible into school. Merit was also used. The minimum salary was \$35 per month, the maximum was \$70 per month.

Prior to the enactment of the new law, some teachers were receiving more than twice the salary of other teachers for doing practically the same work. Sometimes favoritism or kinship led to a teacher being assigned to a big school and thus a good salary, while many times a more competent teacher was compelled to take a small school with a low salary. The salary schedule law of 1912 undertook to equalize the salaries and prevent special favors. It tended to increase the smaller salaries and to decrease the large ones. The money was to be paid to the teacher on the basis of qualification, experience, and per cent of attendance.⁸³

Supt. Hamlett felt that the new salary schedule law was one of the four fundamental changes in the school system of Kentucky. He ranked it alongside the change from a public school system to a free school system, from a system of general education to a system of common education under Supt. Breckenridge; the change from a system of schools supported locally to one supported by the state under Supt. Smith; and the change from the district to the county system under Supt. Crabbe.⁸⁴

The average salary paid to teachers in Kentucky in 1900 was

⁸¹Stuart, *op. cit.*, pp. 45, 152, 223.

⁸²Caudill, *op. cit.*, pp. 241, 245-246.

⁸³K.S. (1912), School Law, sec. 83.

⁸⁴Hamlett, *op. cit.*, pp. 268-269.

\$215, in 1910 \$337, and in 1918 only \$364. Minimum wages were not even set until 1912 when the minimum figure was \$35 per month. This was raised to \$45 in 1918 and to \$75 in 1920. Because of these low wages thousands of elementary teachers left the system each year and teaching for many of the men was merely a sideline to farming. By 1942-43 the median annual salary for all teachers in Kentucky was \$782, the median for men teachers being \$905. Negro teachers drew a median of \$138 more than white, since Negroes lived in the larger communities, which ran longer school terms and had better systems and salaries. High school teachers drew almost twice what elementary teachers did.⁸⁵ Mention has already been made under the financing issue of the attempt in 1930 to set aside \$1,250,000 as an equalization fund to guarantee teachers their \$75 minimum salary and its subsequent defeat in the Court of Appeals. The 1934 Legislature tried again to pay the teachers an equalization fund. Nothing was successful, however, until the constitutional amendment of, 1941 passed under Supt. Brooker.⁸⁶

Certification

Recommendations

The certification of teachers and its companion, the teachers' examination, were the components of another issue. Several classes of certificates were issued by many different agencies in the 1890's. The Superintendents tried to cut down on the kinds of certificates and reduce the number of groups issuing them. Also at this time the teacher had to pass an examination in order to qualify for a certificate. Sentiment gradually grew to eliminate the examination system.

Supt. McChesney suggested in 1901 that the law authorizing the granting of a third-class certificate be repealed. In support of this he stated that an applicant who could not make an average of 75 per cent on the ordinary examination could not be competent to teach. He also wanted the dates of examination for graduation from common schools changed so as to concur more nearly with the school term and for two days to be taken for the examination.⁸⁷

Some insight is gained into teachers' qualification through a

⁸⁵K.S. (1922), sec. 4434a-14a (\$75 minimum law); Peters, *op. cit.*, pp. 5-10, 16-17, 121, 140; *Report*, 1941-1943, pp. 556, 582.

⁸⁶*The Lexington Leader*, March 13, 22, 1934; *The Lexington Herald*, April 4, 5, 1934; *The Richmond Daily Register*, July 2, 3, 5, 1934.

⁸⁷*Report*, 1899-1901, pp. 12-20.

review of sample questions of the teachers' examinations of the era just before the turn of the century:

Spell: gherkin, singeing, cymling, daguerreotype, kaleidoscope.

Define or use in sentences: conciliate, cozen, kiaeresis, guano, incarcerate.

Mark diacritically the above words.

Classify the letters of the alphabet into vowels, semi-vowels and aspirates and define each.

Examiners will grade from 1 to 10 on the general appearance of applicant's paper.

Make all the small letters, giving each its proper height, etc.

Analyze the following letters: F, B, Y, r, a, t.

Write the following as a specimen of your handwriting

A bin 7 feet long, $22\frac{1}{2}$ feet wide, and 2 feet deep, holds 28 bushels of corn; how deep must be made another which is to be 18 feet long, $7\frac{7}{8}$ feet wide, to hold 120 bushels?

I bought stocks at 10% discount, which rose to 5% premium, and sold for cash; paying a debt of \$33, I invested the balance in stocks at 2% premium, which, at par, left me \$11 less than at first; how much money had I at first?

Extract the fourth root of 97.41 true to four places.

Find the solidity of a sphere whose surface is 40,115 square miles.

Three men own a grindstone, 2 feet 8 inches in diameter; how many inches must each grind off to get an equal share, allowing 6 inches waste for the aperture?

Write synopsis of the verb do.

What parts of speech have comparison? Compare one of each.

Give the principal parts of the following verbs

Name the figure of speech in each of the following sentences

Punctuate the following

Give ten rules for the use of capitals.

Write a composition of one page on the subject "The Value of an Education."

Account for the location of the tropic and polar circles.

On what does the temperature of a place depend?

What states in our country produce the most iron? Copper? Silver? Lead? Horses?

What and where are the following: Balize, Ochotsk, Hecla?

Draw an outline map of Kentucky, locating three principal rivers and five cities.

Describe Genet's conduct toward our Government. What position did Washington take regarding it?

Name three persons that were governors of Kentucky during the Civil War.

When the skin is burned, so as to raise the cuticle in a blister, what is the great secret of preventing pain?

Give the names and uses of six different muscles. How many muscles in the body?

Name six of the fifteen chemical elements in the body.

Name ten powers of Congress.

Distinguish between a direct, tax, imports, duties, and tonnage.

What are the duties of the Auditor, Treasurer, and Attorney-General of Kentucky?

What is your remedy for whispering?

What is meant by the inductive method of teaching?

Describe the avenue through which knowledge is obtained.

Name and define the four powers of the intellect.

What is the great end of school training?

Tell what you know of Sir John Mandeville.

Mention an important poem by each of the following: Burns, Goldsmith, Whittier, Bryant, Gray, Moore, Longfellow.

Name three English and three American novelists and a leading work of each.

Find the cube root of $8x^6 - 36ax^5 + 66a^2x^4 - 63a^2x^4 - 63a^3x^3 + 33a^4x^2 - 9a^5xa^6$

Illustrate the binomial theorem with a problem.

Define: theorem, problem, corollary, axiom, postulate, and scholium.

Bisect a given line; a given angle.

Name the six elementary machines.

Explain the principles of the air pump.

Describe the construction of the hydraulic ram; draw a figure to illustrate.

Conjugate the verb 'fero' in full.

Translate into Latin

Translate into English

Supt. Gilbert called for better certification laws and improved training of teachers. Supt. Colvin agreed and asked for appropriations for summer normal schools. Supt. Colvin wanted these schools run by the State Board, not by county boards. He asked for a fund of \$900 per school for this purpose. In 1923 he recommended that all certification laws be repealed and a new one enacted upon the following principles: only one certifying authority—the state, all certificates issued upon credentials instead of upon examination, certificates should evidence definite academic and professional training, salaries paid related to certificates held, a standard certificate in each field of work, convertibility of lower certificates into higher, and elimination of fraud and favoritism in granting certificates.⁸⁹

⁸⁸Report, 1895-1897, pp. 67-75.

⁸⁹Report, 1915-1917, p. xxxiii; 1917-1919, pp. vii, viii; 1919-1921, pp. 13, 52; 1921-1923, p. 7.

Supt. Rhoads requested legislation making the minimum standards for certification a high school degree and eighteen weeks' attendance at a normal school or college with 20 per cent of the work in professional subject matter and that certification of those holding an eighth grade education and passing an examination, as allowed by the 1924 Legislature, be held to a minimum among only the experienced and mature. Rhoads also called for more liberal appropriations for the Normal Schools. Supt. Bell stated that around 25,000 teachers held certificates valid for the school year 1931-32 and that 13,000 of them were held by teachers having less than one year's training above high school. There were about 16,000 teaching positions in the state. He recommended that the granting of certificates of original issue on less than two years of training above high school be discontinued and that the issuing of emergency certificates be done by the State Board of Examiners, rather than by the Superintendent of Public Instruction.⁹⁰

In 1932, Supt. Richmond made a speech in favor of an omnibus education bill which would, among other things, change certification laws, including the elimination of the teachers' examination. In 1934, he pushed for the New School Code, which was eliminate the examination and centralize certification. Supt. Peters recommended additional funds for the Division of Certification. Supt. Brooker made several recommendations on how to improve the situation in certification and training of teachers, due to the shortage caused by World War II, including emergency certificates and workshops.⁹¹

Action Taken

The laws on certification improved steadily over the years. In 1888, an act placed preparation of all questions for all types of certificates in the hands of the State Board of Examiners. Certificates were issued upon satisfactory examination. There were three classes of certificate, signifying thorough accurate, imperfect, and indifferent knowledge of the branches to be taught. A first-class certificate was good for four years and could be renewed, second-class was good for two years and could be renewed once, and third-class was good for one year and was not renewable. Certificates were not valid outside the county in which they were issued until 1888, when the state

⁹⁰*Report*, 1923-1925, pp. 11, 20; 1925-1927, p. 23, 1927-1929, p. 27, 1929-1931, pp. 60-61.

⁹¹*The Lexington Herald, Louisville Courier-Journal*, January 25, 1932; *Report*, 1939-1941, p. 609, 1941-1943, pp. 577-585.

board began making the questions and issuing a certificate valid throughout the state.

The State Diploma was the highest type of certificate and was issued for the first time in 1893. Requirements for this diploma, which was valid for life in all schools of the state, were: age 24 years, good moral character, average grade of 90 in English literature, physiology, algebra, higher arithmetic, geometry, physics, and elementary Latin. By 1894 a candidate had to pass examination on the common school course, physiology, hygiene, English literature, elementary algebra, higher arithmetic, and the science and art of teaching for a certificate. Certificates were issued for a period of eight years and were renewable upon payment of the \$4.00 fee.⁹²

In 1908 the State Normal Schools were allowed to award three grades of certificates and Normal graduates were allowed to be examined in the counties in which the Schools were located.⁹³ Two bills affecting certification were passed in 1914—one which made the penalty for selling examination questions more severe, abolished third-class certificates, and reduced the number of examination; and one which gave control over qualifications and certification of high school teachers to the State Board.⁹⁴

In 1915 there were approximately 200 legally constituted authorities for issuing certificates to teachers. Applicants were admitted to examination without regard to schooling. Thus persons with an eighth-grade education could be certified for high school teaching. The State Board of Examiners consisted of the Superintendent of Public Instruction and two professional educators, appointed by him, and it examined all applicants for county superintendent certificates, State Diplomas, or State Certificates. Each county superintendent appointed two strictly moral and well-educated persons, holding first-class county or State Certificates or Diplomas, who, together with him, constituted a county board of examiners. The State Board of Examiners prepared the questions for teachers and sent them to the county boards.⁹⁵

Certificates issued were State Diploma, State Teacher's Certificate, county certificate, University and Normal School Certificate,

⁹²K.S. (1902), c. 160, sec. 131-133.

⁹³K.S. (1910), School Law, sec. 340-359; *Act of 1908*, amended 1910, K.S. (1910), School Law, sec. 195-214.

⁹⁴K.S. (1914), sec. 76-80a; sec. 84a. In regard to the certification law, see *The Madisonian*, July 14, 1914.

⁹⁵*The Richmond Climax*, January 10, 1912; Peters, *op. cit.*, pp. 5-6.

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Life Certificate, Special Certificate, Common School Diploma, and recognized Out of State Certificates. Supt. Gilbert was the last State Superintendent to give examples of entire examinations in his *Report*.

In 1920 the law was changed and the county boards sent back the examination papers to the State Board for grading. Uniformity of grading and minimization of fraud were gained under the new law, according to Supt. Colvin. Also under Colvin no teacher was permitted to take an examination to teach unless such teacher had completed at least one year of high school and had had at least five weeks of professional training.⁹⁶

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To help meet the educational needs for certification under the new salary law, summer schools were established and some 7,000 teachers attended in 1921. These schools were run by county boards.

Under Supt. Rhoads a uniform certification law was passed in 1924 which set standards by which educational accomplishments could be more definitely measured and the issuance of certificates upon credentials showing the standards had been met. The State Board of Education found it necessary to give liberal interpretation to the 1924 law in order to do no injustice to superintendents in office who were capable and efficient, even though they might not meet the educational standards. Credits were allowed for experience. Although criticism was leveled at the Board for taking this lenient action, Supt. Rhoads supported it as the only fair solution. W. C. Bell was Director of Certification at that time.⁹⁷

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In 1929 the number of certifying authorities in the state had been reduced from 200 to 5—The State Board of Examiners issued certificates upon the recommendation of the officials of the University of Kentucky and the four Normal Schools. In 1931-32, 25,000 teachers held certificates; 13,000 of them with less than one year's training above high school.

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Under Supt. Bell, Director of Certification Warren Peyton called for a strengthening of the teacher training program thereby bringing about certification upon the kind and quality of credits, not upon the quantity. In response to this plea the Division of Teacher Training was established on February 1, 1933, with R. E. Jagers as Director. This new Division and the Division of Certification worked

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⁹⁶K.S. (1922), sec. 4399a-4521.

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⁹⁷K.S. (1926), sec. 4386a. For an interesting "History of Certification in Kentucky" by Warren Peyton, Director of Certification, see *Report*, 1927-1929, pp. 132-154.

very closely together to upgrade the teaching profession.

Under the 1934 New School Code power of certification of all administrative, supervisory or instructional employees was vested in the hands of the State Board of Education. Certificates, three in number—elementary, high school, and administration and supervision, were issued through the Superintendent, who was the chief executive officer of the State Board. Detailed information was written into the law on certification, including sections on attendance officers' certificates, emergency certificates, and renewal of certification. The Division of Certification was in charge of seeing that the requirements were carried out. Certification through county examination was abolished. Curricula for teacher training was established in place of the examination and the holder of a proper degree was automatically issued a certificate.⁹⁸

The state subscribed in 1939 to the principles on teacher education adopted by the National Education Association. The percentage of certified teachers with two or more years of college training increased from 63 for the school year 1935-36 to 92 for the school year 1938-39. The percentage of certified teachers who were college graduates increased from 25 in 1935-36 to 40 in 1938-39. According to Director Jagers, Kentucky's philosophy was that an educated teacher should have a broad general education, intensive and extensive preparation in the learning fields and school levels in which he is interested and for which he has aptitude, and such experience and training which will help him understand children and to meet their learning needs. Supt. Brooker faced the problems of war with the enlarged teacher turnover and the necessity of issuing emergency certificates. Some 3,700 persons who could not meet certification requirements had to be employed in 1943-44. Additional training for these teachers was provided by Supt. Brooker via workshops supervised by the State Department's Director of Teacher Education and the Council on Public Higher Education. Much of the gains in teacher education and certification were lost because of World War II. Mass education to meet certification requirements was necessary at the war's end.⁹⁹

⁹⁸*New School Code. op. cit.*

⁹⁹Peters, *op. cit.*, pp. 139-140; *Report*, 1937-1939, pp. 9, 34-39, 56; 1939-1941, pp. 609-614; 1941-1943, pp. 577-585.

The Question Peddler

Recommendations

The ninth issue was in a sense a part of the certification-examination problem, but it so aroused the early Superintendents that it deserves special mention. With the all-important examination determining whether a certificate would be issued to teach or not, and with the examination being given locally, there arose in the communities the question peddler. The nights before the examination found these persons going around to the candidates, peddling their wares. The Superintendents attacked this practice bitterly, and advocated central examination and finally elimination of the examination as the solution.

Action Taken

The first step taken to counter the question peddler was to have the examinations made out in Frankfort, mailed to the county superintendent, and returned to Frankfort for grading. This helped some, but it was not until the examination was eliminated as a basis for certification that the peddler became a being of the past.

Textbooks

Recommendations

There were two portions of the textbook problem—the method of their selection and the question of who should pay for them.

Selection

Jesse Stuart highlights the selection problem when he writes of the “dry-as-powder, uninteresting textbooks I was forced to teach because they were standard, selected by someone in the state department who didn’t teach”¹⁰⁰

Others though, including State Superintendents, favored a uniform selection of textbooks by the state. Supt. McChesney was again at the fore in this area. In 1903, he called for a uniform system of textbooks with these words:

The first suggestion this department desires to make to the General Assembly is that a law should be enacted providing for a uniform system of textbooks for the state, with a maximum price thereof. The enactment of such a law is duty already too long delayed in its performance.

¹⁰⁰Stuart, *op. cit.*, p. 58.

Such a measure has been introduced in each of the last three sessions of the Legislature. It is not in the province of this department to discuss the causes leading up to three successive defeats of the bill; this is a school report. If the bill had passed in 1898 it would have saved the purchasers of textbooks in the state, in the six years that have elapsed, more than a million dollars. This purely solid consideration is entirely aside from the probability that many children have been denied the privilege of attending the public schools because their parents were too poor to pay the present high price for books, and too proud to accept the provisions of the indigent act. While the public schools are not "charitable institutions," yet it was the primary purpose in the establishment of the system to place at least the rudiments of an education within the reach of the poorest child in the commonwealth.

In addition to the excessive price paid for books under the present system there is another difficulty. Under the present law each county has its own adoption. It is possible that adjoining counties may have entirely different books. Where this condition exists, or where the adoptions differ only in part, persons moving from one county to another must necessarily lose such of their old books as are not in use in the new county.

It has been urged by persons interested in the defeat of these measures in the past that to enact such a law would be an unwarranted interference with the "county's right of local self government." If this be true, then the state perpetuated an outrage on the rights of the "sovereign county" when it decreed that the county authorities should have not less than five months' term of school in each district as a condition precedent to receiving the state school fund. The state has fixed the fees a county clerk shall charge, holding county and quarterly courts. Are these infringements on the right of local self-government?

