

● Commonwealth of Kentucky ●
EDUCATIONAL BULLETIN

**HISTORY OF EDUCATION
IN KENTUCKY
1915-1940**



Published By
DEPARTMENT OF EDUCATION
H. W. PETERS
Superintendent of Public Instruction

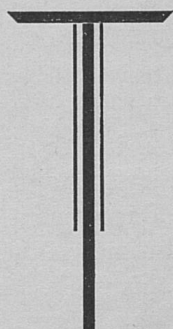
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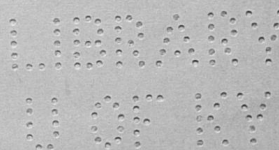
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Published by

Ky. DEPARTMENT OF EDUCATION

H. W. PETERS

Superintendent of Public Instruction



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FOREWORD

In 1914, under the direction of Superintendent Barksdale Hamlett, the State Department of Education published a "History of Education in Kentucky." That history set forth briefly the background of our public educational system in Kentucky, and reviewed briefly the activities during the administrations of the first nineteen Superintendents of Public Instruction.

The past quarter of a century has been rich in educational progress in Kentucky. At the beginning of my administration as Superintendent of Public Instruction, it was my plan to have published a report of this progress. Mr. Virgil Chapman, then Assistant Director of Free Textbooks in the State Department of Education, was asked to prepare such a report. The untimely illness and death of Mr. Chapman prevented his completing this work. Mrs. Chapman was employed to assemble and compile the necessary information. Lack of finances made her employment of short duration. However, she assembled a great deal of valuable information, for which much credit is due her. During the latter part of my administration, several staff members of this office were engaged in rearranging material already gathered, securing additional information, and producing the report contained in this history.

The first Chapter portrays briefly the educational situation in Kentucky a quarter of a century ago. The second Chapter reviews the activities of the administrations of the six Superintendents of Public Instruction since 1915, and the last Chapter gives something of the present situation.

I hope this record will be of use to those who are interested in the study of educational development in Kentucky.

HARRY W. PETERS

Superintendent of Public Instruction

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CHAPTER I

A GLANCE AT THE EDUCATIONAL SYSTEM OF KENTUCKY IN 1915

This first Chapter contains a few statements of pertinent facts about the educational system of Kentucky at the close of Superintendent Barksdale Hamlett's Administration in 1915. These statements are given to acquaint the reader with some of the situations that existed a quarter of a century ago, and thus to prepare him to understand better the conditions confronting the succeeding Superintendents of Public Instruction, and to enable him to understand better the recommendations and changes that have occurred since that time.

1. School Districts

In 1915, at the close of Superintendent Hamlett's Administration, Kentucky had 120 county school districts, 29 city school districts, and 405 graded common school districts.

2. State Board of Education

The State Board of Education consisted of the State Superintendent, ex-officio chairman, the Attorney General, and the Secretary of State.

3. State Superintendent

The State Superintendent was elected by popular vote for a period of four years. No special educational qualifications were required.

4. County Board of Education

Each county was divided into educational divisions not to exceed eight in number. The subdistrict trustees of each educational division constituted the division board of education. The chairman of the various division boards of education constituted the county board of education.

5. Independent School District Boards of Education

a. First Class Cities

The board of education in cities of the first class consisted of five members, elected by popular vote for a term of four years.

b. Second Class Cities

Boards of education in cities of the second class consisted of five "trustees", elected by popular vote from the city at large.

c. Third and Fourth Class Cities

Boards of education in cities of the third and fourth class consisted of two trustees elected from each ward in the city, one-half of whom were elected for a term of two years and one-half for a term of four years, the terms of individual members being determined by lot at the first regular meeting of the board.

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1915

d. Graded Common School Districts

After 1914, the board of education in graded common school districts was to consist of five members.

6. Selection and Terms of Local Superintendents

a. County School Superintendent

The superintendent of county schools was elected by popular vote of the people for a period of four years. He was required to be 24 years of age, a citizen of the state and "shall have resided two years next preceding the election in the state and one year in the county for which he is a candidate". He was also required to hold a "state diploma", a "state certificate" or a certificate of qualification which should in all respects be the equal of the "state certificate", and "he shall possess a good english education and shall be competent to examin ethe teachers who shall apply to teach in the schools in the county".

b. Superintendent in a City of the First Class

The superintendent of schools in cities of the first class was appointed by the board of education for a term of one year. If he were reappointed, his reappointment would be for a term of four years.

c. Superintendent in a City of the Second Class

The superintendent of schools in a city of the second class was appointed by the board of education in such cities for a period of two years; if reappointed, his term was for four years.

d. Superintendents of Schools in Third and Fourth Class Cities

The superintendents of schools in cities of the third and fourth class were appointed by the respective boards of education for terms to be fixed by such boards not in violation of the charters for for such districts.

f. Graded Common School District

The superintendent of schools of a graded common school district was called a "principal" and was appointed and employed by the board of "trustees" in such district. Such "principal" was required to be a person of good moral character, hold a county certificate, plus other qualifications that might be imposed by the board of "trustees."

7. Buildings, Grounds and Equipment

Because the data on the status of school buildings, grounds and equipment in 1915, are so meager, and because the Kentucky Educational Commission in 1921 made such a good summary of the situation in Kentucky at that time, we quote from the Commission:

"Of the 8,070 rural and graded district schoolhouses in the state, fifty per cent have been erected since 1908. . . .

"The great majority of rural schoolhouses—approximately 9 out of 10—are one-room, box-like structures, essentially alike from the mountains to the Mississippi, and from the Ohio to Tennessee. These box-like structures have, in the main, a single classroom; cloakrooms are rarely provided, and additional rooms for manual training, cooking, agriculture, or for fuel, almost never.

"Approximately 50 percent of these schoolhouses are painted and in good repair. . . . The other half in most instances never had even an initial coat of paint, and are in ill repair. The roofs leak, the weatherboarding is off here and there; doors are broken, knobs gone, window panes out, walls stained, floors uneven and cracked, seats broken and out of place, and a pall of dust over all. These neglected schoolhouses teach eloquently the doctrine of shiftlessness, disorder and indifference. . . . An upright Burnside stove furnishes heat, the fire being started by the first person who reaches school, whether pupil or teacher. . . . The stove usually stands in the center or front center of the room. . . . A galvanized bucket with the common drinking cup almost invariably takes the place of a sanitary drinking fountain; lavatory facilities are nonexistent. The blackboard usually consists of a front wall and a few side walls painted black. . . . In a few counties, each school has in addition to the above equipment, a globe, maps of the world, of the United States, and of Kentucky, and a number of charts for reading, physiology, etc. . . . Rural teachers are their own janitors. . . . About half of the rural schools have wells or cisterns; at the other half, water is carried from a nearby spring or well. In the mountain counties toilets are practically unknown. . . . Rural school grounds are invariably small. . . . Besides these one-room rural buildings, there are one or more two-, three-, and even four-room schoolhouses in almost every county of the state. . . . The latest type of rural structure is a consolidated school, constructed within the last four or five years. . . . In the smaller graded common school districts, the building situation is similar to that in the rural sections. . . . Of city school buildings, 40 per cent are old structures erected prior to 1890. They are, as a rule, inadequately lighted and ventilated. A second group, including buildings erected between 1890 and 1910, mark only a slight improvement over their predecessors."

8. School Census

The school census was taken annually by the trustee of each sub-district of the county. The trustee made a return of the census to the county superintendent. He was paid five cents per pupil child reported in such census. The census age was six years to twenty years. Rather severe penalties were imposed on subdistrict trustees who committed fraud or who did not comply with the statutes covering the method of taking the census. The compulsory attendance law required attendance at school, public or private, of every child between the ages of seven and twelve years inclusive. The county courts of the respective counties had jurisdiction of all cases coming within the terms of the law providing penalties for parents and guardians failing to observe the law.

There seems to have been no uniform laws regulating the taking and reporting of the census in cities of the first four classes. Graded common school districts reported their census to the county superintendents.

During the closing year of Superintendent Hamlett's Administration, there were 741,077 children in the census, and the average daily attendance was 345,371.

9. School Revenue

- a. There were several sources provided by law for raising money for the state school fund. Some of these were: (1) Interest on the bonds of the Commonwealth for \$1,327,000 in aid of common schools at the rate of six per cent per annum; (2) The dividends on shares of capital stock of the Bank of Kentucky; (3) Interest on certain \$606,641.03 received from the United State Government under an Act

approved March 2, 1891; (4) The annual tax of twenty-six and one-half cents on each one hundred dollars of value of real and personal estate and corporate franchises directed to be assessed for taxation, etc. According to Superintendent Hamlett all of the sources of revenue outlined in the school fund amounted to around \$4,000,000 in 1915. The school per capita was \$5.25.

- b. The maximum tax rate which a county board of education could levy for school purposes was twenty cents on the one hundred dollars of taxable property. Subdistricts had legal authority to vote an ad valorem tax not to exceed twenty-five cents on each one hundred dollars of taxable property each year for local school purposes; consolidation and transportation taxes might also be voted.
- c. The maximum tax rate which graded common school district boards of trustees could levy for school purposes was fifty cents on each one hundred dollars of taxable property in the district. This was the limit of tax for operating expenses. The board of trustees might be authorized by a vote of the people to levy an additional tax on each one hundred dollars worth of taxable property in the district for the purpose of maintaining the school and erecting and repairing school buildings.

10. Supervision

The law during Superintendent Hamlett's Administration provided that county boards of education might employ a supervisor of schools, in addition to the county superintendent. There were employed by County boards of education seventy-five county school supervisors.

There were one high school supervisor and two rural school supervisors in the State Department of Education. The salaries of all three supervisors, and the traveling expenses of the two rural school supervisors, were paid by the General Education Board of New York. The traveling expenses of the high school supervisor was paid by the University of Kentucky.

11. Consolidation and Transportation

The idea of consolidation and transportation seems to have begun to appear on the horizon about 1914-1915. In Superintendent Hamlett's report for that biennium he writes "consolidated schools" in quotation marks and among other things had this to say:

"Consolidated Schools.— . . . While the movement for consolidated schools has not become general in Kentucky, it is being widely and favorably discussed. Its merits are understood, and its advantages are admitted. The greatest obstacles to the movement are the condition of the roads and the added expense. A careful reading of the epistolary reports of the county superintendents in the Biennial Report this year shows that there is a general movement of public opinion toward the consolidated school.

"Notwithstanding the objections to the movement on the score of roads and expense, there is some progress being made in several counties in the State. Mason county has led the way with several consolidated schools, in one of which—Mayslick—sixteen wagons are transporting children. Fayette county has good consolidated schools in several places and employs a number of methods of transportation. Madison county has three good consolidated schools; Garrard

county has as many; Jefferson county has a number; and Warren county has only recently established two in excellent buildings, at Woodburn and Rich Pond. There are others scattered over the State, and with the advent of good roads under the State aid plan, the movement bids fair to become general, at least in the more level parts of the State. It is a pity that the State has tied its own hands with a constitution which prevents the State from spending one penny for stimulation, a method which has been proven good in many sister States. It is to be hoped that the Kentucky Gulliver will not be much longer tied to the ground by the Lilliputian strands of a constitution."

12. Textbook Commission—Personnel—Selection of Textbooks

During the term of Superintendent Hamlett, the State Textbook Commission was composed of the following members: The Governor, who was ex-officio chairman, the Superintendent of Public Instruction, who was ex-officio secretary, one member of the faculty of each of the State Normal Schools at Richmond and Bowling Green, one member of the faculty of the State University, and one educator from each of the Appellate Court Districts. All members, except the two ex-officio members, were appointed by the Governor. They served for a period of four years.

This Commission adopted textbooks to be used in the elementary and high schools of the state, except in cities of the first four classes. Boards of education in cities of the first four classes prescribed their own courses of study and selected their own textbooks.

13. Teacher Certification

During Superintendent Hamlett's Administration, there was no definite relationship between the training required of the teacher and the grade and validity of the certificate granted. There were no definite requirements of an applicant before taking an examination for a teacher's certificate.

a. Types of Certificates

There were three grades of certificates issued to teachers of the common schools: first, a state teacher's diploma; second, a state teacher's certificate; and, third, a county certificate, which might be either first class or second class.

b. State Board of Examiners

A State Board of Examiners prepared questions for teachers, and sent such number of questions as the county superintendent made requisition for. Two examinations were held annually in each county for state certificates, and three examinations held each year in each county for county certificates. The law at that time went into great detail outlining the procedure and methods which should be followed in order that the examinations would be honestly and fairly conducted. The County Board of Examiners consisted of "two strictly moral and well-educated persons" who themselves held valid teachers' certificates.

c. State Teacher's Diploma

"State Teacher's diplomas" were granted by the State Board of Examiners after a personal examination held at the State Capitol

on the last Wednesday of July of each year. The state diplomas were good in all public schools throughout the state.

d. University and Normal Schools—Private Institutions

The State University and the two Normal Schools also were empowered to issue teachers' certificates. Under certain conditions, private institutions were also granted authority to issue certificates.