It has been argued that if such a law were enacted, reputable publishing companies would not submit bids. This has not been the history of such laws in other states; on the contrary, the leading publishing houses of the country have competed with each other for the contracts. It is not a difficult matter to understand that a publishing house can afford to make a much lower bid than it can afford to make when it must employ agents to look after its interests in securing 119 different contracts in as many different counties.¹⁰¹

Supt. Crabbe suggested strongly to the General Assembly in

¹⁰¹*Report, 1901-1903, pp. 12-13.*

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1909 that a new textbook law be passed that would bring some competition in this field. The American Book Company for a while had a near monopoly on Kentucky texts. It is from Crabbe that we learn what books were chosen in Kentucky at that time and the vote they received. From this it can be seen that McGuffey's *Readers*, *Modern Pronouncing Speller*, Ray's *Arithmetic*, Harvey's *Grammar*, Maxwell's *Writing in English*, *Natural Geography*, Willis' *Physiology and Hygiene*, *Electric History*, Peterman's *Civil Government*, and Kinkead's *History of Kentucky* were the leaders. The cost per book varied from 10 cents (McGuffey's *Primer*) to 80 cents (*Natural Geography*).¹⁰²

A problem in the selection of textbooks developed in 1919 when the publishers were unable to furnish the dealers the adopted textbooks. This condition arose when the Court of Appeals declared the first state textbook adoption invalid and during re-adoption the factories of the publishers were hit by strikes. Supt. Gilbert and Colvin could not help much, they just hoped the schools could get by on old books. In 1925 Supt. Rhoads suggested amendments to the state textbook law insuring the selection of textbooks at the lowest possible price and limiting the changes of textbooks by the State Textbook Commission. He also favored limiting the adoption of privileges of city school boards to the list issued by the Commission.¹⁰³

Supt. Bell in 1929 was worried about the influence by publishers upon members of the State Textbook Commission and he recommended modification of the textbook law to incorporate provisions whereby individual judgment and perfect freedom would prevail without the slightest influence. In 1939 Supt. Peters recommended that all districts be given the right to select the books and teaching materials to be used in their schools in accordance with a uniform plan.¹⁰⁴

Free Textbooks

The question of free textbooks was raised by Governor Flem D. Sampson, who favored the idea. Supt. Bell, however, opposed the idea as impracticable. He believed that the money would be better spent on improving school buildings, raising teachers' salaries, pro-

¹⁰²Report, 1907-1909, pp. 39-40.

¹⁰³Louisville *Courier-Journal*, June 1, 1919; Report, 1917-1919, p. vii; 1923-1925, pp. 20-21.

¹⁰⁴Report, 1927-1929, pp. 31-32; 1937-1939, pp. 15, 55, 58.

viding better teacher training, and other programs to promote and develop an efficient public school system.¹⁰⁵

In the legislative session of 1930, Gov. Sampson and Supt. Bell clashed head on again over free textbook appropriations. Supt. Bell got in the first blow, recommending that no appropriation for free textbooks be made "in view of situations now prevalent in many of our public school districts that lack the finances necessary to provide needed equipment, comfortable and commodious buildings, trained, experienced and zealous teachers."¹⁰⁶ The Governor in his turn expressed hope that an appropriation of \$700,000 or \$800,000 would be made to purchase free textbooks under the Howard Textbook Act. The Governor made no suggestion as to how to raise the money. The K.E.A. committee also drew up a bill to abolish the State Textbook Commission and to create 120 county textbook commissions. Many newspaper editorials opposed this plan. The K.E.A., seeing it was losing, shifted to another plan for an eight-man board appointed by the State Board of Education. This plan was a part of the "ripper" legislation to strip the Governor of his appointive power.¹⁰⁷

Supts. Peters, Richmond, and Brooker all favored the free textbook law and asked for appropriations. Peters, in 1939, even talked of free books through all twelve grades. And so, although unpopular with Supt. Bell and others, the free textbook program soon met with widespread approval in the state at large.

Action Taken

Selection

Under Supt. McChesney the Chinn School Book Law was passed and McChesney is given much credit for the passage of the Uniform Textbook Law of 1904.

In February 1904, a law was passed, without the Governor's approval, establishing state uniformity of textbooks for the common schools. Under the law there was a maximum price for all textbooks. A State Commission and a County School Book Commission for each

¹⁰⁵*The Lexington Leader*, February 21, March 16, 1928; *Louisville Courier-Journal*, February 8, March 15, 1928.

¹⁰⁶*The Lexington Herald*, *The Lexington Leader*, *Louisville Courier-Journal* (A.P.), January 6, 1930.

¹⁰⁷*The Richmond Daily Register*, January 11, 1930 (Editorial); *Louisville Courier-Journal*, *The Lexington Herald*, January 14, 28, February 4, 21, 1930.

county were established. Each county commission voted for a series of textbooks, and the State Commission was required by law to adopt any book for which a majority of the county commissions had voted.¹⁰⁸

Some of the textbook companies opposed the law and the newspapers of the day tell the story of the fight for the new law:

Said Howard D. Newcomb, losing candidate for Speaker of the House of Representatives, "I believe that legislation is needed and should prevail that has for its purpose the obtainment of the textbooks for school children at the least cost and I do not believe that this result can be accomplished without a uniformity of textbook and the maximum cost at which they are to be sold to be fixed by statute."¹⁰⁹

Senator Hickman then introduced his school bill, over which a long and bitter fight is certain. The bill provides for uniform textbooks and fixes a maximum price. It also provides for the creation of a Commission to select the books. This bill is favored by the Governor and is designed to break the backbone of the School Book Trust in the state.¹¹⁰

Senator Cantrill introduced a school book bill giving each county board the power of one vote in naming the uniform school books instead of placing this power in a central board located in Frankfort as the other bills provide.¹¹¹

Senator J. Campbell Cantrill of Georgetown won a great victory over Governor Beckham, with the passage in the Senate of his substitute bill which provides that the School Book Commission at Frankfort should have ministerial power only and that the power of selecting the system of school books should be vested in the county boards. The senators say that it is now up to the House to pass the Cantrill bill or openly admit that the essential feature of school book legislation is to create a commission that shall have power to grant a \$2,000,000 contract on the eve of a State campaign. Under the Cantrill bill the county boards will examine samples and make a choice for each book. Votes are then to be sent to Frankfort and the commission-

¹⁰⁸K.S. (1904), c. 160, sec. 61. See also Brooks Lynn Hargrove, "A Textbook Law for Kentucky" (Unpublished dissertation, College of Education, University of Kentucky, 1933).

¹⁰⁹*The Lexington Herald*, January 2, 1904.

¹¹⁰*The Lexington Herald*, *The Lexington Leader*, January 6, 1904; A copy of Gov. Beckham's message to the General Assembly, including the call for uniform textbooks and price control may be found in *The Lexington Herald* and the *Louisville Courier-Journal*, January 6, 1904, and *The Lexington Leader* and *The Louisville Times*, January 5, 1904.

¹¹¹*The Lexington Herald*, January 8, 1904.

ers canvas the vote. The book in each department receiving a plurality of the votes is to be selected. A scale of maximum prices forms the other essential feature.¹¹²

The Cantrill bill passed a text vote in the House on January 19, 1904, and cleared both houses with minor amendments on January 22, 1904.¹¹³ Newspaper reports of the time show that all schoolmen were not pleased with the new law:

School Superintendent M. A. Cassidy of Lexington in his annual report to the board of education, states that the operation of the state uniform school book law, passed by the last general assembly, was disastrous in the cause of education. He said that owing to the maximum price for the textbooks, which had been fixed by law, only two companies had submitted books and estimates in accordance with the law, and that the samples of both were considered inferior to those now in use.¹¹⁴

No new books were purchased in Madison County under the new law since it was impossible to secure new books before September, when the school term was more than half over and the Paducah board of education also opposed the school book law.¹¹⁵

In 1908, the law on textbooks was changed some in an attempt to break the American Book Company monopoly and to allow Ginn and Company to bid competitively.¹¹⁶ As a part of the 1914 textbook law, a Text Book Commission was formed, composed of the Governor, the State Superintendent, and, as appointed by the Governor, one member of the faculty from each of the two Normal Schools, one member of the faculty of the State University, and one educator from each of the Appellate Court Districts. The Commission adopted textbooks for all schools except those of the first four classes, which selected their own.¹¹⁷

About this new textbook law a newspaper said:

The School Book Commission will let a \$5 million contract to supply textbooks next year. The present contract

¹¹²*The Lexington Herald*, January 16, 1904.

¹¹³*The Lexington Herald*, January 19, 23, 1904. House vote was 81-2—*Louisville Courier-Journal*, January 21, 1904. Text of the bill may be found in *Louisville Courier-Journal*, January 17, 1904.

¹¹⁴*The Richmond Climax*, June 8, 1904.

¹¹⁵*The Richmond Climax*, June 13, August 17, 1904.

¹¹⁶*The Lexington Herald*, March 15, 1908.

¹¹⁷K.S. (1914), sec. 85-114.

with the American Book Company expires next July. One of the serious problems connected with the selection of men is to keep off the Commission anyone who might be prejudiced in favor of any bidder. In addition to the Governor, Superintendent of Public Instruction, and representatives from State University and each State Normal, there will be a member from educational work from each of 11 Congressional Districts.

TEXTBOOK MEN ARE THREATENED WITH SUIT . . . CLAIMED THAT THE AGREEMENTS HAVE BEEN VIOLATED. BOOKS NOT DELIVERED ON TIME IS CHARGE. . . CO. SUPERINTENDENTS MAKE COMPLAINT.

Frankfort, Ky.—Suits to forfeit the bonds of 21 textbook publishing houses for failure to comply with their contracts to deliver and exchange books under the act and contract for 1914, were advised by State Superintendent Barksdale Hamlett, who after a conference with Attorney General Garnett wired the fact to the publishers and announced that he would furnish the Attorney General with facts sufficient to warrant such action.

Scores of letters from county superintendents, complaining that in some instances the publishers were refusing to supply textbooks to local dealers selected by the county boards of education and that in many others local dealers under instructions from the publishers were refusing to accept in exchange for the new state adoptions old books, which are not in good condition. Notable among them he mentioned Green County, Madison County, and Christian County whose books were withheld from dealers.¹¹⁸

Two textbook bills were passed in 1916, one to double the money available for textbooks for indigent children, and the other providing that the State Textbook Commission could only change texts in three branches per year.¹¹⁹

Free Textbooks

In 1920 the House passed a free textbook bill, but it died in the Senate.¹²⁰ In 1928 the Governor, Flem D. Sampson, wanted free textbooks for Kentucky's schools while State Superintendent of Public Instruction Bell did not. The Governor finally won and the measure passed the House by 57-40 and the Senate by 21-16. How-

¹¹⁸*The Madisonian*, April 14, August 18, 1914.

¹¹⁹K.S. (1918), sec. 4405; School Textbook Law.

¹²⁰*The Lexington Leader*, March 5, 1920.

ever, no money was appropriated to make the purchases.¹²¹

In 1929 the textbook issue inflamed the state. The courts ruled that the free textbook law was legal and the Textbook Commission met to choose the books. No funds were available, but the Governor took money from other funds. The Commission was in continual turmoil and finally the Governor and members of the Textbook Commission were indicted for taking gifts. The whole story began on July 3, when the Court of Appeals held that the free textbook law was constitutional:

The Court of Appeals today held the free textbook law enacted by the 1928 General Assembly to be constitutional, but declared that it should not be put into operation because the General Assembly failed to provide funds for the purchase of books An injunction was directed to prevent the state from entering any contract for the purchase of books at this time under the free textbook law, because of the lack of funds.¹²²

The lower court had ruled that the law was unconstitutional in a suit brought by J. Clarence Kenney, chairman of the Bourbon County Board of Education and W. C. Bell, State Superintendent of Public Instruction.

During July Gov. Sampson took the initiative and said that the state would refund parents for books they had to pay for when the next Legislature appropriated the money. The Governor's right to fire Gov. Fields' appointees to the Textbook Commission and appoint his own came before the Court of Appeals. During the last days of the month Gov. Sampson took \$400,000 from the School Fund and put it in the General Fund to pay for free textbooks—necessitating lower salaries in some areas. In August the battle continued with a verbal fight between Gov. Sampson and Frank McChesney, a member of the Commission. Another member, Samuel Walker, stated that he had not signed an undated resignation. Supt. Bell had not only filed suit against the free textbook law, but also against the adoption of books by the Commission. McChesney won his case in the courts and kept his seat on the Commission and Gov. Sampson called for the election only of legislators who favored free textbooks. The Commission met four times to open bids on books. The first time prices were not satisfactory, the second time the Attorney Gen-

¹²¹*The Lexington Leader*, February 21, March 16, 1928; *Louisville Courier-Journal*, February 8, March 15, 1908.

¹²²*The Richmond Daily Register*, *The Lexington Leader*, July 3, 1929.

eral said they could not negotiate for prices lower than bids, and the third time the Court of Appeals ruled that they could only change 20 per cent of the books in any year. In September Supt. Bell refused to sit with the Commission without a stenographer stating that he could not discharge his duties as secretary of the Commission without a stenographer to take down proceedings.¹²³

On September 6 the Franklin County Grand Jury quizzed the members of the Commission. Gov. Sampson in a Labor Day address in Louisville asserted that a big book concern was attempting to corrupt members of the Commission and nominees for representative and senator in the 1930 Legislature. On September 19 the Governor and seven of the book board were indicted on the charge that they took gifts at the hands of firms:

The gifts alleged in the indictment consist of copies of common school textbooks; different companies alleged to have given books to each of those named. Those indicted are Frank V. McChesney, K. R. Cummins, Sam Walker, W. R. McCoy, Miss Delphia Evans, Robt. J. Nickel, and Mrs. George R. Smith.¹²⁴

As can be seen the charge really only amounted to taking sample or desk copies for examination, a rather flimsy indictment. Gov. Sampson was the first Governor of Kentucky to be indicted while in office. He raised the defense that the advertisement for bids was drawn by the Attorney General, J. W. Cammack, and signed by him and by W. C. Bell, State Superintendent of Public Instruction. It specified that free books should be furnished each member of the Commission and the Office of the Superintendent of Public Instruction, as required by Section 4421-A-23, 1928 supplement to *Kentucky Statutes*, Carroll's 1922 edition. On September 21, the Grand Jury also indicted twenty-five book firms for giving gifts. On October 3, Gov. Sampson was freed without even having to call any defense witnesses, as Franklin Circuit Judge Ben C. Williams directed acquittal after hearing the prosecution. Said the Judge, "I am not inclined to think the Commonwealth proved a crime on the part of Governor Sampson—it is a waste of time to go further with this case."¹²⁵ After this, many anti-free textbook editorials appeared and on November 6 many anti-Sampson free textbook legislators

¹²³*The Lexington Herald, The Richmond Daily Register*, July 18, 23, 25, August 6, 8, 17, 20, 24, September 4, 1929.

¹²⁴*The Richmond Daily Register*, September 19, 1929.

¹²⁵*The Lexington Leader*, October 3, 1929.

were elected. In December of 1929, the Franklin Circuit Court ruled that the Book Commission had to readopt 80 per cent of the old books and it scored the members who gave the Governor their resignations in advance, because it gave the Governor control over them.¹²⁶

In the legislative session of 1930, Gov. Sampson and Supt. Bell clashed head on again over free textbook appropriations. Supt. Bell got in the first blow, recommending that no appropriation for free textbooks be made "in view of situations now prevalent in many of our public school districts that lack the finances necessary to provide needed equipment, comfortable and commodious buildings, trained, experienced and zealous teachers."¹²⁷ The Governor in his turn expressed hope that an appropriation of \$700,000 or \$800,000 would be made to purchase free textbooks under the Howard Textbook Act. The Governor made no suggestion as to how to raise the money. The K.E.A. committee bill to abolish the State Textbook Commission and to create 120 county textbook commissions has already been discussed.

The K.E.A., seeing it was losing, shifted to the plan for an eight man board appointed by the State Board of Education. As mentioned, this plan was a part of the "ripper" legislation to strip the Governor of his appointive power. The bill passed the House by 74-18 and the Senate by 22-14. The Governor, in March, vetoed the reorganization of the State Textbook Commission, but it was passed over his veto, in the House by exactly the number of votes required.¹²⁸

Although the 1928 Legislature enacted the free textbook law, no appropriation was made until a special session of the General Assembly in 1934. At this time \$500,000 was appropriated per year for the purchase of textbooks. The system should have begun on July 1, 1934, but an injunction, which was finally dissolved by the Court of Appeals, delayed the inauguration until about the first of August. The first orders went out to publishers on August 13, 1934, and during the first year 1,332,402 books were purchased for the

¹²⁶*The Lexington Herald, The Lexington Leader*, September 6, 20, 21, October 3, November 6, December 19, 1929; *The Richmond Daily Register*, October 22, 1929 (Editorial).

¹²⁷*The Lexington Herald, The Lexington Leader, Louisville Courier-Journal* (A.P.), January 6, 1930.

¹²⁸*The Richmond Daily Register*, January 11, 1930 (Editorial); *Louisville Courier-Journal, The Lexington Herald*, January 14, 28, February 4, 21, March 4, 8, 17, 1930.

use of approximately 300,000 pupils at an average of less than one dollar per book. Supt. Richmond and succeeding State Superintendents praised the free textbook system which Supt. Bell had fought so harshly.¹²⁹

Supt. Richmond organized, within the Department of Education, a Division of Free Textbooks, which ordered the books from the publishers. Only the first five grades were covered and Richmond requested an appropriation of \$750,000 per year to provide books for the first eight grades. Supt. Peters pointed out the economy of the state purchasing system—a cost of less than \$1.00 per pupil per year for a full supply of textbooks. By 1939, he was even talking of free books through all twelve grades. In 1941, Supt. Brooker announced that, in 1940, for the first time, all pupils in grades one to eight had a complete set of books at a cost of about 90 cents per pupil per year. Under Brooker, improvement was made in book accounting in the several district depositories. And thus the free textbook program attained widespread approval across the state.¹³⁰

Attendance

Recommendations

School attendance was a problem all of the Superintendents faced. Mostly they just called for better compulsory attendance laws. Supt. Davidson complained of the difficulty in collecting accurate statistics from many counties since county superintendents failed to gather county information, even though the state law made it a misdemeanor to pay teachers until reports were filed. He suggested that county reporting day be moved from September 1 to August 1, so that the state report could be printed by December 1, and thus be in the hands of the Legislature. He felt that the school census was abused, since it was the basis upon which the School Fund was annually distributed among the counties.¹³¹

Supt. Crabbe believed that the attendance problem was at its worst in rural schools. Supt. Gilbert called for a law to require an attendance of forty per cent, based on census to entitle a district to receive the State School Fund. In 1918, Supt. Gilbert asked for an

¹²⁹*The Lexington Leader*, March 13, 22, 1934; *The Lexington Herald*, April 4, 5, 1934; Peters, *op. cit.*, pp. 97-103, 108; *Report*, 1933-1935, pp. 9-10, 17.

¹³⁰*Report*, 1933-1935, pp. 23, 37; 1935-1937, pp. 17, 49; 1937-1939, pp. 15, 55, 58; 1939-1941, p. 587; 1941-1943, p. 561.

¹³¹*Report*, 1895-1897, pp. 17-18.

amendment to make the law harmonize with the Child Labor Law, by providing that children between six and sixteen should attend school regularly for the full school term. The old law provided that children between the ages of seven and twelve should attend school regularly and between seven and fourteen should attend school at last three days a week. Supt. Colvin blamed Kentucky's high rate of illiteracy on lack of attendance, but felt that the attendance law of 1920, though poorly drawn, had been responsible for an increase in attendance. A better law, a competent attendance officer in each county, and a favorable public sentiment were essential if Kentucky was to have an educated people, he said. Suggested legislation by Supt. Rhoads included a strengthened and more specific compulsory attendance law, with special reference to jurisdiction and penalties.¹³²

Action Taken

Attempts were made to improve the attendance laws over the years. Supt. Thompson announced attendance for the state based on the highest number at school as 53 per cent for 1889-1890 and 55 per cent for 1890-1891 and based on average number at school as 35 per cent for 1889-1890 and 37 per cent for 1890-1891. In his report the figure of 686,628 is given for census children for 1890-1891, both white and colored. Supt. Davidson reported that enrollment in school increased by 46,567 from the school year 1896-97 over 1895-96, mainly because of the Hiles' Compulsory Law passed in 1896. Davidson also complained of the reporting of statistics by superintendents and stated that census padding still existed.¹³³

In Supt. Crabbe's time, there were 739,836 pupils in the census report; 519,192 pupils enrolled in school; 311,192 in average daily attendance. Crabbe called attention to the fact that 417,664 pupils did not attend any school, more than the number in average daily attendance. By Supt. Hamlett's time, the enrollment had not risen much, only up to 527,030, but under the emphasis of a new compulsory attendance law passed in 1912, the average daily attendance rose to 345,371. Attendance rose by 14 per cent from the 1909-10 year to the 1911-12 year.¹³⁴

The Hiles Law was approved March 28, 1896, without the signa-

¹³²*Report*, 1915-1917, p. xxxiii; 1917-1919, pp. vii, xiii; 1919-1921, pp. 14-15, 52; 1921-1923, p. 10; 1923-1925, p. 20.

¹³³*Report*, 1887-1891, pp. 31, 43; 1895-1897, pp. 17-18.

¹³⁴*Report*, 1907-1909, pp. 608; 1913-1915, Chapt. 13, Statistical Reports; *The Madisonian*, March 11, August 26, December 16, 1913.

ture of the Governor, and required at least eight weeks continuous attendance at school annually on the part of all children between the ages of seven and fourteen. The Educational Legislature of 1908 passed a compulsory attendance and truancy law for cities of the first four classes.¹³⁵ Compulsory attendance laws were also passed in 1912 and 1920.¹³⁶ Old laws were difficult to enforce and each law tightened this phase and attendance grew.

In 1915, there were 741,077 children in the census, with an average daily attendance of 345,371. A law to improve attendance was passed in 1916 and a law to change the school census age from six to twenty to six to eighteen was passed in 1917. In 1918, the influenza epidemic forced the State Board of Health to close all the schools, and many of them never opened again that term. This caused a very poor attendance in the schools. In 1928, an act was passed to place more responsibility for attendance on the teacher.¹³⁷

A good compulsory attendance law was finally passed as a part of the 1934 New School Code in that enforcement was aided by the provision for the employment of an attendance officer, who was assigned the duty of keeping an accurate census of all children between the ages of six and eighteen.¹³⁸

In summary, in 1915 the school census was taken by the sub-district trustees, in 1943 it was taken by regular attendance officers. In 1915, the census age was six to twenty years, in 1943 it was six to eighteen. In 1915, there were 741,007 children in the census; the average daily attendance was 345,371. In 1943, the school census total was 717,892, down from a peak of 778,429 in 1940. The average daily attendance in 1943 was 433,610, also down from a high of 493,210 in 1940.

Grading Schools

Recommendations

A rather small, but important, issue was that of grading schools. Often the schools were just run together with a teacher or two cover-

¹³⁵K.S. (1902), c 1.60, sec. 158-164. K.S. (1910), School Law, sec. 178-194. Also *The Lexington Herald*, *Louisville Courier-Journal*, March 19, 1908.

¹³⁶*The Richmond Climax*, March 27, 1912; *Senate Bill #230* (providing for enforced attendance of children, ages seven to fourteen) (1912).

¹³⁷Peters, *op. cit.*, pp. 5-10; K.S. (1918), sec. 4321a, sec. 121; K.S. (1930), sec. 4506, *The Lexington Herald*, March 17, 1928.

¹³⁸*New School Code*, *op. cit.*

ing the whole elementary field. Supts. Thompson, Davidson, and McChesney called for the grading of schools, so that the work could be organized and made more meaningful.

Action Taken

The grading of schools progressed slowly, but steadily and after Supt. McChesney was no longer a problem for the State Superintendents.

Teacher Training

Recommendations

One of the most important problems facing the Superintendents was that of teacher training. Starting with Supt. Davidson, they called upon the Legislature to create normal schools. The Agricultural and Mechanical College at Lexington and the State Normal School for Colored Persons at Frankfort were the first state operated schools which gave training for teachers in this era. In 1906, Supt. Fuqua asked for and got two normal schools, and, in 1922, Supt. Colvin was equally successful. The Superintendents also requested various laws to strengthen the institute and summer school programs. In 1934, as a part of his recommendations, Supt. Richmond asked for a specific program for those training to be teachers. The Superintendents also made recommendations for increased appropriations for the teacher training schools.¹³⁹

Supt. Peters, in 1939, quoted from the platform of principles adopted by the National Education Association at the 1939 convention:

Teacher education in a democracy must have a definite objective. Teacher education must lead to an understanding of the major problems of social life. Teacher education must develop leaders in the major learning areas and learning levels. Teacher education must provide for professional integration and orientation. Teacher education must provide for selection and guidance, and for evaluating results.¹⁴⁰

Action Taken

The Reading Circle

In the 1890's some non-campus style of training teachers took

¹³⁹*The Lexington Leader*, January 2, 7, 13, 1920; *The Richmond Daily Register*, January 1, 1920.

¹⁴⁰*Report*, 1937-1939, p. 39.

place. County teachers' associations and county teachers' libraries were made obligatory in 1893. An adjunct of the K.E.A. was the State Teacher's Reading Circle. The course for the year 1901-02 consisted of Parker's *Talks on Pedagogies* and Mace's *Method in History*. The Circle stressed the importance of music and manual training. It had its origin in London, England, in 1870. The greatest one in the United States was the Chautauqua Literary and Scientific Circle of New York, founded in 1878-79. The controlling board of the Circles prescribed a course of study, secured books at a reduced rate, advised the methods of study, gave examinations on the reading done, and issued diplomas. Although their need was reduced by normal schools, the Reading Circle continued strong through the 1920's, since many states honored the Circle diplomas toward certification. In 1938, ten states still used the Circle as a means of improving teachers in service.¹⁴¹

The Improvement League

In the late 1910's, an organization known as the Community School Improvement League was important enough for Supt. Gilbert to create a bureau of these Leagues in the Department of Education with Miss Lida E. Gardner, formerly county superintendent of Nicholas County, in charge. Although mainly working to bring the individual homes in close touch with the schools as community centers, it also worked to aid teachers in improving themselves. In April of 1917, the Leagues merged with the Parent-Teachers' Association.

The Institutes

From the 1890's until the 1920's teachers' institutes were popular methods of improving teachers' education.¹⁴² The institute was first established in 1839 at Hartford, Connecticut by Henry Barnard.¹⁴³ Wholly American in its origin, the institute was a great influence in stimulating professional growth and solidarity. The first institutes lasted about six weeks and gave instruction in pedagogies and review in the usual common school topics. In 1843, in Ithaca, New York, the term "institute" was first applied to a teachers' convention.

¹⁴¹Willard S. Elsbree, *The American Teacher* (New York: American Book Company, 1939), pp. 390-394.

¹⁴²Counties were required to hold annual institutes: K.S. (1902), c. 160, sec. 137-147.

¹⁴³Excellent material on the teachers' institute may be found in Elsbree, *op. cit.*, pp. 155-162, 360-366.

The early assemblies were usually held once or twice a year for two to eight weeks. They were not a substitute for college work, but were a supplement in the field of theory and practice of teaching in the common schools. At first, they were voluntary and expenses were borne by the teachers, but soon this was supplanted by public support. Although their primary purpose was supposed to be instruction in methodology, many of them emphasized subject matter. At some of the institutes a final examination was given. The evening sessions were usually more general and often the lecturers were entertaining as well as educative.

As the emphasis shifted from academic matters to educational theory such topics were discussed as equal pay for men and women, vocal music, the teaching of morals, the good and bad of scripture reading and whipping, and the question of chewing tobacco. Over the years the subject matter broadened and included philosophical principles as well as details. Even so, very few fundamental practical issues were discussed. In 1864, Samuel P. Bates, a leading institute worker, published a handbook and guide for organizers of institutes.¹⁴⁴

Summer schools began before 1890 and by 1900 the question was raised of whether or not the institute had outlived its usefulness. The institutes remained well attended, however, but county meetings were more popular than those held in the cities. Even as late as 1933, twenty-six states still held institutes on schooltime. Doomed to extinction when the needs they were originally created to serve largely disappeared, the institute as such passed into history during World War II, although some people see them in other forms such as workshops.

In his report for 1903-1905, Supt. Fuqua included an official institute program and syllabus. He made suggestions to the county superintendents and instructors on how to have a good institute, including some questions for discussion, some themes for orations, or essays (the Panama Canal, the Eastern Question), the purposes of an institute, and syllabus in detail. The purposes of an institute given were:

- (1) To cultivate the true professional spirit, and to inspire the teacher with lofty ideals.
- (2) To extend the teacher's professional and social acquaintance with their fellows.
- (3) To discuss and illustrate the latest and best meth-

¹⁴⁴Samuel P. Bates, *Method of Teachers' Institutes and the Theory of Education* (New York: A. S. Barnes and Burp, 1864).

ods of organizing, managing, and teaching a school.

(4) To bring teachers, trustees, and patrons into more intimate and sympathetic relation.

(5) To aid in securing proper school legislation, and to make it effective. The teachers in any county should constitute a compact, alert, progressive and aggressive body of citizens . . . Clear cut, forceful, and reasonable demands for improved educational conditions should take the place of the empty generalities and platitudes which too frequently make up the "resolutions" adopted by an institute . . . One of the most important purposes of an institute is to enable the teachers to make themselves felt as an organized pedagogical and civic force.¹⁴⁵

Examples of successful institutes cited were in Scott and Madison Counties, where teachers led drives to vote a tax to extend the school term as allowed by the General Assembly law of 1904.¹⁴⁶ By Supt. Hamlett's administration, the concept of the teachers' institute had changed and Supervisor T. J. Coates reported that there was a new kind of institute in the state: no more lectures, but more small group meetings. Also, the general meetings were used to draw the school closer to the home and to community life.

Supt. McChesney introduced the statewide institute instructors' convention, which was held in conjunction with the county superintendents' conference. However, it was not until May 31, 1911, that Supt. Regenstein, in compliance with the school laws, called a convention of the institute instructors of the state, at which meeting a permanent organization was formed.

Normal Schools

The Agricultural and Mechanical College at Lexington had been begun in 1865 under the Morrill Act.¹⁴⁷ The Normal Department

¹⁴⁵*Report*, 1903-1905, p. 78.

¹⁴⁶For samples of minutes and programs of typical Madison County Teachers' Institute meetings, see *The Richmond Climax*, September 6, 1905 and *The Madisonian*, January 20, 1914.

¹⁴⁷*Acts of 1865*, c. 986. For the story of the University's early years, see Alvin Fayette Lewis, *History of Higher Education in Kentucky* (Washington: Government Printing Office, 1899), pp. 83-110; James F. Hopkins, *The University of Kentucky* (Lexington: University of Kentucky Press, 1951); and McVey, *op. cit.*, pp. 106-124. Other recent books on the University include Helen Deiss Irvin, *Hail Kentucky—A Pictorial History of the University of Kentucky* (Lexington: University of Kentucky Press, 1965) and Charles Gano Talbert, *The University of Kentucky—The Maturing Years* (Lexington: University of Kentucky Press, 1965).

of the College had been established in 1880. In 1904, Dean Ruric N. Roark issued a special report in which he called for state recognition and acceptance of the work of the Normal School via certificates and diplomas. He went before the General Assembly and asked for the establishment of an independent Normal School. He was opposed by President Patterson and upon failing in his mission, Roark resigned his position and left Kentucky, only to be recalled two years later to head Eastern State Normal.¹⁴⁸

The General Assembly, in 1902, changed the name of the colored school from The State Normal School for Colored Persons to the Kentucky Normal and Industrial Institute for Colored Persons.¹⁴⁹ The School was mainly vocational, with blacksmithing and wheelwrighting the new industries, although it also was the state school for the training of colored teachers. The presidents of the school continued to call for a more adequate water supply than the two cisterns on the premises and for steam heating to replace the stoves and grates. A Model School was finally begun, under Supt. Crabbe.

Probably the greatest step forward in education under Supt. Fuqua was the establishment of two State Normal Schools by an act of the General Assembly of 1906.¹⁵⁰ The immediate push for the establishment of normal schools began in 1904, when the Kentucky Educational Association appointed a committee to organize teachers into a Federation. In 1905, a large body of citizens and educators met in conference at Frankfort in response to a call by Supt. Fuqua. A committee was appointed to meet with the K.E.A. It recommended that a permanent executive committee of the K.E.A. and officers of the K.E.A. be elected to work with the General Assembly in the interest of such legislation as affected public education. The executive committee went to work and soon had under way a drive to arouse the people to the importance of better school houses, better

¹⁴⁸Jonathan Truman Dorris and Maud Weaver Dorris, *Glimpses of Historic Madison County, Kentucky* (Nashville: Williams Printing Company, 1955), pp. 109-110; J. F. Hopkins, *op. cit.*, pp. 161, 211-215. Until 1931, the President of the Agricultural and Mechanical College, later the State University, reported to the State Superintendent and section on its activities were given in his report. Also reporting to the State Superintendent were the presidents of the Normal Schools, the Institution for the Education of the Blind, the Kentucky Institution for the Education and Training of Feeble-Minded Children, and the School for the Education of Deaf Children.

¹⁴⁹*Act of March 18, 1902.*

¹⁵⁰Material on the establishment of the State Normal Schools may be found in Hamlett, *op. cit.*, pp. 282-287.

teachers' salaries, etc. Sentiment was aroused and in 1906 a bill creating the two State Normal Schools was introduced by R. W. Miller of Madison County. By March, it had passed both houses and had been signed by Governor Beckham. It carried an emergency clause and became a law at once.¹⁵¹

A look at the newspapers again gives light to a study of the formation of the Normal Schools. Gov. Beckham's message read as follows:

I am inclined to believe that the recommendations of the Superintendent as to the abolition of the trustee system should be followed. . . Money for normal schools would have to come out of the school fund, for there are no other means now available for such a purpose. If they can be established without seriously trespassing upon the school fund, then I believe it would be a good idea to do so.¹⁵²

Other quotations which give insight are:

There appears to be a very strong sentiment among the Legislators in favor of a law to establish normal schools in the State separate and distinct from the State College. The Kentucky Educational Improvement Commission is fighting on behalf of this movement and the consensus of opinion is that State College will receive no appropriation for a normal department, but that this branch will be divorced from the State institution and incorporated separately and under a different management and very likely in other cities of the state than Lexington. Pres. M. O. Winfrey of the Educational Commission is here working for such a law and declares that there is no doubt of its passage.¹⁵³

A big delegation of normal school advocates appeared before Education Committee #1 of the House late this afternoon. Representatives of Richmond wanted a section incorporated in the bill locating the school there, but this was vigorously fought by others. The committee formulated a bill for one normal school, provided for the appropriation of \$25,000 for the establishment of the school and \$25,000 for maintenance, but fixed no location. It is provided that the Governor shall appoint a commission to take care of this.¹⁵⁴

An editorial favoring Richmond as a site for one of the Normal Schools stated:

¹⁵¹*Acts of 1906*, as amended 1908; K.S. (1910), c. 160, sec. 327-362.

¹⁵²*The Lexington Herald*, January 3, 1906.

¹⁵³*The Lexington Herald*, January 6, 1906.

¹⁵⁴*The Lexington Herald*, February 2, 1906.

Richmond, the county seat of Madison County, has offered to the State a plant for the location of a normal school which must appeal to every one who believes there is a need for such a school. . . . This is one of the most generous offers ever made by any city for the location of any educational institution. . . . There is no city in Kentucky which offers greater advantages than does Richmond which is in the Bluegrass and yet so close to the mountains. . . . If the Legislature decides to establish several normal schools, we do not see how it can refuse to accept the generous offer made by the public spirited citizens of Richmond.¹⁵⁵

On January 10, W. R. Miller presented bills for three Normal School districts. In March, both houses of the Legislature passed a bill providing for two Normal Schools.¹⁵⁶

Some important extracts from the law establishing the Normal Schools are:

1. There shall be established and maintained as hereinafter provided, two State Normal Schools in the State as follows: The "Eastern Kentucky State Normal School," to be located in Normal School district No. 1, and the "Western Kentucky Normal School," to be located in the Normal School district No. 2. Districts shall be fixed by a commission appointed by the Governor for the locations of Normal Schools, as hereinafter provided, and which districts shall, as near as may be, be equal in population.

2. The object of said State Normal Schools shall be to more fully carry into effect the provisions of section one hundred and eighty-three of the Constitution of Kentucky, by giving to the branches, in the science and art of teaching, and in such other branches as may be deemed necessary by the Normal Executive Council, hereinafter created, as will enable them to make schools throughout the State efficient.

3. There is hereby created a Board of Regents for each of said Normal Schools, to be known, respectively, as "The Board of Regents for Normal School district No. 1" and "The Board of Regents for Normal School district No. 2." Said board shall have perpetual succession with power to contract and to be contracted with, to sue and be sued, to plead and be impleaded, to receive by any legal mode of conveyance property of any description, and to have and to hold and enjoy the same; also to make and use a corporate seal, with power to alter the same; to adopt by-laws, rules and regulations for the government of their members, official agents and employees; Provided, such by-laws shall not conflict with

¹⁵⁵*The Lexington Herald*, February 4, 1906.

¹⁵⁶*The Lexington Herald*, January 10, March 3, March 9, 1906.

the Constitution of the United States, or with the Constiution of the State of Kentucky.

4. The Board of Regents for each of said schools shall be composed of five members, including the Superintendent of Public Instruction, who shall be a member and chairman of each of said boards.

In order to enable the Boards of Regents to carry into effect the provisions of this act, there is hereby appropriated the sum of ten thousand dollars (\$10,000) to be divided equally between the two Normal Schools herein provided for, for the purpose of equipping suitable buildings, improving grounds, etc., and the sum of forty thousand dollars (\$40,000) annually, to be divided equally between the two schools for the purpose of defraying the salaries of teachers and other current expenses: Provided, that the latter appropriation shall not become effective for any school until the buildings have been equipped and the school regularly opened.¹⁵⁷

In April, the Governor appointed a commission to locate the two Normal Schools. The commission decided to divide the state into two districts and invited eligible towns to bid for the location of the schools. On May 7, the commission met in Louisville and named Richmond and Bowling Green as the sites of the new schools. Among the reasons these two cities were chosen was the fact that each had a college campus to offer. Richmond had been the home of Central University, a Presbyterian school founded as a result of the Civil War. In 1901, it had merged with Centre College at Danville.¹⁵⁸ At Bowling Green a private school, Southern Normal School, was operating with about 1000 students. Its buildings, good will, and school organization were offered to the state.