14. Teachers' Salaries—Minimum Term

The salaries paid to teachers in Kentucky at that time were close to the lowest paid in the United States. The average paid in 1900 was \$215 per year; for 1910 \$337. In 1918 it was \$364.

Up to 1912, teachers were left to "wring" from school boards whatever they could get in the way of salaries. The state, however, came to the assistance of rural elementary teachers. In 1912, a minimum wage of \$35 per month was set, with the maximum of \$70 per month for a six months term. The minimum was raised to \$45 per month in 1918, and to \$75 per month in 1920, with no maximum specified.

15. Vocational Education

Vocational Education as it is known in Kentucky today did not exist a quarter of a century ago. In 1917 the Smith-Hughes law was passed, and in 1918 a Division of Vocational Education was established in the State Department of Education of Kentucky.

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CHAPTER II

A REVIEW OF THE ACTIVITIES OF THE ADMINIS- TRATIONS OF THE SIX SUPERINTENDENTS OF PUBLIC INSTRUCTION IN KENTUCKY SINCE 1915.



VIRGIL O. GILBERT

GILBERT'S ADMINISTRATION

1916-1920

Virgil O. Gilbert

Virgil O. Gilbert, the twentieth Superintendent of Public Instruction of Kentucky, was born June 23, 1861, in that section of Simpson County, Kentucky, known as "over the creek". His father, Thomas Gilbert, was a successful farmer, and his mother, Mary Reed Gilbert, was a member of a large family of Reeds, who were early settlers in East Simpson. Both were born and reared in Simpson County, and both survived to a ripe old age, spending their latter years in the home of their son in Frankfort, and later in Louisville.

His parents were good, thrifty, substantial people, and early in life Virgil, together with an older sister and a younger brother, learned to work and to place a proper estimate on the value of money earned. The religious life of the community was above the average. Members of the family were Missionary Baptists, and the subject of this sketch united in his youth with that church. During most of his life, he took an active part in Sunday School and other religious work, and for thirty years served as an officer of the Church. At all times he took an active interest in the civic affairs of his community and state. He was a member of the Woodmen of the World and of the Masonic fraternity.

He attended the common schools of Simpson county and afterwards entered Hickory Flat Institute, where he was a student for several years and later a teacher. After teaching in the country schools, he became a student in Mell and Williams Institute at Glasgow, Kentucky, from which he received the A.B. degree. Early in life, he became deeply interested in educational work and began teaching at the age of sixteen. For several years, he divided his time between teaching and going to school, thus paying his own way and developing a spirit of self-reliance.

Following is a list of the most important positions he held before his election to the highest educational office in his native State:

1. Founder and principal of Middleton High School;
2. Principal of the Scottsville Seminary;
3. Superintendent of Simpson County Schools;
4. Superintendent of Franklin City Schools;
5. Instructor in Western Kentucky State Normal School;
6. Chief Clerk and Assistant in the office of State Superintendent of Public Instruction.

In these positions, Mr. Gilbert demonstrated unusual skill and interest in training and inspiring young teachers.

On his twenty-sixth birthday, he was married to Julia Esma Chapman, daughter of John H. and Frances M. (Anthony) Chapman at Middleton, on the extreme western border of Simpson County. Having no children of their own, they provided a home and financial aid for a number of young people striving for an education. On June 23, 1937, this couple celebrated their golden wedding anniversary at their home in Crescent Court, Louisville, Kentucky.

Mrs. Gilbert also was a teacher and rendered valued assistance to her husband in the preparation of materials for bulletins and other publications.

After his four-year term as Superintendent of Public Instruction, Mr. Gilbert became President of the Central School Supply Company of Louisville, and held this position for four years. He was interested afterwards in the development and operation of fluor spar and asphalt mines in Kentucky and Alabama.

Mr. Gilbert possessed many fine attributes of character, one of the most marked being his unswerving loyalty. He lived loyal to his friends and true to his convictions. The desire to stamp upon the hearts of his students those same admirable qualities and his unusual influence on his associates contributed to his success as a teacher and administrator.

His death occurred March 15, 1939, Louisville, Kentucky.

A SYNOPSIS OF RECOMMENDATIONS, LEGISLATION AND PROGRESS DURING THE ADMINISTRATION OF V. O. GILBERT—1916-1920

I. Recommendations of Kentucky Education Association—1917

1. Tax Levy—Minimum, Maximum
2. Minimum Salary—Teachers
3. Subjecting Property to Taxation
4. Constitutional Amendment—Tax
5. Payment of Teachers' Salaries
6. Salaries of County Superintendents
7. Building Regulations
8. Vocational Education

II. Additional Recommendations—by Gilbert

1. School Term
2. Attendance
3. Agriculture
4. Supervisors
5. Constitutional Amendment—School Fund
6. Constitutional Amendment—Superintendent of Public Instruction
7. Tax Levy—Minimum
8. Reorganization of State Department of Education
 - a. Assistant Superintendent
 - b. Statistician

- c. First Clerk
- d. Certification Clerk
- e. Shipping Clerk
- f. Five Stenographers
- g. Two Inspectors

III. Statements of Governor A. O. Stanley

- 1. Textbooks—Adoption
- 2. Educational Institutions

IV. Legislation

A. General Session of 1916

- 1. Codification of School Laws.
 - a. Census—Biennial
 - b. Compulsory Education
 - c. Books for Indigent Children
 - d. Railroad and Bridge Taxes
 - e. H. S. Pupils
- 2. Textbooks
- 3. High Schools for Graded School Districts
- 4. Tax Levy
- 5. Joint High School
- 6. Certificates
- 7. University of Kentucky

B. Special Session of 1917

- 1. Tax Commission
- 2. Taxes
 - a. Race Track
 - b. Bank Shares
 - c. Distilled Spirits
 - d. Oil

C. General Session of 1918

- 1. Maximum County School Levy
- 2. Vocational Education
- 3. Census—Age
- 4. Agriculture
- 5. Certificates
- 6. Warrants

V. Observations—Progress

- 1. World War and Influenza
- 2. Lack of Teachers and Textbooks
- 3. Vocational Education
- 4. Institutions of Higher Learning
 - a. University of Kentucky
 - b. Bowling Green and Richmond Normal Schools
 - c. Frankfort Colored State Normal School
- 5. High Schools
- 6. Adult Education
- 7. Consolidation
- 8. Supervision
- 9. Philanthropical Contributions

SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations of Kentucky Education Association—1917

Not infrequently, progressive school legislation has been outlined and advocated by the Kentucky Education Association some years before

being enacted into law. In 1917, the Kentucky Education Association made the following recommendations, which were subscribed to by Superintendent Gilbert:

1. Tax Levy

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.

2. Minimum Salary

That the minimum salary for public school teachers in Kentucky be made forty-five dollars per month, depending upon the passage of the law providing for an increase in the county levy.

3. Subjecting Property to Taxation

That property exempt from local taxation under the new tax law be made subject to taxation for school purposes wherever the body that fixes taxes for school purposes so desires.

4. Constitutional Amendment—Tax

That the State Constitution be so amended that independent school districts may levy a higher rate of taxation.

5. Payment of Teachers' Salaries

That there be some legislation to provide for the prompt payment of teachers' salaries, and that they be paid upon a monthly basis.

6. Salaries of County Superintendents

That the law be so amended that the minimum annual salary of county school superintendents be six hundred dollars (\$600) and the maximum twenty-five hundred dollars (\$2,500).

7. Building Regulations

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.

8. Vocational Education

That the bill being prepared by the temporary Vocational Education Board to permit Vocational Education in the state, be enacted into law and that the state make provision to take care of the interest of the state as a whole in providing funds to carry forward provisions of the Smith-Hughes Law.

II. Additional Recommendations—by Superintendent Gilbert

In addition to the foregoing recommendations, it was recommended also that the following school legislation be enacted by the 1918 General Assembly.

1. School Term

That a law be passed providing for an eight months term in all rural schools.

2. Attendance

That a law be passed to require attendance of forty per cent based on the census to entitle a district to receive the state school fund.

3. Agriculture

That a law be passed to make elementary agriculture a required subject in all schools after 1920.

4. Constitutional Amendment—School Fund

That the State Constitution be so amended 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 bears to the assessed valuation of property, and in ratio that the attendance bears to the school census of the county.

5. Constitutional Amendment—Superintendent of Public Instruction

That the State Constitution be so amended as to make the State Superintendent of Public Instruction eligible to succeed himself, and, further, to provide that he be elected by the people of the State on a non-partisan ballot containing no party emblem, and on a date different from that on which other state elections are held.

6. Tax Levy—Minimum

That a law be passed to provide that no county board of education might levy less than thirty cents on each one hundred dollars of taxable property for educational purposes, the maximum levy to be made for educational purposes to be unlimited.

7. Reorganization of State Department of Education

That legislation be enacted providing for the reorganization of the State Department of Education with the following personnel:

- a. An Assistant Superintendent to assist the State Superintendent
- b. An expert statistician
- c. A First Clerk
- d. A Certification Clerk
- e. A Shipping Clerk
- f. Five Stenographers
- g. Two Inspectors

III. Statements of Governor A. O. Stanley

That portion of Governor Stanley's message to the 1916 Regular Session of the General Assembly relating to Education, is as follows:

"... To such an amendment to the present Textbook Commission as to provide for the gradual change in the adoption of textbooks when the change is deemed necessary instead of changing the entire series at the end of any fixed or stipulated period, or in any one year."

That portion of Governor Stanley's message to the 1918 Regular Session of the General Assembly relating to Education, is as follows:

"... The school system has been made more efficient and practical by Acts preventing sudden and unnecessary changes in textbooks."

Educational Institutions

"The old College of Arts, a secluded spot, where literary diletanti and learned philosophers, 'in the still air of delightful studies,' refined the tastes and embellished the understanding of a few favored youths, destined to adorn the so-called learned professions, is rapidly making way for institutions better adapted to the giant task of the hour—the mastery of material things.

"The whole educational system in Kentucky, from the district school to the University of Kentucky, should be so co-ordinated and integrated that the student may pass through the various departments of the entire series without useless expense, loss of time or duplication of work.

"The school is an arm and the right arm of the State. It touches all its activities and its doors open into every avenue of useful endeavor, from the highest to the lowest. Within its walls today are the capable and aspiring youths who tomorrow will be called upon to construct highways, open mines, operate vast mills and furnaces, and solve for us the problem of the world, the preservation and intensive culture of the soil.

"If we would save the expense of educating our children abroad, or the humiliation of importing the efficient to do this work at home, we must look with renewed energy and vigilance to the maintenance and more perfect development of our educational institutions. The Eastern and Western Normal Schools are a genuine boon to the State. Teachers leaving these schools, filled with the fine and sanguine spirit of their preceptors, are prepared to emulate the energy and consecration to a noble cause which distinguishes the eminent scholars in charge of these institutions.

"The unfortunate jealousies and dissensions which have so long impaired the usefulness of the State University are, I am happy to advise you, at last at an end. The differences between the University and the Department of Agriculture have been amicably adjusted and both departments are at this time operating in the most hearty and cordial cooperation in obedience to the provisions of an act of the last General Assembly. The school's internal dissensions were too deep seated to be reached or remedied by that act, and between wrangling of deans and professors and the open insubordination of the student body, many of the best friends of the institution expressed well grounded fears for its future usefulness. For that reason, I suggested a most thorough and searching investigation of every department of this institution. Such an investigation having been authorized by the Board of Trustees, I appointed Messrs. Robert G. Gordon, J. A. Ammon, J. I. Lyle, James W. Turner, and H. M. Froman, as members of a committee empowered to make the inquiry suggested. These gentlemen, assisted by Kendrick C. Bankcock, Thos. F. Kane and Charles Maswell McConn, educators of long and varied experience and national renown, gave many weeks of the most assiduous attention to their difficult task. The report of this Survey Commission, subsequently adopted by the Board of Trustees, involves a complete reorganization of the institution. Under the administration of the new President, Dr. McVey, there is every prospect for efficient service, hearty and harmonious team work by the faculty, and application and obedience by the student body.

"The report of this commission recommends the enactment of certain legislation essential to the effectual inauguration of the reforms suggested, viz.:

- (1) An amendment to the present law providing for scholarships and repealing the present scholarship provision.
- (2) An amendment to the law creating the present Agricultural Extension Fund.
- (3) An amendment to the present statute providing for a board of fifteen members, no two of whom shall be from the same county, in lieu of the present board of thirty-two members.

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- (4) An amendment to the present law providing for quarterly meetings of the Board of Trustees."