On May 9, Gov. Beckham appointed regents, and on June 2, in joint session, but voting separately, the Eastern regents named R. N. Roark, at that time of Clark University, as President, and the Western regents named H. H. Cherry, at that time head of Southern Normal, as President.

Events followed rapidly:

Immediately following the organization of the schools, Superintendent Jas. H. Fuqua, at the direction of the regents, made formal application to Auditor W. S. Hager,

¹⁵⁷Hamlett, *op. cit.*, p. 191. The complete law may be found in *Acts of 1906*, as amended 1908; K.S. (1910), c. 160, sec. 327-362.

¹⁵⁸For a detailed newspaper description of Richmond's successful drive to acquire the Normal School, see Appendix B.

on June 13th, for the \$5,000 appropriated by the General Assembly for equipment and repairs. This application was promptly met by the filing of papers enjoining the auditor upon constitutional grounds from the payment of the money. The injunction was filed in the name of R. A. Jarsee of Bell County, by Rhorer, Ainsworth & Dawson, of Middlesboro, and T. S. Edelen, of Frankfort, attorneys for the plaintiff. The injunction was denied by Judge R. L. Stout, of the Franklin Circuit Court, on July 20, 1906, and when the question of the constitutionality of the act came before him it was decided in favor of the schools, September 27th. An appeal was taken to the Court of Appeals on December 18th, which tribunal finally affirmed the decision of the lower court on April 24, 1907. Following the denial of the injunction by Judge Stout, the regents met in joint session at Frankfort, July 25, 1906, and directed the presidents of the schools to proceed at once to their organization. Acting upon the hope that the decision of the court would be favorable, the Normal Executive Council, composed under the law of the State Superintendent and the presidents of the two schools, had met in Bowling Green and spent a week in formulating the course of study and outlining the internal organization of the schools. After experiencing many difficulties and much hard organization work, the Normal Schools opened for student-teachers on January 15, 1907. The model school, however, opened earlier in the year.¹⁵⁹

In the summer of 1907, under the leadership of President H. H. Cherry, officials of the three state schools and educational leaders from across the state, including especially the Federation of Women's Clubs of Kentucky, met in the parlors of the Galt House in Louisville, to develop a unified effort to crystallize a strong educational sentiment in the state into needed school legislation. From this meeting came the following resolution:

First: The establishment of State University of standard grade by such legislative act or acts as may be necessary in order to transform the State College into such an institution.

Second: The elimination of the Normal Department of State College as it now exists, and the establishment of a Department of Education in the University, with the collegiate rank, leading to the usual degrees of pedagogy as maintained in other similar State institutions.

Third: The gradual elimination of all subfreshman work as part of the University curricula, the same to be

¹⁵⁹Hamlett, *op. cit.*, p. 284.

brought about as rapidly as conditions now existing and that may be created by legislation hereafter may permit, without violating any existing obligations to appointees to said sub-freshman classes.

Fourth: To change the provision for life diplomas to be granted by the State Normal Schools, so that, instead thereof, a diploma will constitute evidence of qualifications to teach during the period required by law for Normal graduates, and when legally defined obligations are fulfilled the State Superintendent shall issue a life diploma to such Normal graduates.

Fifth: The joint legislative committee will inspect the three schools and agree upon just and proper appropriations for the respective institutions and labor, together for the passage of acts to their mutual interest.

Before the conference adjourned, a legislative committee, composed of Judge W. T. Lafferty, Mr. Tibbis Carpenter, Judge J. A. Sullivan and Messrs. Phil Grinstead, J. Whit Potter and H. K. Cole was appointed to visit the three institutions with a view of studying their specific and imperative needs and of determining the amount of special and annual appropriation each institution should ask of the General Assembly.

This committee visited the three schools and made a careful examination of their needs. Sessions of the committee were held at the seat of each institution. At the last session, which was held in the office of the Western Normal, the committee came to the following conclusions:

There is a great body of earnest Kentucky boys and girls, men and women, and a magnificent school spirit in the institutions, but each school is seriously crippled and embarrassed on account of not having sufficient funds. The crying need for additional school buildings, dormitories, grounds, libraries, class-room equipment, additional instructors, etc., is apparent to every member of the committee. In view of the imperative needs of the institutions, the committee should request the General Assembly to make a special appropriation of \$500,000 and \$70,000 annually in addition to the amount they are now receiving, the appropriation to be divided as follows: \$200,000 of the special appropriation to the State University, \$150,000 to the Eastern Normal, \$150,000 to the Western Normal, \$20,000 annually for the State University, \$20,000 for the Eastern Normal, and \$30,000 for the Western Normal. This agreement was reached by unanimous consent and without being put to a vote.¹⁶⁰

¹⁶⁰*Ibid.*, p. 285.

Following the General Assembly of 1908 the regents purchased the new site of Western Normal, including 163 acres of land and the Potter College grounds and buildings. At Eastern Normal the modern plant upon the grounds of old Central University was taken over. Unfortunately for Eastern, its first president, Dr. Ruric N. Roark, was taken suddenly and seriously ill early in the spring of 1909, and died within a few weeks. Supt. Crabbe issued a statement to the press in tribute to the dead president. It closed with the words—"The death of Dr. Roark is a great misfortune to the schools; we could ill have spared his inspiration, his counsel, his indomitable courage, and his clear vision."¹⁶¹ Dr. J. G. Crabbe, who was at the time of death of Dr. Roark, State Superintendent of Public Instruction, was unanimously elected President of Eastern Normal.

The Louisville *Courier-Journal* of June 24, 1909, carried the tip that Crabbe would be the next head of Eastern Kentucky State Normal. And *The Richmond Climax* of April 13, 1910, printed an editorial on former President Roark, Mrs. Roark, and Supt. Crabbe. In another issue, the *Climax* said:

Ellsworth Regenstein, Superintendent of Newport Public Schools, was appointed Superintendent of Public Instruction today by Gov. Willson to replace Superintendent J. G. Crabbe, who will become President of Eastern Kentucky State Normal School at Richmond . . . Mrs. R. N. Roark, who has been acting President of the Eastern Normal School since the death of her husband, will be promoted to be Dean of the Female Department of the Normal School and will remain as an able assistant to Professor Crabbe.

In accepting the resignation of Superintendent Crabbe, Gov. Willson says: "I feel that you have accomplished so much during your term as Superintendent and have made such a useful and strong start in the change of our educational system that I have the right to say to you in the name of the people of Kentucky: Well and faithfully done. You have earned your right to lay down those duties and accept another post in which you will be useful to the people of the state."¹⁶²

On March 16, 1908, a bill was passed by the General Assembly changing the name of the Agricultural and Mechanical College to Kentucky State University (officially "State University, Lexington, Kentucky"). In order to avoid confusion, the curators of Kentucky

¹⁶¹*Report*, 1907-1909, p. 55.

¹⁶²*The Richmond Climax*, April 6, 1910.

University had a bill passed changing their name to Transylvania University.¹⁶³ At this time the Normal School at Lexington was replaced by a Department of Education.¹⁶⁴ Also in 1908 the Senate passed a bill creating a new normal school "to be known as the Central Normal School, and the present State Capitol buildings were dedicated to the use of the school A department of law is to be established and this insures that the present Capitol will be kept in its present condition." However the bill did not pass the House.¹⁶⁵

In 1916 the General Assembly passed acts to limit the length of teachers' institutes and to change the name of State University to University of Kentucky.¹⁶⁶ In 1920 appropriations of over $\frac{3}{4}$ of a million dollars were asked for the University and the State Normal Schools. The Normal Schools were crowded and many students were turned away for lack of facilities.

In 1922, to alleviate the crowded conditions, two new State Normal Schools were provided for, one at Murray and one at Morehead. Dr. John W. Carr was the first president of Murray State Normal School, and Mr. Frank C. Button was the first head of the Morehead Normal. To establish the two new Normal Schools a State Normal School Commission was created, consisting of eight members, which was authorized and empowered to establish two new Normal Schools for the training of white elementary teachers, one located in the western and one in the eastern part of the state. The management and control of the two schools was vested in the State Board of Education. The towns selected had to give land, buildings, or money, equivalent to \$100,000, whereupon an annual appropriation of \$30,000 for each school was authorized.¹⁶⁷

In speaking of the creation of the new Normals, the newspapers said:

Establishment of two normal schools for the training of white elementary teachers upon condition that gifts of land, money or buildings are forthcoming from the communities

¹⁶³K.S. (1910), School Law, sec. 404; *Kentucky Acts*, 1908, p. 4. *The Lexington Herald*, February 28, 1908 (Act in full).

¹⁶⁴For information about the reorganization of the new University, see J. F. Hopkins, *op. cit.*, pp. 252-261.

¹⁶⁵*The Lexington Herald*, March 15, 1908; *Louisville Courier-Journal*, March 12, 1908.

¹⁶⁶K.S. (1918), sec. 4507; *House Bill* 345 (1916).

¹⁶⁷K.S. (1922), sec. 4531a-1-c.

in which the institutions are located, will be asked of the present legislature. The act will ask for an annual appropriation of \$30,000 for each of the schools for maintenance operation, this money to be forthcoming only when the State Board of Education shall have received gifts of buildings or money or suitable lands to the sum of \$100,000. The schools are to be under the supervision of the State Board of Education and one is to be located in the eastern part and the other in the western part of the state.

It is indicated that rivalry will make its appearance in the location of the schools, as many cities and towns in each section already have expressed a desire that the institutions be located in their particular county. It is understood that one Kentucky town has offered lands and buildings to the project, should the Legislature act favorably.

The act provides that if gifts are forthcoming from one section of the state that the institution may be established there and receive the annual appropriation regardless of the action of the other end of the state. Towns intimating a desire to secure the school include Morehead, Pikeville, Ashland, Louisa, Paintsville, Mayfield, Paducah, and Princeton.¹⁶⁸

Also in 1922 the Legislature abolished county teachers' institutes and substituted in their place summer training schools for teachers. It authorized the State Board of Education to establish and conduct in each county a summer teachers' training school for a period of not less than six weeks. Teachers could thus meet the requirements for certification and service in the public school system. Supts. Colvin and Rhoads believed that the schools were very valuable. A director of teacher training was appointed and summer schools were held each summer in different parts of the state. The policy of the Superintendents was to conduct the schools in counties remote from regular teacher training schools. Under Supt. Rhoads financial assistance was also given by the state to the regular teacher training schools in their summer teacher training work. In 1924 schools were maintained in twenty-three counties.

Actually summer schools for teachers began in 1921 when extension departments were established in the Normal Schools and operated in sixty-seven counties with 7,000 teachers in attendance. These schools were financed by the teachers or by county boards, or by both. The success of these schools led Supt. Colvin to recommend the law passed in 1922 putting the schools under the State

¹⁶⁸*The Louisville Times, The Lexington Leader, The Richmond Daily Register* (A.P.), January 10; February 21, 1922 (Bills passed establishing new Normals).

Board of Education. The summer schools were of a temporary nature and as the Normal Schools grew and roads and transportation facilities improved, the need for them lessened and in 1928 the summer school teacher training law was repealed. Extension and Saturday class work for teachers was continued however by the Normal Schools and by the University of Kentucky.¹⁶⁹

In 1930 an act was passed changing the four State Normal Schools into State Teachers Colleges.¹⁷⁰ A part of the New School Code of 1934 provided for a Council on Public Higher Education whose duties were to coordinate the work of public higher education in the Commonwealth. Members of the Council were the Presidents of the state institutions of higher learning, one regent for each of these institutions, members of the State Board of Education (one regent from each, except that there were three from the University of Kentucky; two from the State Board), the dean of the College of Education of the University of Kentucky, and the State Superintendent.¹⁷¹

In 1938, bills were passed to pay, via state funds, the fees of Negro graduate students attending out of state universities, to change the name of Kentucky State Industrial College to Kentucky State College, to discontinue the West Kentucky Industrial College (colored) at Paducah and establish in its place West Kentucky Vocational Training School (colored). A non-state supported school of higher education for Negroes was the University of Louisville's Municipal College.¹⁷²

School Buildings

Recommendations

The fourteenth issue which Kentucky's school leaders had to face was the improvement of school buildings. In 1901, Supt. McChesney felt that the city schools and 85 per cent of the rural districts had suitable buildings.¹⁷³ The reason more did not have good school buildings was the decision of the Court of Appeals in 1899 that the

¹⁶⁹*Report*, 1915-1917, pp. xxi-xxiv; xxii; 306, 1917-1919, pp. xiv, 429; 1919-1921, p. 13; 1921-1923, pp. 5, 10; 1923-1925, pp. 8, 63; 1925-1927, pp. 15, 66-68; 1929-1931, p. 35. K.S. (1930), sec. 4426a (abolishing summer schools).

¹⁷⁰K.S. (1930), sec. 4535, c. 37, *Acts of 1930*.

¹⁷¹*New School Code*, op. cit.

¹⁷²K.S. (1940), sec. 4526-59 to 4526-83.

¹⁷³*Report*, 1899-1901, p. 11.

school law under which taxes for buildings were levied was unconstitutional. The Court held that if a school district incurred a debt greater than could be discharged with one year's taxes, the levy was illegal. The only alternative was an affirmative vote by two-thirds of the people approving new buildings and its effect was to slow down the building of better schoolhouses.¹⁷⁴ However, there was no law allowing a vote on a proposition to build a schoolhouse and McChesney felt that such an act should be passed.

In 1917, Supt. Gilbert recommended that a law be passed to authorize the State Board of Education to adopt standards for school buildings and to make regulations for their enforcement. Supt. Rhoads asked for appropriations to pay a state school architect. Supt. Bell stated that the most costly institution in the entire public school system of Kentucky was the one-room school and he advocated better buildings of the consolidated nature. In 1939, Supt. Peters estimated that \$20,000,000 would have to be invested in new school buildings within the near future.¹⁷⁵

Action Taken

Harry Caudill described the schoolhouses of the Kentucky mountains as "so poorly built that it was impossible to keep them warm in winter." They were "rickety, sagging structures whose floors and desks had been tortured by decades of wear." Even some of the consolidated schools were "little better than fire traps."¹⁷⁶

The improvement of school buildings moved very slowly. In 1894, a law was passed dealing with the erection, equipment and care of school buildings, which stated that the property value must be not less than \$150, floor space not less than ten square feet to each pupil in the district, height of ceiling at least ten feet, each building to have at least four windows, one chimney, and a lock on the door. During this period there were more than 1500 log schoolhouses still in use.¹⁷⁷ The Court of Appeals decision which held back school building under Supt. McChesney has already been dis-

¹⁷⁴This Court decision was based upon *The Constitution of Kentucky, op. cit.*, sec. 157.

¹⁷⁵*Report*, 1915-1917, p. xxxii; 1925-1927, pp. 8, 35; 1927-1929, p. 17; 1937-1939, pp. 7-11.

¹⁷⁶Caudill, *op. cit.*, pp. 130-131, 240. See also Stuart, *op. cit.*, p. 7.

¹⁷⁷K.S. (1902), c. 160, sec. 78. For a compilation of Kentucky School Law up until 1877, see Howard A. M. Henderson, *The Kentucky School Lawyer* (Frankfort: Major, Johnston and Barrett, 1877).

cussed. A law was soon passed to allow a vote on building a schoolhouse. During Supt. Crabbe's term (1907-1910) there were still 740 log schoolhouses.¹⁷⁸

In 1915, nine out of ten of the rural schoolhouses were one-room, box-like structures and only about half were in good repair. A stove in the center of the room provided heat, a bucket drink, and the lavatory facilities were outhouses. Blackboards, a globe, maps, and a few charts constituted the equipment. Often water had to be carried from a nearby spring. Some consolidation had taken place. Even in the city, the buildings were often old structures constructed prior to 1890 with inadequate lighting and ventilation.¹⁷⁹

Under Supt. Gilbert a law was passed which authorized the State Board of Education to adopt standards for school buildings and to make regulations for their enforcement. County boards submitted plans and specifications of school buildings. A Division of School Buildings and Grounds of the State Department of Education was established July 1, 1930, through the funds provided by the General Education Board of New York City. John W. Brooker, who later became Superintendent of Public Instruction, was the first director of the Division. Under *Kentucky Statutes*, Section 4388, the Division assisted local boards, gave advice, furnished complete working plans and specifications, furnished unit layouts and floor plans, approved or disapproved architects' plans, helped with remodeling and special buildings, and furnished information and rendered assistance in school housekeeping problems. The work continued to grow, but in 1935 the General Education Board withdrew its funds. In 1937, Supt. Peters reported that, because of the devastation to school buildings by the flood of 1937, the General Education Board had provided for the employment of an assistant director and an architect and traveling expenses, until January 1, 1938.

Because of the large grants of money to the various school districts by the Public Works Administration and the Works Progress Administration, the biennium ending July 30, 1937, witnessed the greatest amount of schoolhouse construction in any similar period in the history of Kentucky—the total being spent amounting to \$11,805,511. Even so, Supt. Peters estimated in 1939 that \$20,000,000 had to be invested in new school buildings within the near future. According to Supt. Brooker, during the war new buildings were built

¹⁷⁸*Report*, 1907-1909, pp. 6-8.

¹⁷⁹Peters, *op. cit.*, pp. 5-10.

with Federal fund aid in defense areas or for defense purposes. Some examples were new buildings near Fort Knox, shops at Lafayette and Mayo, and maintenance and operation funds at Richmond, near the Blue Grass Ordnance Depot.¹⁸⁰

Teacher Security

Recommendations

The Superintendents also worked hard to give teachers security via retirement and tenure laws. In 1927, Supt. Rhoads issued a call for the establishment of retiring allowances, citing the success of such progress in industry. Recognition of faithful service was important and the General Assembly should consider giving the boards of education and governing boards of state supported institutions the right to establish special funds, according to Rhoads. He advocated not fixing any definite age for retirement of teachers, leaving this to the discretion of the boards and the individuals. Supt. Peters, in 1937, called for the enactment of a statewide teacher retirement law, and in 1939 recommended that the law passed in 1938 be made operative by an appropriation sufficient to make it effective. In 1941, Supt. Brooker suggested a teacher tenure act and in 1943 he recommended that the 1942 tenure act be clarified and strengthened.¹⁸¹

Action Taken

Social security in the nation and teacher security in Kentucky were the vogue in the 1930's. Security for teachers took two forms: retirement and tenure. In 1927, Supt. Rhoads called for allowing boards of education to establish special retirement funds. Such a bill was passed in 1928.¹⁸²

In 1938, a state system for teacher retirement for classroom teachers was set up. The act was to be effective in 1940, but no appropriation was provided to put this act into operation. The act was introduced on March 3, 1938, by Rep. H. O. Porter of Richmond and it passed the House on March 23 and the Senate on April 9.

¹⁸⁰*Report*, 1915-1917, p. xxxii; 1919-1921, p. 35; 1925-1927, pp. 8, 35; 1927-1929, p. 17; 1929-1931, pp. 63-67; 1931-1933, pp. 48-50; 1933-1935, pp. 21, 37; 1935-1937, p. 12; 1937-1939, pp. 9-11, 54; 1941-1943, p. 556.

¹⁸¹*Report*, 1925-1927, p. 23; 1935-1937, p. 49; 1937-1939, p. 58; 1939-1941, p. 614; 1941-1943, pp. 553, 585; Peters, *op. cit.*, pp. 123, 124; Butler, *op. cit.*, p. 26; *Organization, etc., op. cit.*, pp. 153-154.

¹⁸²K.S. (1930), sec. 4506a; *The Lexington Herald*, March 17, 1920.

In 1940, Gov. Keen Johnson asked for \$500,000 a year for the retirement fund and on January 12 the budget bill, with a million dollar biennial appropriation for teachers' retirement, passed both houses without a dissenting vote.¹⁸³ A board of trustees was organized, rules and regulations were adopted, and an executive secretary was employed. The system had 18,000 members in 1941.

In 1942, a teacher tenure act was passed by the Legislature. It set up the continuing contract and defined how tenure was gained and under what conditions it could be suspended.¹⁸⁴

Consolidation

Recommendations

Recommendations in regard to consolidation of schools may be traced back at least as far as Supt. Fuqua in 1902, but it was not until the 1920's that much action was taken and the real boom in this field took place in the late '30's. Supt. Colvin advocated consolidated schools as the only way to give the country child the same educational advantages as those enjoyed by the city child. Supt. Rhoads continued the fight and Supt. Bell had a study of school equalization made which advocated consolidation as one direction to be taken to achieve this goal. Supt. Peters was one of the strongest advocates of consolidation in the state.¹⁸⁵

Action Taken

Consolidation moved slowly at first, but picked up speed in the 1920's and especially in the 1930's. A consolidation law was passed in 1912, which allowed districts to vote a tax to pay for the transportation of pupils to consolidated schools.¹⁸⁶ Wagons were operating in 1915 as the first school transportation systems—mainly Studebakers.

In 1920, laws were enacted that set up a procedure for a consolidation of rural schools, the levying of consolidated sub-district taxes, issuing of bonds for consolidated school purposes, including

¹⁸³K.S. (1940), sec. 4506b; *The Richmond Daily Register*, March 3, 23, April 9, 1938, January 2, 12, 1940.

¹⁸⁴K.R.S. (1946), sec. 161.720-161.810. See also Stuart, *op. cit.*, pp. 215, 238.

¹⁸⁵*Organization, etc., op. cit.*, pp. 142, 148; *Report*, 1919-1921, p. 32; 1921-1923, p. 24; 1923-1925, pp. 20, 26; 1925-1927, p. 31; 1927-1929, pp. 17-18; 1937-1939, p. 9. That everyone was not sold on consolidation may be seen by reference to Stuart, *op. cit.*, pp. 36, 46.

¹⁸⁶K.S. (1912), School Law, sec. 138.

transportation of pupils. A special school tax had to be voted, as state per capita and regular county levies could not be used for this purpose.¹⁸⁷ Other consolidation laws were passed in 1924 and 1928.¹⁸⁸ A vast amount of consolidation took place in Kentucky during 1935-1941. During the war, of course, construction fell off. In 1942, the Legislature passed an act allowing free transportation to and from private schools, but this was declared unconstitutional by the Court of Appeals.¹⁸⁹

Recodification

Recommendations

Recodifying the School Law was another issue faced by some of the Superintendents. In 1893, Supt. Thompson recommended recodification, and in 1916, Supt. Gilbert did the same. For years thereafter lawyers and educators in Kentucky complained that the Kentucky School Laws were vague, complex, ambiguous and contradictory. Under Supt. Rhoads, a K.E.A. committee secured the services of an expert from the National Department of Education in Washington, who spent six weeks recodifying the Kentucky School Laws. An attempt was made not to change the meaning of the laws, but merely to render the meaning clear. The Attorney General was asked to rule where necessary. Portions repealed by court decisions were left out. Supt. Rhoads recommended that the 1926 Legislature enact the new codified law. Nothing was done, and in 1933 Supt. Richmond and the Kentucky Educational Commission recommended the adoption of a New School Code. Quoting from a Court of Appeals decision of 1933, which called the School Law the "most confused" in the entire body of the law, Supt. Richmond called for the enactment of the code as given in the Commission's report. Supt. Peters and Supt. Brooker merely called for retaining the code passed in 1934.¹⁹⁰

Action Taken

Recodification of the School Law took place at fairly regular

¹⁸⁷K.S. (1922), sec. 4433.

¹⁸⁸K.S. (1926), sec. 4426a; K.S. (1930), sec. 4426.

¹⁸⁹K.R.S. (1946), sec. 158.110; *Sherrard v. Jefferson County Board of Education, et al.*, 294 Ky. 469 (Dec. 18, 1942).

¹⁹⁰Peters, *op. cit.*, pp. 52, 91; *Report*, 1923-1925, pp. 16, 20; 1931-1933, p. 22; 1937-1939, p. 58.

intervals. On July 6, 1893, the school laws were systematized and codified in conformity with the new *Constitution*.¹⁹¹ Again in 1916 recodification took place, since many new laws had been passed without repealing contrary sections, making clarification necessary.¹⁹² The failure to secure General Assembly approval of codification in 1926 has already been discussed.

The New School Code of 1934 was the greatest achievement in this field. The new code provided for almost a complete revision of the school law. It simplified administrative procedure and unified the school law. Old statutes were repealed and others inserted.¹⁹³ In 1942, the entire school laws were revised and many old, long sections were subdivided and new numbers were assigned. This was a part of a revision of all *Kentucky Statutes* and was mainly a codifying with little change in the basic school law.

Vocational Education

Recommendations

The Superintendents after 1915 all favored the expansion of vocational education in Kentucky's schools. Some work in this line had been done earlier, but following the passage of the Federal Smith-Hughes Bill, Kentucky organized the State Vocational Education Board, upon Supt. Gilbert's recommendation. Gilbert also recommended the enactment of the law prepared by the Board to promote vocational education in the state and a law to make elementary agriculture a required subject in all schools after 1920. The need for vocational teachers was so great by 1923 that Supt. Colvin recommended a training program for them at the University of Kentucky. In 1935, Supt. Richmond recommended additional appropriations for the vocational education program.¹⁹⁴

Action Taken

Vocational education mainly began in Kentucky in 1918 with the establishment of a Division of Vocational Education in the State Department of Education, as a followup of the 1917 Smith-Hughes Act.¹⁹⁵ In 1924, an act was passed which improved vocational edu-

¹⁹¹*Acts of Assembly*, 1892-93, c. 160.

¹⁹²K.S. (1916), sec. 4363-4535.

¹⁹³*New School Code*, *op. cit.*

¹⁹⁴*Report*, 1915-1917, pp. xxv, xxxii; 1917-1919, p. xiv; 1921-1923, pp. 12, 16; 1933-1935, p. 38.

¹⁹⁵K.S. (1918), School Law, sec. 17.

cation in Kentucky.¹⁹⁶ In 1938, a bill was passed to purchase part of the old Mayo College buildings at Paintsville and to open the Mayo State Vocational School. At the same time the West Kentucky Vocational Training School opened in Paducah on the old grounds of the West Kentucky Industrial College. It was for colored students. During the War, educators were called upon to provide defense training in auto mechanics, electricity, metal and wood work. Thus great strides were made in vocational education under Supt. Brooker. Kentucky set up such programs as were requested and worked closely with the National Youth Administration. Vocational rehabilitation was also begun under Supt. Brooker's guidance.¹⁹⁷

Negro Education

Recommendations

Kentucky was a Union state during the Civil War, but during Reconstruction days became quite Southern in its outlook. When the 1891 *Constitution* was written, Section #187 forbade the attendance of school together of white and black students. Mostly the State Superintendents just went along with the rest of Kentuckians and accepted the system as it was. They did ask for improvement of colored schools, on the separate but equal concept. Supt. Crabbe, however, felt impelled to speak out after the passage of a voting law. He tried to quiet fears over the race question caused by misunderstanding the law. He stated that *The Constitution of Kentucky* provided that separate schools for the two races should be forever maintained and the new law did not upset the system, which colored educators preferred. The law allowed both white and Negro voters to participate in the selection of school officials and in essence put the control of the Negro schools in the hand of the whites.

Action Taken

The Day Bill¹⁹⁸ passed the 1904 General Assembly without the recommendation or the condemnation of the State Superintendent. The bill provided for the separate education of students in accordance with race. By forbidding the white and black students attending school together, the act forced Berea College to make arrangements

¹⁹⁶K.S. (1926) sec. 4536k.

¹⁹⁷K.S. (1940) sec. 4526-9 to 4526-11, 4527-29 to 4526-83; *Report*, 1941-1943, pp. 564, 606.

¹⁹⁸K.S. (1904), c. 160, sec. 154.

for its former Negro students to attend Fisk University in Nashville.¹⁹⁹ The Berea endowment was divided and part went to establish Lincoln Institute. *The Lexington Herald* and *The Louisville Times* editorialized for the bill, the *Times* saying in part, "The measure will result in benefit to both races."²⁰⁰ Said *The Lexington Leader*, "Berea All Stirred Up. The action of Berea citizens in advocating the passage of the bill prohibiting co-education of the races has almost brought on a state of civil war between citizens and Berea College faculty."²⁰¹

Long-Range Planning

Recommendations and Action Taken

Long-range planning a state school program was the last issue faced by the Superintendents. Supts. Hamlett, Gilbert and Peters are outstanding in this area. Supt. Hamlett closed his last report with the statement that "one of the largest problems of this Nation is to make country life more attractive and more satisfying thereby checking the alarming tendency of the country people to move to town."²⁰² His major solution to the problem was a school that afforded opportunities to the country child for education equal to those offered to the city child. He saw in the future a large school building with large and ample grounds with children attending from grade one through high school, transported to the great central school at public expense from a district some fifteen miles square, during terms of nine to twelve months. The school of the future was to be the center, both social and civil, of the community. Much of his dream has come true.

Supt. Gilbert in 1917 wrote of the effect of the great World War on the schools. The brightest, best young instructors were all gone to war as were many of the students. Said Gilbert:

We hope that our people by their wisdom and patriotism will be enabled to avoid the mistake of France and England. The war must be won, but after it is won, the bigger

¹⁹⁹The entire decision of the Circuit Judge in this case may be found in *The Richmond Climax*, February 22, 1905, Supplement. The Supreme Court's decision upholding the state law is in *The Lexington Herald*, November 10, 1908, and an editorial favoring this decision in *The Lexington Herald*, November 11, 1908.

²⁰⁰*The Lexington Herald*, February 3, 7 (Editorial), 1904; *The Louisville Times*, February 2, 1904 (Editorial).

²⁰¹*The Lexington Leader*, February 4, 1904.

²⁰²*Report*, 1913-1915, p. xivix.

job of reconstruction and readjustment will have to be faced, and for the solution of these new problems of living that are coming to us, we must needs have a trained citizenship, and no greater service of patriotism could be rendered to the country just at this time than that which can be accomplished by the loyal, earnest support of the schools of the Commonwealth.²⁰³

Gilbert went on to explain that teachers' salaries were averaging \$42.42 per month for seven months in the year and the future of Kentucky's schools was dark, unless something was done to correct this injustice which kept better people out of this, the state's biggest and most important business.

Supt. Peters was the most outstanding in the planning and developing of long-range goals. In 1936 he secured from the Federal Office of Education a grant of approximately \$65,000 to be used in making a study of school conditions in Kentucky. Staff members of the State Department of Education, professors from the state institutions of higher learning, and school leaders throughout the state were engaged in the project. One key purpose of the study was to plan a definite, desirable, long-time program of improvement. As a followup of this, Supt. Peters in 1937 submitted certain long-range goals to the state, as it entered its second century of public education. Included in these were long-time planning; an extended school program to include a pre-school program, an elementary school program, a secondary school program, and a higher education program; planning and carrying out of a program to insure adequate housing of schools; improved teaching; adequate equipment; adult education; special education, including home-bound children and those in houses of correction; and adequate support of the entire educational program. This broad, spacious program is an excellent summary of the aspirations of all of the State Superintendents of Public Instruction.²⁰⁴

²⁰³*Report*, 1915-1917, pp. xxxiii-xxxiv.

²⁰⁴Peters, *op. cit.*, pp. 116-122. *Report*, 1935-1937, pp. 46-49.

CHAPTER VIII

AN ANALYSIS OF THE EIGHT KEY ISSUES

The Issues

Of the twenty-three issues (including the Office, the State Department and the State Board) which faced the fourteen State Superintendents of Public instruction, eight might be considered as major ones on the basis of the fact that these took more of the Superintendents' attention and it was in these eight areas that most of the vital action and legislation took place.

The eight issues are: county administration, financing, textbooks, certification, teacher education, reorganization of the State Department of Education, vocational education, and teacher security. A ninth issue, certification, gains importance mainly because of the New School Code, which will be discussed separately.

County Administration

A strong state school system cannot be built without a solid foundation of administration, financing, and teachers, and the county school system is the basis of that foundation. For this reason, the State Superintendents attacked the weak trustee system and pushed for a countywide board of education. They also advocated higher qualifications for the board members. They hoped to eliminate favoritism by abolishing the system whereby the sub-district trustee selected the teachers for his school. In an attempt to remove the county superintendents from politics, the state officials asked for laws to make the position appointive. Better qualifications were also asked for this county school position.

At the turn of the century, three sub-district trustees were elected in each school district. One improvement was a change to electing the trustees after the school term had opened, thus reducing the possibility that prospective teachers might work for the election of a certain trustee. Great improvement was made in 1908, when a law was passed requiring a county board of education and a county high school. The board was made up of the heads of the districts.

Under Supt. Hamlett (1911-1915) the qualifications and salaries of county superintendents were raised and a law was passed per-

mitting the appointment of county supervisors. The school census was taken by the sub-district trustees. In 1920, the law was changed so that members of the county board were elected on a countywide basis. Also, the board appointed the county superintendent, a change from his election by popular vote. In 1922, the law was changed so that board members ran for office from their home district only. In 1924, the requirements for county superintendent were set at twenty-four years of age, four years of experience, two years of college and special certification. The law was very loosely enforced, because so many incumbent superintendents could not meet all of the qualifications. In 1926, the county budget law was passed with its improvement of county school finances.

What State Superintendent Richmond considered a backward step was taken in 1932, when the county superintendency again was made an elective office. However, this was short-lived, for in 1934 the office became appointive once more. That same year, the qualifications for the board members were set. A candidate for this position had to be twenty-four years old and have an eighth-grade education. Two districts were also authorized for schools—county and independent.

County administration thus was greatly improved over the fifty-two years studied. The county board replaced the trustee system and the county superintendent's office improved in qualifications, requirements, and in administration.

Financing

A good school system cannot be built without adequate financing. For years the School Fund was tapped by state officials for many purposes other than education. Under Supt. Thompson, the Fund was finally made inviolable. In Thompson's day there was approximately two million dollars in the Fund and the tax levy was 22¢ per \$100. By 1915, this amount had grown to four million dollars and under Supt. Rhoads (1923-1927) the maximum levy was raised to 75¢ per \$100. In 1915, the per capita was \$5.25, in 1943, it was over \$18. By 1943, the School Fund had grown to over ten million dollars and the maximum tax levy was \$1.50.

An attempt at equalization lost as a constitutional amendment in 1921 and an equalization fund for teachers' salaries inaugurated in 1930 was declared unconstitutional in 1932. It was not until 1941 that Kentucky's voters were willing to break their normal habits of voting "no" and approve equalization. Under the 1941 constitutional

amendment, not more than 10 per cent of the School Fund could be distributed on an other than per-capita basis. In 1942, the General Assembly appropriated \$400,000 for this purpose.

Improvement can thus be seen in financing, although Kentucky still lagged behind other states. The School Fund had been made inviolable, the Fund and the maximum tax levy had grown. Partial equalization had been approved, so that funds could be distributed in accordance with need, not just per capita. The opening wedge had been driven, but it was still a long wait until the Minimum Foundation and other programs put Kentucky's schools on a somewhat sound financial basis. Even so, the growth of the tax levy and school fund and the 10 per cent equalization fund were at least forward movements, although limited.

Textbooks

The textbooks used in a school determine to a large extent the knowledge passed on to the next generation. At first the selection of textbooks in Kentucky was confusing, with each school making its own selection. In 1904, a Uniform Textbook Law was passed, which allowed school districts to vote their preferences, but the books selected by the majority were to be used by all. To avoid exorbitant pricing by textbook companies, maximum prices were set. In 1914, the State Textbook Commission was given the power to select texts for all but large city systems.

In 1928, feeling that no child should be without a text because of his parents' financial condition, Gov. Flem D. Sampson secured the passage of a Free Textbook Law.

Supt. Bell opposed this, believing the money would be better spent elsewhere. Sampson prevailed, but Bell did succeed in having the Governor stripped of his power to appoint the members of the State Textbook Commission. In 1934, funds were appropriated to purchase the texts and by 1940 all eight grades were supplied. Supts. Richmond, Peters, and Brooker were supporters of Gov. Sampson's concept of free books for the children of Kentucky.

Thus the twin goals of uniformity and universality were accomplished in the field of textbooks.

Certification

A school system stands or falls on its teachers. And the qualifications required of school teachers is a determinant of whether a system is excellent or mediocre. Kentucky early recognized this

and set up a certification system. However, the qualifications for certification were lacking and too many agencies were allowed to issue a certificate. Many versions of certificates were issued, all upon the successful passing of an examination. It was not until 1920 that a candidate for certification had to have at least one year of high school and five weeks of teacher training before taking the examination. Prior to this, anyone could take the examination, even one with no schooling.

By 1929, the certifying authorities had been reduced from 500 to 5. In 1933, a Division of Teacher Training was organized within the State Department of Education. Under the 1934 law, the examination was abolished and three certificates (Elementary, High School and Administration) were issued only to those holding college degrees with the required curriculum included. During World War II, the loss of teachers to the Armed Forces and to war plants necessitated the issuance of emergency certificates to unqualified persons—a backward step.