IV. Legislation

The following important school legislation was enacted during Superintendent Gilbert's administration:

A. General Session of 1916

1. Codification of School Laws

So many members of the General Assembly have come to Frankfort with preconceived notions as to many changes that should be made in the school laws, and so many revisions in the school laws have been made without repealing contrary sections that it has been deemed advisable from time to time to codify or recodify laws pertaining to public schools. This was the case in 1916, and thus "all the school laws except those relating to cities of the first, second, third and fourth classes, the University of Kentucky, the State Normal Schools, and the adoption of textbooks, were embraced in the codification."

Some of the most important changes were as follows:

a. Census

That the school census be taken biennially rather than annually. According to this law, the census for alternate years was determined by calculating an average of the annual increase in the census as shown by the three preceding enumerations. This method of determining the census continued in use until 1934, when the new school code provided for a continuous census.

b. Compulsory Education

The compulsory school law was amended so that "any fines and penalties shall be recovered by *capias pro fine*, as other fines are collected."

c. Books for Indigent Children

The law was so amended that the amount of money spent annually in any county for textbooks for indigent children be \$200 dollars instead of \$100.

d. Railroad and Bridge Taxes

That all taxes on railroad or bridge companies levied in any county school district be paid by those companies to the county school superintendent for the benefit of the district entitled thereto.

e. High School Pupils

The law was so amended that any high school pupil becoming twenty years of age before completing the high school course continue in school regardless of age.

2. Textbooks

That the adoption of textbooks be made not later than the first day of May in the year in which such adoptions are made.

3. High Schools for Graded School Districts

That all graded schools maintain and operate a high school of equal rank to that required by law in the county school district, or pay the tuition of high school pupils in a standard high school. This act further provided that any graded common school might cease to operate as such by a vote of a majority of the legal voters of that school district.

4. Tax Levy

That any graded school district be permitted to levy in addition to the fifty cents on each one hundred dollars of taxable property and the \$1.50 poll tax, a tax not to exceed twenty-five cents on each one hundred dollars of taxable property in the district and a poll tax of \$1.00, for the purpose of maintaining a school and repairing buildings.

5. Joint High Schools

That high schools might be erected, organized and maintained jointly by counties. This Act further provided that high school pupils be permitted to attend high school in the county most convenient.

6. Certificates

That elementary certificates issued by the state normal schools be issued upon not less than one year of normal school work; that the intermediate certificate issued in these institutions be issued on not less than two years of normal school work; and that the advanced certificate issued by these institutions be issued on not less than three years of normal school work.

7. University of Kentucky

That the name of the Kentucky state university be changed from "State University" to "University of Kentucky".

B. Special Session of 1917

In 1917, Governor Stanley called a special session of the General Assembly in order to revise laws relative to revenue and taxation. During this Special Session, the following important legislation relative to taxation was passed:

1. Tax Commission

A State Tax Commission was created and invested with authority to perform duties with reference to assessment and equalization of property, and to investigate apparently inaccurate assessments, and to take necessary steps to have same corrected.

2. Taxes**a. Race Track**

That race tracks pay a license to the state for each day the tracks are in operation, and that 52 per cent of the sum collected go to the school fund. (It was expected that the

school funds portion of this tax would be approximately \$25,000 annually.)

b. **Bank Shares**

That a tax of ten cents on each one hundred dollars of Bank Deposits be levied, and that the school fund receive 52 per cent of the sum collected.

c. **Distilled Spirits**

That an additional state tax of two cents on each proof gallon of distilled spirits be levied and that thirty per cent of the amount realized go to the school fund.

d. **Oil**

That a tax of one per cent be levied on the market value of all oil produced in the state, and that the school fund receive 52 per cent of the amount realized from such tax.

C. **General Session of 1918**

The following important school measures were passed by the General Assembly of 1918:

1. **Maximum County School Levy**

That the maximum amount to be levied by the county for school purposes be increased from twenty to thirty cents on each one hundred dollars of taxable property.

2. **Vocational Education**

That the state take advantage of the federal appropriation for Vocational Education under the Smith-Hughes Law.

3. **Census—Age**

That the school census age be from six to eighteen years, instead of six to twenty years.

4. **Agriculture**

That Agriculture be a required subject in the common school courses except in cities of the first four classes.

5. **Certificates**

That graduates of a private institution offering courses equivalent in value to those offered in the State Normal Schools, receive teachers' certificates similar to those granted to graduates of State Normal Schools.

6. **Warrants**

That whenever there is not a sufficient amount of money in the State School Fund to meet installments to the counties and cities, interest bearing warrants be issued in payment of these obligations.

V. **Observations—Progress**

1. **World War and Influenza**

a. **World War**

In his report for the biennium ending June 30, 1917, Superintendent Gilbert had this to say relative to the effect of the

World War on the public school system: "The public school system of the Nation is just now undergoing one of the most crucial tests that has ever occurred during our national history. We are in the midst of a period of revolution and readjustment. The great World War has affected the schools more vitally than almost any of our country's institutions. Thousands upon thousands of the brightest, best young instructors have been called to make the highest possible patriotic sacrifice for the perpetuation of our institutions—that of self. The college, university and high school student bodies have been robbed of their strongest and best material in the same way. "Kentucky, being a martial State, has suffered more severely from the war than almost any other State in the Union. While it is right that these young teachers and students should serve their country, yet we face the deterioration of our school system to such an extent that it will take years to recover unless every citizen becomes a thoroughly interested factor in standing by the schools in this crisis."

According to Mr. Gilbert's report, the number of male teachers to a number forty per cent less than the number engaged in teaching service in the school year 1916-1917, are engaged in teaching service in the school year 1917-1918.

b. **Influenza**

The influenza epidemic in the year 1918 compelled the closing of schools in October by the State Board of Health. As a result, there was very poor attendance when the schools reopened after the ban was lifted. Thus, in the school year 1918, there was not only a great loss in school attendance but in school spirit as well. Superintendents, teachers, and the people as a whole cooperated wholeheartedly in an effort to minimize as much as possible this loss to the children of the State.

2. **Lack of Teachers and Textbooks**

At the beginning of the school year 1919-1920, Superintendent Gilbert says: "We are faced by two formidable obstacles:

- (1) A lack of sufficient number of teachers to supply the schools; and
- (2) The publishers are unable to furnish the dealers the adopted textbooks."

The first of these conditions was due to the teachers leaving the profession to accept more lucrative employment in other lines of work. The second condition was partially due to the fact that the first state textbook adoption was declared invalid by the Court of Appeals and the readoption was not completed until a few weeks before the beginning of the school year. Strikes at the factories of the textbook publishers also greatly delayed the delivery of textbooks to the dealers.

3. **Vocational Education**

In 1918, the Division of Vocational Education in the State Department of Education was established and a Supervisor of Vocational

Agriculture was appointed. Thus began a work that with State and Federal funds has expanded into a service broad in scope.

The State High School Inspector in his report for the year ending June 30, 1919, had this to say:

"The State Board for Vocational Education, as soon as it was organized, designated the University of Kentucky as a training school for white teachers and the Kentucky Normal and Industrial Institute as the training school for colored teachers desiring to equip themselves for any one of the three vocations indicated in the Smith-Hughes law. Eight schools applied to the Board for the privilege of establishing Smith-Hughes work in vocational agriculture for the remainder of the school year ending June 30, 1918. Six of these schools qualified and were reimbursed. Three or four schools qualified for work in vocational home economics at the same time, and two for trades and industries. For the school year ending June 30, 1919, twenty-three schools qualified for work in Smith-Hughes vocational agriculture, twelve in vocational home economics and two schools for work in Smith-Hughes vocational trades and industries."

Thus was laid the foundation of this important service to our schools and our State.

4. Institutions of Higher Learning

a. University of Kentucky

The University of Kentucky, referred to as "the cap-stone of the State's educational system," had long needed reorganization in order to measure up to the advanced standards and requirements for such an institution. The conditions that had existed are described in that portion of Governor A. O. Stanley's message to the General Assembly, which is quoted under "III."

b. Bowling Green and Richmond Normal Schools

According to Superintendent Gilbert's report, the two state normal schools for the training of teachers for the public schools of the State had served more efficiently during the past two years than for any previous biennium. Their courses of study, faculty, personnel and student body enabled those institutions to have greater influence upon the educational interests of the State than during any previous biennial period.

c. Frankfort Colored State Normal School

Superintendent Gilbert reported that under the direction of its President, excellent progress had been made in all the departments of the Colored Normal School, located at Frankfort. More attention was devoted to industrial work—to the cultivation of the farm, to canning, domestic science and manual training.

5. High Schools

On June 3, 1917, the Report of the Committee on State Uniform High School Records was made a part of the High School Supervisor's report. This was a forward step and essential to steady growth of Kentucky high schools.

The report of the High School Inspector included this table:

Year	Public	Private	Total No. High Schools
1910	54	29	83
1911	69	32	101
1912	85	33	118
1913	100	34	134
1914	123	38	161
1915	134	41	185
1916	149	45	194
1917	171	50	221
1918	185	52	237
1919	202	52	254

This report also indicates that there was a growth in the number of subjects taught, due partially to subjects offered in Vocational Training.

6. Adult Education

In the report on June 30, 1917, the Chairman of the Illiteracy Commission had this to say:

"The Kentucky Illiteracy Commission had its origin in Rowan County. Moonlight schools were established in all of the public schools of that county for adult illiterates in September, 1911. So successful was the experiment that it was immediately taken up by other counties and other states, and the Legislature in 1914 created an Illiteracy Commission to extend the moonlight schools to every county and to use such other methods as possible to eradicate adult illiteracy. This was the first Illiteracy Commission in the world. A number of states have since established such commissions and, like Kentucky, are engaged in a Statewide campaign against illiteracy.

"The Illiteracy Commission at its initial meeting, May 1, 1914, adopted the slogan 'No illiteracy in Kentucky in 1920'. It enlisted the following patriotic organizations: The Kentucky Education Association, whose members—the teachers—volunteered to teach moonlight schools; the Kentucky Federation of Women's Clubs, which raised money, stimulated teachers with prizes, opened moonlight schools in their club rooms; the Kentucky Press Association, whose members have devoted their pens and their space to fighting illiteracy; the Kentucky Society of Colonial Dames, which organized a movement to raise funds for moonlight school supplies. These and other organizations and thousands of patriotic individuals have co-operated with the commission heartily in its efforts to stamp out illiteracy.

"Moonlight schools have been conducted in almost every county in the State. They have been held in the public schoolhouses mainly, but sometimes in homes and offices of citizens. Thousands of men and women have learned to read and write, many of them being young men and women under thirty-five years of age. A large proportion of these students have continued their study at home, and many of those in school age, or but little older, have enrolled in the day schools, some completing the fourth and fifth grades up to this time. The moonlight schools, almost without exception, have increased the attendance in the day schools and created a spirit of cooperation among parents.

"One of the most notable developments was during the summer of 1917, when this Commission organized a campaign to teach men of draft age. Immediately after the registration on June 5th, of men for military service, committees in each county were appointed to copy the names of those who had registered by mark. Finding the number to be 30,000, the chairman of the commission made a call for volunteer teachers to teach them and a call for funds to provide school supplies. In July, August, and September, many men trudged to moonlight school to learn to read and write before the call came to enter their country's service. In October, classes were started at Camp Taylor, in Louisville, with the books and methods recommended by this commission, and with volunteer teachers under direction of the Y.M.C.A. This work, begun in Kentucky, is fast extending to other camps in the country, and may prove to be one of the most valuable of Kentucky's contributions to the nation."

7. Consolidation

In the report of the Superintendent of Public Instruction for the biennium ending June 30, 1917, we find the following words:

"While Kentucky has made rapid strides of improvement in many rural school activities, she has been unusually tardy in the matters of consolidation and transportation. We have reported up to date 79 consolidated schools and only 12 furnishing free transportation. The amount expended for transportation for the year 1916-17 was \$16,932.86, which we think is a little more than has been expended in any other year.

"Another evidence of really healthy growth toward larger and more efficient country schools is the fact that we have at present 1,084 schools in the rural districts with two or more teachers. Comparing this report with the figures of 1915, we observe an increase of 216 in this type of schools."

In the 1918-1919 Biennial Report of Supt. Gilbert, we find these words:

"Reports from fifty-two counties give information as follows:

Number consolidated schools of two teachers.....	156
Number consolidated schools of three teachers....	48
Number consolidated schools of four teachers....	33
Number consolidated schools of more than four teachers	25
Total	262

"The report of two years ago indicated only seventy-nine. The past year has witnessed a wider use of the motor bus as a means of transportation instead of the horse-drawn vehicle. A year ago there were no more than two or three, and now there are already reported twenty-five, and others have been ordered."