Certification thus came a long way from 1891 to 1941 but retrogressed during the years of the war.

Teacher Education

If teachers are the backbone of a school system, then their training is of vital importance. In 1891, Kentucky provided this training at the Agricultural and Mechanical College and at the Colored Normal School. The Reading Circle and the Institutes provided only meager training, but in 1906 two Normal Schools were authorized at Richmond and Bowling Green. In 1908, the Agricultural and Mechanical College was changed into a State University.

In 1922, two additional Normal Schools were organized at Murray and at Morehead. That same year the Institute was abolished and replaced by the summer school. The latter only lasted until 1928. In 1930, the four white Normal Schools became Teachers Colleges. An attempt to coordinate college programs was made in 1935 with the creation of the Council on Public Higher Education. As mentioned, that same year a special college curriculum for those preparing to teach was adopted.

In retrospect, it would seem that Kentucky over the years has provided excellent training for teachers. Normal Schools were added when needed and these were updated to Teachers Colleges in accord with the national trend. That Kentucky has trained teachers well may be seen from the demand for Kentucky college graduates

in other, better-paying states. In this field, at least, Kentucky shines.

Reorganization of the State Department

The State Department of Education is the clearing house for educational programs. It is there that programs are initiated, planned, and put into operation. A Superintendent is only as strong as his team. Much of the hard work is done by the members of the State Department. To work efficiently a department must be well organized. Periodically, the Kentucky State Department of Education was reorganized, in an attempt to gain this efficiency.

In 1891, the State Department mainly gathered and reported information and apportioned the School Fund. At the turn of the century, it began to emphasize the inspection of attendance records, facilities, and curriculum. In 1912, under Supt. Hamlett, supervision of the educational program became the key feature. The 1924 reorganization was on the basis of service, while in 1934 fourteen divisions were established on a functional basis. During World War II, a Division of Child Care was organized to aid working parents.

During the Bell administration, a Department study of inequality in Kentucky schools was made, while under Supt. Peters a study of local schools was carried out with a Federal grant.

Thus the emphasis was changed in the State Department from gathering and reporting to inspection, to supervision, to service, to functions. At the close of the 1930's the purpose of the Department had become guidance and leadership, rather than regulation.

Vocational Education

Kentucky Superintendents early grasped the importance of vocational education. Not many high school students of this era went on to college, so the greater number needed vocational training. Kentucky took immediate advantage of the 1917 Federal Smith-Hughes Act and in 1918 organized a State Vocational Education Board and a Vocational Education Division within the State Department.

Vocational training was strengthened over the years and under Supt. Peters in the late 1930's special vocational schools were opened at Paintsville and Owensboro. World War II necessitated special skills and Kentucky's vocational programs were expanded to meet these needs.

Kentucky therefore provided a great deal of vocational education for its high school pupils. Probably more emphasis on business

subjects and less on agriculture and manual training and more diffusion of vocational education throughout the system would have been beneficial. Kentucky also was early in the field of Adult Education, but did not expand the program to meet the needs.

Teacher Security

The concept of security for the working man did not develop fully until the 1930's. Kentucky was thus a bit ahead of the times when it passed a law allowing local boards to set up retirement programs in 1928. It was not until 1938 that a statewide retirement program was organized and only in 1940 were funds appropriated. Teacher tenure was inaugurated in 1942.

The period under study closes before either of these programs were much more than underway, but, from our position today, it can be seen that the foundations laid were solid.

In Summary

This overview of the eight top issues shows that Kentucky educational progress came in spurts. It hit peaks in 1908 and 1934 and another near peak in the 1940-42 era. Kentucky's schools moved forward, but slowly. Over-all, though, Kentucky kept pace with the rest of the country fairly well throughout most of the fifty-odd years. After World War II, it became evident that Kentucky had fallen so far behind the procession of educational progress.

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CHAPTER IX

OUTSTANDING PERIODS OF ACTION ON THE KEY ISSUES

There were two outstanding periods of action on the key issues—1908 and 1934. In 1908, the famous "Educational Legislature" met and passed vital laws. That same year the first Whirlwind Campaign took place which stirred up the people in favor of improved education. As a prelude to the 1934 Legislature, the Educational Commission of 1932 met and developed a program. This program was enacted into law as the 1934 New School Code. All three of these events are important enough to deserve special emphasis. The New School Code, in particular, was a culmination of the efforts of many of the State Superintendents.

The Educational Legislature

The peak of the pre-World War I era in Kentucky schools was reached in 1908 with the "Educational Legislature" and the first Whirlwind Campaign. The legislation got its beginning at a conference called at Louisville in the fall of 1907 by Dr. E. E. Hume of the Education Improvement Commission and attended by representatives of the state schools of higher education, the Federation of Women's Clubs and the Commission. It was felt that these groups needed to get together and work for their common good, forgetting their differences. The purpose of the conference was to find a common course of action in approaching the General Assembly. The conference was held on November 19 in the parlors of the Galt House. After much discussion, a basis of agreement was reached under which the higher institutions would unite in their requests for support from the Legislature and a request would be made to change the name of State College to State University. A committee was appointed to prepare a bill providing for the creation of a county board of education to replace the trustee system. The legislative committee which worked in Frankfort was composed of Judge W. T. Lafferty, Mr. Tibis Carpenter, Judge J. A. Sullivan, Mr. Phil Grinstead, Mr. J. Whit. Potter, and Judge H. K. Cole.¹

¹Report, 1907-1909, pp. 337-340.

A summarization of the major school legislation passed in 1908 is enlightening. Passed was the County School District Law (the Sullivan Bill), which called for a complete reorganization of the school system with a county board and for the establishment of a high school in every county within two years. A bill was passed changing the State College into a State University and enlarging its scope. Money was appropriated for the State University and three Normal Schools for buildings and improvements. The Legislature established the Education Commission and instructed it to make a thorough investigation of the educational system and report back to the next Assembly. It changed the name of Kentucky University to Transylvania University. It passed a regulating Child Labor Law. It passed a compulsory attendance and truancy law in cities of the first four classes. It was indeed a remarkable Legislature for education in Kentucky.²

What factors brought about the 1908 surge? Partially it was Kentucky going along with the progressive wave which was flowing throughout the United States. Theodore Roosevelt was in the White House and change was in the air. Kentucky's General Assembly seemingly was caught up in this movement. Supt. Crabbe, though, deserves a great deal of credit. Crabbe was a dynamic personality. He held high office in the National Education Association and traveled widely, thus gaining knowledge of what was taking place elsewhere in the country. He was an organizer and thus presented a concise, easily understandable plan to the Legislature. And most of all he was a publicist and was able to sell his plan to the General Assembly and to the public.

Possibly of as much importance, though, is the fact that educational surges seem to go in cycles. Things build up and then with seeming suddenness a burst of action takes place. And so, in a way, Crabbe merely reaped what previous State Superintendents had sown. After so long a time the efforts of the Superintendents bloomed. And that year was 1908.

²K.S. (1910), sec. 4426a (105, 106); K.S. (1910), School Law, sec. 404; 395, 397, 402, 403, 433, 435; *Act of March 17, 1908*; *Kentucky Acts, 1908*; *Act of 1908*, amended 1910, School Law, sec. 195-214; *Act of 1908* and *Act of 1910*, K.S. (1910), School Law, sec. 178-194. For a list of all bills passed by the 1908 Legislature, see *The Lexington Herald*, March 19, 1908 and the *Louisville Courier-Journal*, March 19, 1908.

Educational Commissions

Even a cursory look at the history of Kentucky education will reveal the important roles played by the various Educational Commissions. The Commissions of 1908 and 1920 made recommendations for recodification of school laws, for changes in the State Board and State Department of Education, for better teachers' salaries, for more Normal Schools and for general upgrading of the state school system.

The Kentucky Illiteracy Commission was alive from 1914 to 1920 and did a lot to erase illiteracy in the state. The name of every illiterate taken by the Federal census of 1910 was put on record. This carried out the work assigned to the Commission to obtain a detailed knowledge of the true condition of the state with regard to its adult illiteracy. The Commission also educated the public to the handicap of illiteracy. The Commission raised some \$35,000 to aid its campaign. It prepared courses of study for illiterate and semi-literate adults and sent district and county agents into the field. The moonlight schools were the chief agency used. Most of the teachers were regular public school teachers. In the short years of its life, the Illiteracy Commission taught 130,000 persons to read and write. On any basis of evaluation, this is an excellent accomplishment. In 1920, the work was taken over by the Division of Adult Education within the State Department of Education.

The 1932 Kentucky Educational Commission was the most successful because it led to the enactment of the 1934 New School Code. The report of the Commission was adopted almost in total and an understanding of the Code necessitates a detailed analysis of the report.

The purpose of this vital Commission study was to make available a statement of the objectives to be achieved by the state in providing public education. Along with the objectives the report suggested plans for their realization. Thus the report was an educational platform with the means suggested for translating the platform into reality. The survey was not done by an outside commercial survey agency, but rather by the workers within the state's educational framework. Thus the report was made by Kentuckians for Kentuckians to bring about better educational conditions in Kentucky. The report had meaning to other educators outside the state and soon became a guideline for other state educators. As Shelton Phelps, Dean of the Graduate School at George Peabody

College for Teachers, Nashville, Tennessee, said in his foreword to the report: "A proposal of the Kentucky Educational Commission deserves fully the most careful trial and the heartiest support of every Kentuckian during such a period of trial."³

The report consisted of three divisions and a summary. Division one dealt with the aims and functions of the public schools and gave a philosophical tone to the report. Division two was made up of organization and control of public education: administrative organization of the public schools, factors affecting the organization of the public school curricula, employed personnel, school buildings and grounds, the education of Negroes, adult education, the education of handicapped children. Recommendations for improvement in this area included: (1) Reorganization of the State Board of Education to be made up of seven laymen, with the Attorney General and the Secretary of State being dropped from the Board. (2) Allow the State Board to appoint a Commissioner of Education, in place of electing a State Superintendent (constitutional change). (3) The State Board should appoint all members of the State Department of Education. (4) Each county should be organized as a local school unit or district. (5) The state schools of higher education should be governed by their own boards of control with a Council on Public Higher Education for coordination. (6) The State Board of Examiners should be discontinued and all certificates issued through a division of the State Department of Education. (7) Similar to number six, the Vocational Education Board should be abolished. (8) The laws should be changed to abolish the State Textbook Commission and go back to local selection from a state list. (9) An efficient library service should be developed. (10) Small schools on the secondary level should be replaced by larger schools. (11) The State Department of Education should inaugurate a program of curriculum study and revision. (12) Only twelve grade units should be allowed. (13) Organization should be on the 6-6 or 6-3-3 basis with definite provision for junior high school curricula. (14) No preference should be given between elementary and secondary school curricula. (15) A program of state supervision should be inaugurated, and a plan of local supervision encouraged. (16) Laws specifying subjects to be included in the curriculum should be repealed and authority should be given to the State Board of Education to deter-

³*Report of the Kentucky Educational Commission* (Frankfort: Department of Education, October, 1933), Vol. I, No. 8, p. vi.

mine the content of school curricula. (17) School district sizes should be increased and consolidation urged. (18) A state fund to equalize capital outlay in school districts should be authorized. (19) More control should be given to the State Board of Education over new and old buildings. (20) Equal school service should be provided for all students without regard to race or color. (21) Vocational and agricultural curricula should be made available in Negro schools. (22) Adequate state colleges should be maintained for the colored people. (23) A program of adult education should be carried out to fight illiteracy. (24) More and better aid should be given to handicapped children in Kentucky. (25) Better training for teachers and better salaries should be provided.⁴

Division three was on financing public education and had sections on school costs, financial support of education, and the financial administration of Kentucky school districts. Recommendations in this division included: (1) Elimination of small schools. (2) Equalization of opportunity via state financial support. (3) Coordination of curricula at the state institutions of higher learning. (4) On account of the cost, no additional publicly supported institutions of higher learning should be established. (5) Revisions should be made in budgeting, borrowing, collection of funds. (6) More funds should be made available. (7) The *Constitution* should be changed to allow for another method of distributing school funds. (8) A shift should be made from local to state support for the schools. (9) A complete revision of the financial administration of the state's schools should be made with more control by the State Board and State Department of Education.⁵

In conclusion, the Kentucky Educational Commission issued a Platform Statement in which it recommended changes in the school system of Kentucky as follows:

1. The school laws should be revised and simplified. These laws affect the everyday lives of the people and, therefore, should be in a form understandable to them.

2. There should be created a State Board of Education composed of the Superintendent of Public Instruction as chairman and seven representative laymen of the state appointed by the Governor. This board should have direction and supervision of elementary and secondary education.

⁴*Ibid.*, Table of Contents, and pp. 69-72, 95-96, 118-120, 133-134, 146, 152-153, 164-165.

⁵*Ibid.*, pp. 215, 278-279, 316-318.

Through such a board we can be assured of a continuous and progressive policy in the operation of our elementary and secondary schools.

3. The elimination of small school districts and consolidation of schools should be effected. This action will assure more efficient school service at less cost.

4. The boards of education of all school districts should be elected at large and should have complete control of the schools of their respective districts. The people in the rural areas of Kentucky can never hope to get the same educational service as the people in the cities as long as the school teachers are selected by people who are not competent to pass on their qualifications. The sale of school positions, nepotism, and favoritism in securing teachers will mean the wrecking of the school system of the state. The people of Kentucky will never have a satisfactory public school system until they recognize the fact that the schools are for the children of the commonwealth.

5. The minimum qualifications for teachers should be raised from one year to two years of special college training. Teachers in the service should be given ample opportunity and time to meet this standard. For years the more progressive school districts in Kentucky have voluntarily maintained qualifications of two years of college work or higher for their teachers. The other school districts can never hope to improve their schools unless they employ teachers with proper qualifications.

6. The creation of a council on public higher education, composed of representatives of the University of Kentucky and the four teachers' colleges and the State Board of Education, is proposed in order to correlate the work of these institutions and give a unified program of higher education and also to coordinate the program of higher education with the common school program.

7. The schools would welcome a reorganization of the state government providing for a modernized state budget which would enable school support to receive proper consideration in the whole structure of government.

8. School boards should guard carefully their funds and should operate their schools within their respective incomes. Better protection for school funds in the hands of local school boards and stricter budgetary control of expenditures will make this possible. The floating school debt is a serious problem in many districts.

9. The Common School Fund should be increased. There are 720,000 children of school age in the state. We recognize the financial situation in Kentucky, but even with that in mind, the children of school age must be educated today. Therefore, provision must be made to meet this situ-

ation. The Common School Fund must provide for a larger per capita distribution; otherwise, thousands of children will never have the advantage of an acceptable minimum program of education, nor can vast numbers of teachers be paid a living wage.

10. A satisfactory program of equalization can never be accomplished until a constitutional amendment is passed providing for a special equalization fund.⁶

In 1935 Supt. Richmond reported that although the bulk of the work of the Kentucky Educational Commission had been completed by 1933 the editing of the Commission Report and its distribution was accomplished thereafter. Also the major recommendations of the Commission had to be translated into proposed legislation such as the New School Code. Supt. Richmond also thanked the General Education Board of New York City, which had been established by John D. Rockefeller, for its financial assistance to the Commission.

New School Code

The greatest thrust forward in the times between the World Wars came in 1934 with the passage of the New School Code. This enactment was in direct response to the 1932 Educational Commission report. Some of the major portions of the Code have already been discussed. It provided for almost a complete revision of the school law. It simplified administrative procedure and unified the school law. Old statutes were repealed and others inserted. Seven major modifications were made in the old law, in addition to its simplification via codification.

The first fundamental change brought about by the New Code was to replace the old State Board of Education, made up of the Superintendent of Public Instruction, the Attorney General and the Secretary of State, with a new Board composed of the Superintendent of Public Instruction and seven lay members appointed for four years by the Governor. The power of the new Board was extended to cover higher education for Negroes, vocational education and vocational rehabilitation. Some of the duties for which the Superintendent had previously been officially responsible were transferred to the new State Board of Education.

A second change brought about under the New Code was to reduce the number of types of school districts to two—county and

⁶*Ibid.*, pp. 322-324.

independent. The independent school district was for cities of the first five classes and all independent graded common school districts with a census of more than 250. All the rest of the county came under the county school district. The third change was in county administration. The board of education in the school districts was to be composed of five members who took office in January and served for four years. Changes in qualification made it necessary that a member be twenty-four years old and have an eighth grade education. Election was by district. Members could not vote when the employment of a relative was up for consideration. The 1934 law also reversed the one passed in 1932 and returned to the appointment of the superintendent. The collection and management of school funds was also simplified. The fourth change came about when an amendment to the original draft of the Code was attached which provided for one subdistrict trustee instead of three. Qualifications were set forth and the trustee was given authority to recommend for election by the county board of education teachers in schools in his district. He could not nominate a relative.

Although the laws governing compulsory attendance were virtually unchanged, the fifth important move was to provide for the employment of an attendance officer, who also was assigned the duty of keeping an accurate census of all children between the ages of six and eighteen. The sixth change was to vest the power of certification of all administrative, supervisory, or instructional employees in the hands of the State Board of Education. Certificates, three in number—elementary, high school, and administration and supervision—were to be issued through the Superintendent of Public Instruction, who was the chief executive officer of the State Board. Detailed information was written into the law on certification, including sections on attendance officers' certificates, emergency certificates, and renewal of certificates.

The last important change made by the New Code was to provide for a Council on Public Higher Education, whose duties were to coordinate the work of public higher education in the Commonwealth. Members of the Council were the presidents of the state institutions of higher learning, regents of these institutions (one from each, except that there were three from the University of Kentucky), two members of the State Board of Education, the dean

of the College of Education of the University of Kentucky, and the State Superintendent.

Speaking of the New School Code, a newspaper said:

The school code bill, providing for a reclassification and revision of the present state school laws, was passed by the Senate without a dissenting vote, after several amendments were voted down. The bill now goes to the Governor for his signature. Probably the outstanding change in the bill from the present law is the provision calling for election by secret ballot of one sub-district school trustee where three are now chosen by open ballot.⁷

In searching for the reasons why a peak was reached in school legislation in 1934, the progressiveness of the era and the repeating cycle come up again. In 1934, although in the throes of a great depression, the American people were encouraged by the hopefulness of the New Deal. The New Deal called for a break with old methods, a progressive move forward, and a grappling with the problems. Anything was better than the old, change could only lead upward. Kentucky was a strong New Deal state and some of this philosophy rubbed off on the General Assembly. Then, too, Supt. Richmond reaped the fruits of the labors of earlier State Superintendents, who had recommended and worked for the seven fundamental changes he was able to accomplish. Again the cycle flowed to its peak.

These then were the high points of action on school legislation in Kentucky—1908 and 1934.

⁷The *Richmond Daily Register*, February 22, 1934.

of the College of Education of the University of Kentucky and the
State Department of Education, which was a representative of the
people of the New School.