In the 1916-1917 Biennial Report, Supt. Gilbert had this to say:

"It has not been our policy to urge consolidation of schools, except where it seemed entirely feasible and decidedly the best solution for the local problem. When State Aid can be provided in Kentucky as a stimulus to

local taxation, especially for matters of consolidation, supervision, the construction of better school buildings and the improvement of teaching force, we may reasonably expect unprecedented progress in rural and agricultural conditions."

8. Supervision

In the 1918-1919 biennial report of the Superintendent of Public Instruction, we find this comment on supervision:

"Supervision—Lacking—Yet, while statistics show that for all lines of business about ten per cent is spent for supervision, the work of such paramount importance as the training of the boys and girls of our rural districts continually suffers for the lack of helpful, constructive, sympathetic and effective supervision. It is estimated by some authorities that at least one-fourth of the millions spent every year by the Southern States upon their rural schools may be considered as absolute waste because of a lack of supervision. Realizing the necessity for such assistance, we have advocated more county supervisors for Kentucky and with some degree of success. However, our system and our laws must be changed before obtaining thoroughly satisfactory results throughout the State. We renewed a systematic campaign for additional help of this type in the fall of 1918, but the subsequent closing of schools practically all winter rendered the employment of such assistants impracticable. A number of our superintendents have been greatly aided in the improvement of their teaching forces by this much needed provision, made possible in most cases by the progressive action of county boards of education. Office assistants are sometime employed so as to give the superintendent more time for visitation."

9. Philanthropical Contributions

In addition to paying the salaries and expenses of certain members of the personnel of the State Department of Education, there were certain funds given for the promotion of Negro education in Kentucky, as follows:

a. The Jeanes Fund

The Jeanes Fund usually supplemented the public school funds in supplying industrial teachers to encourage and promote public sentiment for better schools and living conditions.

b. The Slater Fund

The Slater Fund aided in establishing the first so-called county training schools, beginning in 1911-12. The Slater Fund allowed \$500 per year for teaching, and the General Education Board made an appropriation for equipment and for teachers' cottages.

In Kentucky, the following schools were established by December 31, 1919:

Fayette County.....	Maddoxtown
Christian County.....	Pembroke
Bourbon County.....	Little Rock
Montgomery County.....	Mt. Sterling
Webster County.....	Providence
Taylor County.....	Campbellsville

c. General Education Board Fund

The General Education Board, by means of an appropriation, helped to establish summer schools in the following counties: Jefferson, Madison, Daviess, and Todd, and in connection with the State Normal at Frankfort and the West Industrial College at Paducah.

d. Julius Rosenwald Fund

The Julius Rosenwald Fund governed the type of schoolhouses to be built by appropriating as much as the following:

One-teacher schools	\$400.00
Two-teacher schools	600.00
Larger rural and consolidated schools ..	800.00 or more.

These funds have acted as a stimulus for better living conditions, better trained teachers, and standardized school buildings among our colored schools.



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COLVIN'S ADMINISTRATION

1920-1924

George Colvin

Largely a product of his own ambitions and indomitable will, George Colvin rose from the humble walks of life to the highest educational position in his native state, becoming the twenty-first Superintendent of Public Instruction of Kentucky. He was born September 7, 1875, in the Willisburg community in Washington County, Kentucky. He was the son of William Arthur and Lucy Madison (Harris) Colvin, members of substantial families and natives of that county.

Possessing very little of "this world's goods", he learned early in life the valuable lessons of industry and thrift. He worked on the farm and spent his Saturday afternoons and holidays fishing and participating in the usual sports of the community. He excelled particularly in baseball. He was a football star in his college days.

Fortunately, he had the advantage of a few real teachers at Willisburg, where he attended both elementary and high school. Among those were Mrs. Simpson Roberts, mother of the popular and talented author, Elizabeth Maddox Roberts, and a practical but ambitious young man, Jim Patterson. Under their guidance and that of his mother, he soon acquired a taste for books and a determination to be an educated man. On his sixteenth birthday, September 7, 1891, with empty pockets, his clothes tied in a small bundle, and with a light heart, he set out on foot for historic Danville and Centre College. In his sophomore year, he won the "sophomore watch" for highest scholarship. During his stay at Centre College he also won high honors in public speaking. He was graduated in 1895 with the A.B. degree, and later, while State Superintendent, was honored with the degree of LL.D. by both Centre College and the University of Kentucky.

On January 20, 1904, he was married to Mary McElroy, member of a prominent pioneer family. They had three children, Mary Lovey, George William and Palmer Garland.

He studied law and, after admission to the bar, was associated with the legal department of The Louisville Title Company, but soon returned to his native county and accepted the principalship of the Springfield graded school. This position and that of Superintendent of the graded and high school of his home town, he held from 1903 to

1920, at which time he was elected State Superintendent of Public Instruction. While in office, his popularity grew with his ambition to carry on for a larger and better Kentucky.

A dominant trait of Colvin's character was frankness. Occasionally, he would summon to his private office the members of his staff and make a statement about like this: "Well, boys, it's right, but not legal; in a form letter to superintendents last week, I made demands that I can't enforce. Now, I want you to help me back up as gracefully as possible." A fine example of candor!

Superintendent Colvin resigned from the State Superintendency a few weeks before the expiration of his term in order to become Superintendent of the Louisville and Jefferson County Children's Home. He served in this capacity from December 7, 1923 to August, 1926, at which time he became President of the University of Louisville, which position he held until his death, July 22, 1928.

Mr. Colvin was a member of the Christian Church, of the Masonic fraternity (Knight Templar and Shriner), and of the Elks. While a resident of Louisville, he was affiliated with the Rotary, Conversations, and Helium Clubs of that city. He is remembered by his friends as a dynamic, useful, capable and outstanding person, whose influence will continue to live.