The school was built according to a plan which was
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PART IV.

Comparison and Evaluation

CHAPTER X

EVALUATION

An evaluation of the fourteen State Superintendents involves three things—a comparison of their school system with other systems, a comparison with an ideal system, and a comparison of the achievements of each Superintendent.

Comparison with Other Systems

A study was published in 1930, which gives a great deal of data on the position of Kentucky over the years in comparison with other states.¹ The most frequent functions of the State Department of Education included supervision, vocational education, examination and certification, school building service, vocational rehabilitation, attendance, health service, research, retirement and pension service. Kentucky provided all of these services during the 1891-1943 period, although not all of them in 1930. Provision for the Office of Chief State School Official was made via the *Constitution* early in Kentucky (1850), this being fifth in the United States timewise.

The study quoted Cubberly, who said:

With the changes in our conceptions as to the nature and purpose of public education which have come since 1890, and particularly since the close of the Spanish-American War, additional new powers and duties have been thrust upon the state office. The great recent development of high schools; the forcing to the front of the rural-school problem; the introduction of industrial and vocational training; the addition of state subsidies for the various educational undertakings, demanding inspection and approval; the constant increase in the powers of the State, and the expense of the counties and the districts; the marked tendency to shift the certification of teachers to state control; the demand for leadership in the matters of curriculum, sanitation, school architecture, child welfare, agricultural education, vocational needs, training of teachers, and many other important lines; inter-state rela-

¹Howson Lee, *The Relation of the State Superintendent of Education to the Educational Achievement and Educational Progress of the State* (Nashville: George Peabody College for Teachers, 1930).

tionships of various kinds; new judicial and administrative functions; and the general tendency to develop a stronger state school administrative machinery—these are some of the new powers and duties and tendencies which have recently served materially to increase the authority and the work of the chief state school officer. The result has been that the office recently has been fairly swamped with new work, part of which it is, as yet, only imperfectly prepared to handle.²

Again it is seen that Kentucky was operating in all of these fields.

Specifically, the study attempted to relate the success of the educational program to the State Superintendents. First, an analysis was made of the effects of such non-controllable items as per-capita wealth, percentage of white and negro population, the age of the educational system, and urban-rural ratio. The Ayres and Phillips rankings of states in regard to educational achievement showed Kentucky below fortieth in the years after 1910. In order to compare the State Superintendents, the areas of salary, legal term of office, legal qualifications, and method of selection were studied. Assigning percentages (100 per cent for highest or best), Kentucky was ranked thirty-fourth in this respect.

Correlations between these legal aspects and educational progress were run. The highest correlation was found between salaries of State Superintendents and educational progress ($.88 \pm .02$). Negative correlation ($-.18 \pm .02$) was found between term of office and progress, and between legal qualifications and progress ($-.40 \pm .08$). Minor correlation ($.18 \pm .09$) was found between progress and the method of selection.

Among the over-all tendencies noted were higher salaries, with a range from \$1,800 (South Dakota) to \$15,000 (New York) and with Kentucky ranking above fifteen states with \$4,000. This is important because of the high correlation found between salary and progress. Kentucky's four-year term ranked well, between the one and six year terms: its legal qualifications were a bit low; and its method of selection via the people corresponded to that of the majority of states. Even so, Kentucky was ranked thirty-fourth in these Superintendent surveys.

This study is mentioned for its emphasis on the relationship of various aspects of the Superintendent's office and educational

²Ellwood P. Cubberly, *Public Education in the United States* (New York: Houghton Mifflin Co., 1919), p. 273.

progress. The major point gained would seem to be the high correlation between State Superintendents' salaries and progress. Kentucky's rank (34th) is not surprising.

Comparison with an Ideal System

As interesting as the previous study was, it does not go far enough. If its figures are correct, then the only major correlation between the State Superintendent of Education and educational progress is the salary he is paid. It would seem that there should be better goals with which to compare Kentucky's educational system.

And, indeed, there are. Essentially, writers on state school administration advocate a layman state board, as opposed to an *ex-officio* one; an appointed chief state school officer with proper educational and experience qualifications, and with no set term of office; a well organized state department of education, which is advisory and engaged in inspection of curriculum, records, buses, and buildings, in accreditation, in the compilation of data for reports and in research.³ Kentucky meets most of these goals and even though it still elects its State Superintendent of Public Instruction, thirty of the fifty states elect their chief school officer. A trend was in operation in 1934 toward the state control of certification and training of teachers; responsibility for plans and specifications for school buildings; school financial accounting; and safeguarding of the school fund. Kentucky was moving in all of these directions.⁴

Back in 1914, Ellwood P. Cubberly published an ideal school system as a constitution and school code for the mythical state of Osceola. In 1957, Mort and Ross did the same for equally mythical New Osceola. The sections on the chief education officer are worth quoting.

Sec. 11. State commissioner of education.—As the chief executive officer of the state department of education, there shall be a state commissioner of education, who shall be appointed by and hold office at the pleasure of the state board of education, as provided for by Sec. 6 of this Code, and

³Van Miller and Willard B. Spalding, *The Public Administration of American Schools* (Yonkers-on-Hudson: World Book Company, 1952), pp. 114-123; *Critical Problems in School Administration* (Washington: Department of Superintendence, N.E.A., 1934), pp. 10-11; Paul R. Mort and Donald H. Ross, *Principles of School Administration* (New York: McGraw-Hill Book Co., 1957), p. 271.

⁴*Critical Problems in School Administration, op. cit.*, p. 11.

who shall be charged with the following powers and duties:—

(1) He shall act as the chief executive officer of the state system of public instruction, and of the state board of education, and as such shall see to the school-system of the state, and all rules and regulations, made in conformity to law, by the state board of education.⁵

Cubberly's code goes ahead to point out the Superintendents' duty to enforce the school laws, to carry out the educational policies of the state board of education, to provide state supervision of the schools, to administer the department of education, to recommend to the state board an assistant commissioner of education and heads of divisions of the state department, to remove from office members of county and city boards for dishonesty or willful disobedience of the law, to prescribe the standards for certification of teachers, to call an annual conference of local superintendents, and to carry out other powers intrusted to him by the general assembly or the state board of education.

Under Mort and Ross's code the commissioner served as executive officer of the state board, which appointed him to serve from year to year, and as the direct ministerial officer of the general assembly. He was able to make rules on reports and the local officials had to send him a report annually in July. Other duties included prescribing reports and records, making surveys, reporting to the general assembly, visiting schools, studying the curriculum, furnishing regulations on buses and buildings to the state motor vehicle registrar and state fire marshal and to carry out the mandates of the state board and general assembly and formulate proposals for modification to improve the operation of the school system.⁶

Both codes advocated an appointed, layman state board of education; a commissioner of education, appointed by the board; a foundational financial equalizing support program; local financial support; good administration and budget control; a program of vocational and adult education; educational support of handicapped children; and state-supported higher education.

In other books, Cubberly gives the duties of the chief state officer as (1) to look after the school lands; (2) to tabulate and edit the statistical returns; (3) to compile an annual or a biennial

⁵Ellwood P. Cubberly, *State and County Educational Reorganization* (New York: The MacMillan Company, 1914), pp. 25-27.

⁶Mort and Ross, *op. cit.*, pp. 396-397.

statistical report; (4) to apportion the state aid; (5) to visit the different parts of the state, stimulating teachers and school officers and to exhort the people to establish or add to their schools; (6) to decide controverted points of school law; (7) to recommend the courses of study, textbooks, and library books; (8) to supervise finances; to issue and revoke teachers' certificates; (9) to visit and conduct teachers' institutes; (10) to recommend desirable changes in the school laws; (11) to publish educational bulletins; (12) to inspect and accredit schools; (13) and to serve, *ex officio*, on various educational boards.⁷ All of these Kentucky's Superintendents did.

These then are the ideals expounded by writers on educational administration. How did Kentucky rate after the terms of these fourteen State Superintendents? A check list is helpful.

IDEALS

KENTUCKY

- | | |
|---|-----|
| 1. Appointed State Board of laymen | Yes |
| 2. Chief school official appointed by Board, no set term... | No |
| 3. Good salary for chief school official | No |
| 4. High professional qualifications for chief official..... | No |
| 5. Well organized State Department of Education..... | Yes |
| 6. Inspection of curriculum, records, buses and buildings.. | Yes |
| 7. State training and certification of teachers | Yes |
| 8. Educational Research Division | Yes |
| 9. Good control of school financing and budgeting | Yes |
| 10. Safeguard of School Fund | Yes |
| 11. Increasing School Fund | Yes |
| 12. Equalization | Yes |
| 13. Vocational and adult education | Yes |
| 14. Support of handicapped children | Yes |
| 15. Uniform, free textbooks | Yes |
| 16. Retirement and tenure programs | Yes |

Of these sixteen ideals, Kentucky's fourteen Superintendents had Kentucky moving in the right direction in thirteen. Only in the Office of State Superintendent did they fall short. An attempt was made in 1921 to make the Office appointive, not elective, but this

⁷Ellwood P. Cubberly, *Public School Administration* (New York: Houghton Mifflin Company, 1916), p. 25 and *State School Administration* (New York: Houghton Mifflin Company, 1927), pp. 272-274; Ellwood P. Cubberly and Edward C. Elliott, *State and County School Administration* (New York: Houghton Mifflin Company, 1915), Vol. II, pp. 291-292.

failed at the polls. The Superintendent's salary went up, but slowly. The qualifications did not change since they were set by the *Constitution* of 1890-91. Age and residence were the only qualifications.

Kentucky, then, could be said to measure up to the ideal school system insofar as direction is concerned. The Superintendents had found the right issues and had attacked the right problems. The only thing was that Kentucky's move forward took place at too slow a pace. Many of the goals were not reached until 1934 and some not until the 1940's. Equalization, a key to success, did not begin until 1942, after approval in 1941. The direction was right. The speed, too slow.

Achievements of the Fourteen Superintendents

Thompson-Davidson

Not a great deal was accomplished under either Supt. Thompson or Supt. Davidson. Under Thompson the most important achievement was the making of the School Fund inviolable. Also the school term was extended to at least five months in 1893, the school law was recodified that same year, and new types of certificates were issued in 1893 and 1894. Under Davidson, trustees were elected after the opening of school, reducing politics in education, and, in 1896, the Hiles Compulsory Attendance Law was passed. Neither of these men showed great leadership ability and their accomplishments were meager—although the protection of the School Fund might fit in the major category.

McChesney-Fuqua

The McChesney and Fuqua administrations were very close, many historians giving McChesney credit for laws actually passed under Fuqua. The Chinn School Book Law, a forerunner of uniformity, was the major legislation passed under McChesney. Regardless of the historians, it was under Fuqua that three important steps forward were taken. In 1904, the school term was increased from five to six months and the Uniform Textbook Law was passed. And, in 1906, two Normal Schools were opened—at Richmond and at Bowling Green. McChesney must certainly be ranked as one of the top Superintendents of the early period (1891-1915) because of his speeches and writings, which stirred up the people and led to the passage of the acts under Fuqua. Two of the three major bills passed under Fuqua were passed in 1904, only days after

McChesney went out of office. McChesney was a strong believer in publicity and public relations.

Crabbe-Regenstein

Supt. Crabbe must be classified at the top of the earlier Superintendents. It was he who initiated the Whirlwind Campaigns, so successful in creating interest in education across the state, and it was under him that the "Educational Legislature" of 1908 met. The County Board Bill, a better textbook law, the bill allowing Normal Schools to issue certificates, a better compulsory attendance law, a bill to make the State College a State University, and a bill creating an Educational Commission were all passed by this General Assembly. Although it may be presumed that Crabbe reaped the efforts of previous Superintendents, this cannot take away from his administration its glowing record of achievement. He was a leader who accomplished many of his goals. Supt. Regenstein merely served out the remainder of Crabbe's term, and, after the outburst of bills in 1908, very little was accomplished for the remaining months.

Hamlett

Supt. Hamlett was undoubtedly his own best press agent and many have accused him of undue activity in this field. And in a way this is true. Even so, his book on Kentucky educational history is a landmark in its field. And, more important, quite a bit was accomplished in his four years. The qualifications and salaries of county superintendents were raised and county supervisors were permitted. Of great importance was the introduction of merit pay for teachers. The State Textbook Commission began selecting books for non-urban areas, the third-class certificate was abolished, and a compulsory attendance law was passed.

The all-important Kentucky Illiteracy Commission was formed in 1914 and in 1912 supervision of the educational program became the goal of the State Department. Supt. Hamlett was not the greatest, nor the worst Superintendent. He probably should be rated above average. He certainly brought education to the attention of the people.

Gilbert

Supt. Gilbert had to contend with the problems of World War I and the flu epidemic; and, although he recommended raising the

tax levy and reducing the number of certifying authorities, he had little success. He was successful in securing the passage of a new attendance law, a recodification bill, a bill changing the name of the State University to the University of Kentucky, and the organization of the State Vocational Education Board. None of his actions nor successes would lead him into any more than an average category.

Colvin

Supt. Colvin, though, must qualify for a high rating. Under his leadership the County Administration Law was passed. Also enacted were laws which increased the school term to seven months, set qualifications for candidates for the teachers' examinations, improved attendance, set the minimum of \$75 per month for teachers' salaries, established two new Normal Schools at Murray and Morehead, replaced the Institute with the summer school and established the 1920 Educational Commission.

Colvin was also responsible for having placed on the ballot two constitutional amendments—one to provide equalization and another to appoint the State Superintendent. It was through no lack of effort on his part that both lost in 1921. Colvin's accomplishments also rank high because these bills were all extremely important acts which improved Kentucky education for years to come.

Rhoads

Supt. Rhoads can claim credit for several important changes in Kentucky's educational organization. Under him better qualifications for county superintendents were adopted, the county budget law was passed, the maximum tax levy was raised to 75 cents, the State Department of Education was reorganized on the basis of service, and a bill was passed allowing local boards to set up teacher retirement plans. A new codification of school laws was also drawn up, but the 1926 General Assembly rejected it. All of these laws were important, but not outstanding and Rhoads could be classified as average.

Bell

Supt. Bell probably has the largest negative mark against him of all the fourteen Superintendents, because of his opposition to free textbooks. Bell also dissipated much of his influence by en-

gaging in a vendetta with Gov. Sampson. On the plus side, Bell secured a \$1,250,000 appropriation in 1930 to provide the \$75 minimum salary for all teachers, a reduction was made in the number of certifying authorities, a better attendance law was passed, summer schools were abolished and the Normal Schools became Teachers Colleges, and a study on inequality was made by the State Department of Education.

From the over-all standpoint, Bell's record probably balances out, but his opposition to free textbooks leaves him in a bad light, particularly when the system received such high praise from Supts. Richmond, Peters, and Brooker.

Richmond

Supt. Richmond's administration accomplished more in all areas than any other of the Superintendents studied, mainly because of the passage of the 1934 New School Code.

Even so, three retrograde moves were taken under Richmond, although he opposed them. In 1932, the county superintendency was made elective and the Court of Appeals declared the equalization fund for teachers' minimum wages unconstitutional. And, by 1934, the Depression had forced around thirty districts to operate for less than seven months, whereas all Kentucky districts had run at least seven months in 1932.

Under the New School Code, the county superintendent was elected, qualifications were set for the county board members, two districts were authorized, the examination for certification was abolished, only one issuing agency for certificates was authorized, the number of certificates was reduced to three, a curriculum for teacher training was adopted, the school law was recodified, the State Board of Education was reorganized, an attendance officer was authorized, and the Commission on Public Higher Education was organized.

Also under Richmond, money for the free textbooks was appropriated, the State Department of Education was reorganized—including a Division of Teacher Training, and the 1932 Educational Commission was appointed. In 1933-34, the Federal Government thought enough of Richmond to appoint him as chairman of the National Committee for Federal Emergency Aid to Education. Richmond's own state participated in this program, which brought in a lot of Federal money, growth in Special Education, and school-house construction. By any measuring device, Supt. Richmond ac-

Government Publications Department
University of Kentucky Library

accomplished a lot during his four years. He ranks first in accomplishment among the fourteen State Superintendents.

Peters

Supt. Peters was a man of long-range vision. Thus, under him, a Federal study of local school units took place in 1936. He also published his long-range planning program. The name of the colored Normal School at Frankfort was changed and new high school level vocational schools were opened at Paintsville and Owensboro. These studies and plans undoubtedly bore fruit in the future, but Peters' immediate claim to fame was the passage in 1938 of statewide teacher retirement. It might be said that Peters was mainly the dreamer and that later Superintendents put his dreams into action.

Brooker

Supt. Brooker came to the Superintendentcy via Building and Grounds, not the usual source of a candidate for the top administrative post. However, his record is impressive. By 1943, the school term was averaging over eight months, by 1940 all eight grades had free textbooks and special rules had been adopted for school buses and drivers. Because of the war, emergency certificates had to be issued, a Child Care Division was organized, and vocational education moved forward rapidly. An Educational Commission was appointed in 1942, Supt. Brooker asked for tenure for the State Board, and the school lunch program was launched.

This is an impressive record, but Brooker topped this with three outstanding accomplishments. In 1941, he was successful, where so many had failed, in securing the public's approval of an equalization fund. This opened the door for the advocacy of the Minimum Foundation Program. The year before, in 1940, he had secured an appropriation for the statewide retirement program and he supervised its organization. And, in 1942, he guided through the passage of a state teacher tenure law. Brooker must rank high on the basis of these achievements.

Conclusion

Probably none of these men stand on a level with Robert J. Breckinridge, who has been placed by some among the education giants of the Nineteenth Century:

The figures who led the movement played an auspicious role in the educational activity of the period. In New England, James G. Carter and Horace Mann in Massachusetts and Henry Bernard in Connecticut stand out as the giants of the educational scene. In the South, such men as Calvin Wiley of North Carolina and Charles Fenton Mercer of Virginia are distinguished for their efforts; while the West boasted a host of figures—Caleb Mills in Indiana, Calvin Stowe, Samuel Lewis, and Samuel Galloway in Ohio, Ninian Edwards in Illinois, John D. Pierce and Isaac Crary in Michigan, Robert Breckinridge in Kentucky, and John Swett in California. These men, in combination with friendly public figures in every state, were the leaders who pointed the way for public education.⁸

However, Supt. Crabbe, Richmond, and Brooker must be given the title of outstanding in comparison with their fellow Superintendents in this study. And Supts. McChesney, Hamlett, and Colvin would be rated above average. These six provided the thrusts forward, which led Kentucky's school system from the Nineteenth Century into the midst of a great World War. As stated earlier, possibly some of them reaped where others had sown. Even so, the accomplishments during their terms of office were many. Vital, important steps forward were taken. They saw the achievement of the goals derived from the twenty-three key issues, which were raised by all fourteen State Superintendents of Public Instruction.

⁸Lawrence A. Cremin, *The American Common School, An Historical Conception* (New York: Teachers College, Columbia University, 1951), p. 49.

APPENDICES

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APPENDIX A

A SHORT HISTORY OF THE K.E.A.

The Kentucky Education Association's roots go back to the organization in 1857 in Louisville of the Kentucky Association of Teachers. Its goal has been to help develop a professional spirit among teachers of the state and to change the attitudes toward teaching as just a means of subsistence for those who cannot make a living any other way.

Growing out of local teachers' meetings and the Friends of Education group, which met in 1851 and 1852, the first statewide association was organized on December 28-30, 1857, with a total membership of thirty-eight. At a meeting in Lexington on August 1-3, 1865, the association was reorganized under the name State Teachers Association of Kentucky. Superintendent of Public Instruction Zachary F. Smith was the first ex-officio president of the association. In 1873, at Winchester, the association reorganized, adopted a third constitution, and took the name Teachers Association of Kentucky. In 1878, the act making the Superintendent of Public Instruction ex-officio president of the association was repealed. In 1879, the State Board of Education was designated to keep the association in existence, an arrangement distasteful to the association. In 1884, the State Board attempted to replace the association with its own Union of Teachers, but failed, and thereafter left the association alone.

In 1892, at Paducah, a fourth constitution was adopted and the name of the organization was changed to the Kentucky Education Association. Committees were set up to study specific problems and bring back suggested solutions. No meeting was held in 1893 because of the Columbian Exposition at Chicago and the Southern Educational Association meeting in Louisville. The only other years in which no statewide meeting was held were war years (1860-1864, 1944-1945), except for 1869 (reason unknown). Throughout all of the years, these annual meetings have been educationally significant, providing a forum where school leaders could discuss new methods in education and arrive at solutions to problems faced by the growing school system. In 1912, Louisville was designated as the permanent site of the annual convention.

In 1892, the membership roll of the K.E.A. stood at 361, in 1907 it was 470, by 1912 it had risen to 2156. Membership cost only one dollar per year in 1910. During the 1890's the K.E.A. began to form departments, the first being the Department of Superintendents. A colored teachers group was organized in 1877 to work for a normal school for Negroes and has operated under the names State Association of Teachers in Colored Schools, Kentucky Negro Education Association, and Kentucky Teachers Association.

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APPENDIX B
RICHMOND'S DRIVE
TO ACQUIRE THE NORMAL SCHOOL

Richmond's successful drive to acquire one of the Normal Schools is worth investigation. Newspapers give the detailed story:

There will be a Mass Meeting of the citizens of Richmond and Madison County on Thursday evening for the express purpose of arousing public interest in the scheme to secure the location here of the branch of the State Normal School to be established by the present Legislature. Richmond has more to offer than any of her rivals, but it is absolutely necessary that our advantages be properly placed before the Legislature. It may be necessary to invite the members of that body and State officials to visit the city and inspect what we have to offer. Come to the Mass Meeting and bring your wife and your neighbor and his wife. Now is the time to act.¹

It would be hard to find a city more suitably adapted for such a school than Richmond. We are not only centrally located, but the buildings, grounds, etc., are here ready. Our whole community should feel deeply interested in such a movement and what it means to our town. Think of the large number of students that will be here the year around, which fact alone means increase in more than one line of business. We should all pull together for the purpose of securing such an institution for Richmond.²

**The Advantages Offered by Richmond for the
State Normal School**

Madison County

Madison County is one of the historic counties of Kentucky. Here on the beautiful banks of the Kentucky River was located the old Boonesboro settlement made famous in story and song. Here, the first Legislature Assembly that ever convened on this continent west of the Allegheny Mountains met.

While Madison County is easily the largest and most populous of the Blue Grass counties (exclusive of county seats), it is located at the foothills of the Cumberland

¹*The Richmond Climax*, January 24, 1906.

²*The Richmond Climax*, January 31, 1906 (Editorial).

Mountains, which are plainly in view from the College Campus. Its people as a whole, are progressive, highly educated, churchgoing and law-abiding. From its earliest history the county has been noted for the excellence and high standard of its schools, for both sexes. It has always taken a deep interest in the cause of general and higher education, and the people have contributed generously to this end.

For twenty-seven (27) years and until the consolidation of Centre College and Central University in 1901, the latter institution was located here. The Madison Female Institute, which was founded in 1855, is situated at Richmond, and is one of the best schools for girls in the South.

There are several large and prosperous towns in Madison County. It has sixty miles of river front with three U. S. Government Locks and Dams thereon, and it has over three hundred miles of free turnpikes.

Richmond

Richmond the county seat of Madison County, was founded in 1792, and contains a population of over seven thousand. Its altitude is over one thousand feet above sea level, and being in the Blue Grass, and yet in sight of the distant mountains, it is one of the healthiest points in America. It has three National Banks and one State Bank and Trust Company, all in prosperous condition. It has three weekly and semi-weekly newspapers. It has nine white churches, representing all the leading Christian denominations. It has an excellent system of graded public schools. It has Walters College Institute, which is well attended and prepares young men for admission into the best colleges in the land. It has a handsome Federal Building erected at a cost of over \$125,000, wherein Federal courts for the Eastern District of Kentucky are held.

It boasts of one of the best Water, Gas, and Electric Light systems in the State. An artificial reservoir, about two miles from Richmond, Kentucky covering about forty acres, and being twenty-five feet deep, furnishes the city with an abundant supply of pure water.

It has two commodious, well equipped hospitals for surgery and the treatment of the sick, one being private and the other public, and the gift of one of Madison's generous sons.

Richmond has a most excellent railroad service, and is easily accessible to all points in Kentucky. It is located on

the K. C. Division of the Louisville and Nashville railroad system, running from Cincinnati with through trains to Florida and to all points South; and is on the L. & A. Railroad, which with its connections, runs from Louisville to Jackson, Kentucky, and it is the terminus of the Rowland Branch of the Louisville and Nashville Railroad. Twenty passenger trains arrive and depart from Richmond daily, making direct connection with the C. & O., the Louisville Southern, and the Cincinnati Southern and all other railroads which they cross. It is located geographically near the center of the State, and is almost equi-distant from Cincinnati and Louisville, being four hours ride from each.

The foundations of our great Commonwealth were laid in Madison County, and considering the history behind Richmond, its present position, its geographical location, railroad connections, splendid drainage, and the advantages which her people now freely offer to the state, it is an ideal place for the location of one of the Normal Schools for the better preparation of teachers for the instruction of the youth of Kentucky.

Grounds and Buildings Offered

In 1874 the Curators of Central University after canvassing the entire Commonwealth of Kentucky accepted the proposition of the people of Richmond and Madison County as offering the best location in the state for a college of high order, and acquired the present site located within the city limits of Richmond, upon which they proceeded to erect a magnificent educational plant.

During twenty-seven years they made of it a beautiful campus, laid out in walks and drives, and now filled with shade trees and covered with a perfect bluegrass sod, containing about 28 acres, and surrounded by a hedge fence. It is situated on the highest land, and is in the best resident section of the city.

The people of Madison County contributed as a donation to the University, \$110,000, and considerably more than this amount was expended in the purchase of the land and the erection of buildings and improvements thereon.

Main College Building

The main college building is constructed of brick and stone, being eighty feet long and fifty feet wide, four stories high, and containing one of the largest chapels in the state,

with a seating capacity of eight hundred eleven, lecture rooms twenty-five feet by forty feet and fourteen feet high, one of which is arranged for a chemical and another for a physical laboratory, besides work and storage rooms: all supplied with gas and city water.

The original cost of this building was about \$60,000 and it is in good repair.

The Dormitory

The Dormitory, known as Memorial Hall, was built in 1882 by contributions from the generous women of Kentucky at a cost of \$30,000. It is a brick building three stories high, containing thirty-five rooms, besides a dining room, thirty-five feet by fifty feet, with kitchen, and all necessary pantries, etc.

It is provided with gas and city water, and a steam heating plant. It will comfortably accommodate one hundred persons.

Gymnasium

This building was erected in 1898, is frame and cost over \$5,000. It is equipped with all the modern apparatus, including a running track, all necessary lockers, shower baths, etc., and is heated by furnace.

Athletic Field

The Athletic Field is perfect in its appointment; arranged for baseball, football, with Grand Stand and running track, and upon its historic ground has been witnessed many a battle for athletic supremacy among Kentucky colleges.

Campus

The campus is bounded on the East by Second Street, on the West by Fourth Street or Lancaster Avenue, and on the North by College Street, and is in splendid condition. The buildings are all in use and good repair, and the grounds are among the most beautiful college grounds in America.

After the consolidation of Central University with Centre College in 1901, this property was conveyed to the Trustees of Walters Collegiate Institute of Richmond, Kentucky in fee simple, for the use of the people of Madison

County for educational purposes, and in consideration and satisfaction of their munificent donations to the location and endowment funds to the University which was then forever lost to them.

The property above described, is well worth the sum of \$150,000, and could not, considering buildings, walks, drives, shade trees, etc., be reproduced for that sum after years of labors, and the Trustees of Walters Collegiate Institute offer it to the Commonwealth of Kentucky to be used as a Normal School, if the General Assembly of Kentucky will locate such a school at Richmond.

This property is ready for immediate occupancy, and if the state desires it, we cheerfully invite it to take possession of it and use it as a Normal School forever, without charge or price, provided only that a first-class school be maintained thereon.

In conclusion we will say that if any other community in Kentucky will present, all things considered, a better or more generous offer for the location and maintenance for a Normal School than the one above set forth. Richmond will congratulate her successful competitor as well as the taxpayers of the Commonwealth.

Central University offered to State for Normal School Site

Tuesday evening's *Louisville Times* says: "At a meeting of the Board of Trustees of Central University held this afternoon in the office of Col. Thomas W. Bullitt, a resolution was adopted authorizing the city of Richmond to donate to the state the grounds and buildings occupied by Central University at Richmond before the consolidation with Centre College at Danville.

The gift is valued at \$150,000, and is to be offered to the State for the establishment of one of the Normal schools provided for by the last Legislature.

The offer makes it a certainty that Richmond will be the site of one of the Normal schools.

The property was turned over to the city of Richmond, by the Board of Trustees for school purposes when the university was moved to Danville, but was still subject to the disposal of the trustees.

The bill recently passed provided \$50,000 for State Normal schools and \$20,000 a year for their joint support."

In order to present the matter of the gift to the Board of Trustees of the University, Hon. J. A. Sullivan, Judge A. R. Burnam and R. W. Miller, of this city, attended the meeting. All of the members of the Board of Trustees were present at the meeting.⁴

Last week Governor Beckham appointed the commission of seven members one from each Appellate District of the state to locate the two State Normal Schools, provided for by the act of the General Assembly at the recent session. Following composing the Commission: Geo. Payne, Superintendent of the public school of Paducah; Geo. B. Edwards, lawyer, Russellville; Basil H. Richardson, lawyer, Glasgow; E. H. Mark, superintendent of the public school of Louisville; B. M. Arnett, banker, Nicholasville; John S. Morris, former superintendent of schools at Covington, and former member of the State Board of Education; State Senator M. G. Watson, of Louisa. The Commission will meet at Frankfort, April 12, for the purpose of preparing an advertisement for proposals by localities which desire location of one of the schools provided by the new law. Several weeks later the commission will hold another meeting at which the proposals will be taken up and given due consideration, and the school located. The duties of the commission under the law will then be at an end. After the location of the school, the Governor will name a Board of Regents, consisting of four members for each school. Richmond and Bowling Green made excellent proposition to the General Assembly in an effort to secure the passage of the bill then under consideration and it is confidently believed that the Commission will favor the selection of these places for the school sites. Frankfort, it is said, will probably enter the field as a competitor for one of the schools. Whatever may be said in regard to these schools, we feel confident that no finer location—one that appeals more favorably to the State—and to which real value has been offered as an appropriation, can be found than Richmond. She has offered property valued at \$150,000 to the State for Normal School purposes, and we feel confident no other town has done so well, and we have an abiding faith that when the time comes for the Commission to make the selection that Richmond will be crowned with the honors she so justly merits.⁵

Meeting of State Normal School Commissioners

The above is a true picture of the stately old buildings and grounds which have been offered for a Normal School

⁴The *Richmond Climax*, April 4, 1906.

⁵The *Richmond Climax*, April 11, 1906.

and to inspect which the commissioners met here yesterday. The following, in brief, is the program of their stay in Richmond: Arrival at 1 p.m. over L. & N., where they were met with carriages and driven to the Glyndon Hotel for lunch. After lunch a drive to Central University to inspect the buildings and grounds offered for the school. From there they were driven down Second Street, and through the Madison Instruction Campus. From there out Second past Caldwell High School, where they were greeted with a song of welcome by the children, who also waved flags and formed themselves in the form of "Welcome." Crossing from there they were given a view of the Catholic Convent, the Pattie A. Clay Infirmary and thence a drive out West Main to the beautiful B. J. Clay home, returning through town, to the colored school on Lake Reba, the city's water supply. Upon their return the fire department gave an exhibition drill and showed the force of our fire protection by throwing three lines of water. The distinguished guests were then escorted to the Elk club rooms, where they were tendered a reception by the business men of the city. At 7:30 dinner was served at the hotel to which a few of Richmond's prominent citizens were invited. The committee was shown every attention and the advantages of our growing city were placed before them.

Synod Offers Richmond Site

The Kentucky Synod of the Presbyterian Church of America held a meeting in the First Presbyterian Church at Louisville Monday morning and adopted a resolution ratifying the action of the trustees of Central University, enabling our city to offer the grounds and building of the old Central University to the State for a Normal school site.

When Central University was consolidated with Centre College at Danville, the property at Richmond reverted to the citizens of Richmond, but without Monday's action of the Synod the title was not clear. The property rights of Central University are amply protected and at the same time the State will have a clear title in fee simple to the grounds should the normal school be located here.⁶

Richmond Secures Normal School by Unanimous Vote

Louisville, Ky., May 7th.—Richmond wins and so does Bowling Green. Vote unanimous. Shout the glad tidings along. One of the many advantages in Richmond's favor was

⁶*The Richmond Climax*, May 2, 1906.

the Pattie A. Clay Infirmary supported by the city and county where sick students could be properly treated and cared for. Their argument had great weight and it now becomes the sacred duty of the Council and Fiscal Court to liberally provide for the support of this noble institution.

The above telegram Monday afternoon stated that Richmond had secured the State Normal School by a unanimous vote. The commission met in Louisville Monday for the purpose of deciding this question, which has been before the public for quite a while. Although it was almost a certainty that our city would be favorably considered we are glad to know for sure that such an Institution will be in our midst. Last Tuesday, the Commission visited Richmond and were greatly impressed with the place, her beautiful homes, well equipped business houses, and other public necessities, and most of all with the famous and imposing Old Central University buildings and grounds, which was offered to the State for the location of this school. No town in the state has ever offered such inducements, and so liberal an offer could not well be refused. The Commercial Club, of which Mr. B. L. Banks is President has been untiring in its efforts to place before the state and her different committees the many benefits and the liberal offers made by our town. Richmond should feel greatly indebted to this Club for the interest shown and the efforts made, and to their repeated efforts is largely due the decision made Monday. No town in the state the size of Richmond can boast of more business thrift and progress. Our citizens at large are on the alert to make this even a more beautiful city than at present. All lines of business professions and otherwise, are flourishing and all shout with one accord, hurrah for the Normal School. But few, perhaps, fully realize what such an institution will mean to this community. It will bring yearly into our midst a great body of students, which fact alone means an increase in all lines of business. Hons. J. A. Sullivan, R. W. Miller, W. R. Shackelford, R. E. Turley and M. A. Woods were the gentlemen from here who went to Louisville Monday to attend the Committee's meeting. The other school went to Bowling Green which offered a \$125,000 site. Hon. R. W. Miller of this city, introduced the bill into the Legislature. He submitted a deed to the Central University property which showed that the original tract of land was purchased by his great-great-grandfather for 1,000 pounds.⁷

One reason Richmond was selected was because of the presence in the city of the Pattie A. Clay Infirmary.⁸

⁷The *Richmond Climax*, May 9, 1906.

⁸The *Louisville Times*, *The Louisville Post*, May 8, 1906.

Thompson	Davidson	McChesney	Fuqua	Crabbe	Regenstein	Hamlett
					1911-1912	1912-1913

APPENDIX C
OUTSTANDING EVENTS IN EACH ADMINISTRATION

Issue	Thompson 1891-1895	Davidson 1895-1899	McChesney 1899-1903	Fuqua 1903-1907	Crabbe 1907-1910	Regenstein 1910-1911	Hamlett 1911-1915
County Administration	Three trustees	Trustees elected after term begun			County Board Bill		County supervisors Raise county superintendents' qualifications
School Term	At least five months (1893)			Increase to six months			
Financing	Fund inviolable \$2 million. 22¢						
Textbooks			Chinn School Book Law	Uniform Textbook Law			State Textbook Commission
Certification	Many certificates						Abolish third-class certificates
Teacher Education				Two State Normals	State University		
Commissions					1908		Kentucky Illiteracy Commission
Recodifications	1893						
State level	Gather and report	Inspection					Supervision
Vocational Education							
Security							

OUTSTANDING EVENTS IN EACH ADMINISTRATION—Continued

Issue	Gilbert 1915-1919	Colvin 1919-1923	Rhoads 1923-1927	Bell 1927-1931	Richmond 1931-1935	Peters 1935-1939	Brooker 1939-1943
County Administration		County Administration Law	Raise county superintendents qualifications		1932—Elect county superintendent 1934—New School Code		
School Term		Seven months			1932—All seven months 1934—many less		8.36 months state average
Financing	Fund—\$4 million, \$5.25 per capita	1921—Equalization lost	Maximum levy 75¢	Teachers Equalization Fund	Teacher fund unconstitutional		10% equalization Fund—\$10 million \$18 per capita
Textbooks				1928—Free 1930—Board change	1934—Money for free textbooks		All eight grades free textbooks
Certification		Qualifications for exam			1934—New School Code		Emergency certificates
Teacher Education	University of Kentucky	Two State Normals		Normals to Teachers Colleges	1934—Council on Public Higher Education	Kentucky State College	
Commissions		1920			1932—Led to New School Code		
Recodification	1916				1934		1942
State Level		Appoint State Superintendent lost	Reorganize on basis of service	Study on inequality	New State Board Reorganize on functions	Study local schools	
Vocational Education	Smith-Hughes State Voc. Educ. Board					Mayo-Owensboro	A lot because of the War
Security				Local retirement		Statewide retirement	Retirement funds Tenure

Security	Ednc. Board					Local retirement	Statewide retirement	Owensboro	of the War
									Retirement funds Tenure

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AND THE ISSUES**

17-1183

21

36, no. 6

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LIST

VOL