SYNOPSIS OF RECOMMENDATIONS, LEGISLATION, AND PROGRESS, DURING THE ADMINISTRATION OF GEORGE COLVIN—1920-1924

I. Recommendations

A. Professional Service

1. State Department of Education
2. County Superintendents
3. Certification

B. Financial Equalization

C. Recommendations of Survey Commission

1. Better State Organization and Administration
 - a. Kentucky State Board of Education
 - b. State Department of Education—Adequate Professional Staff
2. Better Local Organization
 - a. County Organization
 - b. Single Code and Standards for City Schools
3. Better Trained Teachers
 - a. Certification System and Salary Schedule
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 - a. Teacher Training Institutions
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II. Statements of Governor Edwin P. Morrow

- A. Regular Session 1920
 - 1. Schools and Colleges
 - 2. Rural Education
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- B. Regular Session 1922
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III. Legislation

- 1. Kentucky Educational Commission
- 2. Constitutional Amendments
 - a. State Superintendent
 - b. Distribution of School Funds
- 3. County School Administration Law
 - a. County Board of Education
 - b. County Board to Appoint County Superintendent
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 - d. Tax Rate
 - e. Attendance Officer
- 4. Certification
 - a. Reduction in Number of Certificating Authorities
 - b. Professional Requirements for Elementary Certificate
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- 7. School Term
- 8. Two New Normal Schools
- 9. City School Charters
- 10. Independent School Districts
 - a. Tax Rate
 - b. No New Independent Districts
- 11. Nepotism Reduced

IV. Observation—Progress

- 1. Interest and Attendance
- 2. Financial Support
- 3. Training of Teachers
- 4. State Administration

SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations

At the beginning of his administration as Superintendent of Public Instruction, George Colvin saw two foundation needs of the public school system of Kentucky. One was a professional basis throughout the school system—in the Department of Education; in the County Superintendents' Offices; in requirements for certificates; and in the work of the teachers. The other was an equalized and sound financial support—one that would give opportunity to the rural two-thirds of Kentucky's childhood equal to that given the urban one-third; one that would finance the schooling of the children without regard to place of residence. To the accomplishment of these two goals, Superintendent Colvin gave most of his administration.

A. Professional Service**1. State Department of Education**

It was Mr. Colvin's idea that employees of the State Department of Education should be selected without regard to political affiliations.

2. County Superintendents

At the beginning of Mr. Colvin's administration, the county superintendent was nominated and elected on a political basis. The law did not require any professional training, not even high school education, for the position of county superintendent. Only few of the superintendents of the county and city districts were high school graduates, and fewer still had standard college training. It was Mr. Colvin's philosophy that the county and city superintendents should be educators with specific training for the work they had to do.

3. Certification

Teaching was not established on a professional basis. There were exactly 194 legally constituted authorities for the issuance of certificates, not to mention "back-seat drivers" having political and personal influence. All but four of these certifying authorities issued certificates on the basis of examinations, without regard to any scholastic record. Persons could get certificates qualifying for high school teaching without having advanced beyond the eighth grade.

Mr. Colvin said the certification law should be based upon the following principles:

- (a) "There should be but one certifying authority—the State.
- (b) "All certificates, except certificates of the lowest grade, should be based upon credentials instead of upon examination.
- (c) "Certificates should evidence definite academic and professional training. A high school certificate should be based upon training that will prepare for teaching in a high school; an elementary certificate should be based upon training that will prepare for teaching in the grades; a county superintendent's certificate should be granted to those who have completed a course that relates specifically to county school administration; a city superintendent's certificate should be granted to those who have completed a course that relates to city administration.
- (d) "Certificates must be based not only upon training, academic and professional, but upon successful teaching experience also.
- (e) "Salaries paid must have some relation to the certificates held.
- (f) "There must be a standard certificate in each field of work, and as many certificates of a lower grade in each field as are necessary to meet the needs of Kentucky's schools.
- (g) "A certificate of the lower grade must be convertible into a certificate of a higher grade as the result of successful experience and professional growth. Raise in the grade must also mean raise in the salary. Teachers will then have an inducement for improving themselves.
- (h) "We must forever rid ourselves of fraud and favoritism in granting certificates."

B. Financial Equalization

While Superintendent Colvin's efforts were on the one hand directed toward achieving professional service, it was on the other hand directed toward his second great purpose, that of putting the service on an equalized and sound financial basis. The existing plan of school districting and local taxation was defeating equalization of opportunity and failing to give adequate service to the great rural majority. School district gerrymandering was practiced. Then, as now, Kentucky's school revenue was derived from two sources—state taxation and local district taxation. Due to the fact that in this state children and wealth are not distributed alike, local district taxation is not reliably adequate. Mr. Colvin believed that it is a mistaken State policy that denies to the children in some of our counties such education as is given to the children of other counties. He said:

"There are three possible sources of financial support for our schools—the district, the county, the State. It should be the duty of each district within a county to render a certain definite financial support to its schools . . . It should be the duty of each county to equalize educational opportunity among the various districts in that county. Some counties are rich; some counties are poor. The same rate of taxation will produce twenty times as much money in one county as in another. It should be the duty of the State to equalize educational opportunities among the various counties of the State.

"There is only one sound principle of taxation for support of schools, and that is to levy your taxes where your property is and to spend the money where the children are. The present method of distribution of the school fund is totally unsatisfactory. . . . Under this plan, the school fund is distributed on a per capita basis equally among all the counties of the State, regardless of the county's effort and regardless of the county's needs."

He suggested that the Constitution be amended so that the school fund might be distributed on a more intelligent and equitable basis.

C. Recommendations of Survey Commission

A survey commission, known as The Kentucky Educational Commission, was appointed after the General Assembly of 1920 had enacted a law providing for such a Commission and authorizing the Governor to appoint five members on the Commission, to make a survey of the public educational system of Kentucky and to employ an experienced staff for that purpose, and to report its findings to the Governor. The General Education Board of New York provided an experienced staff and contributed fifteen thousand dollars toward same. More than eighteen months was spent in making the survey. Recommendations of this Commission were as follows:

1. Better State Organization and Administration**a. Kentucky State Board of Education**

The ex-officio State Board of Education should be abolished and a properly constituted board put in its place. It said: "To the new Board should be given

powers now exercised by the present State Board of Education; for example, the enforcing of the school laws and prescribing rules and regulations for the management of the schools. The power of enforcement should, however, be direct." It recommended that authority granted the State Board of Examiners, the Vocational Educational Board, and the State Textbook Commission should be abolished and put under the control of the properly constituted State Board of Education. This would centralize responsibility and guarantee unity of administration and eliminate duplication and waste.

b. **State Department of Education—Adequate Professional Staff**

This report recommended: "To do well the work that lies immediately before it, the state department of education should be organized somewhat as follows:

- "(1) Office of state superintendent, having, in addition to the superintendent and his personal secretary, an assistant superintendent in charge of the entire office and authorized to act in the absence of the superintendent.
- "(2) Division of school records, school reports, and publications, in charge of a director.
- "(3) Division of business methods and school accounts, in charge of a director.
- "(4) Division of schoolhouse plans, in charge of a director (a school architect), one assistant, and two draftsmen.
- "(5) Division of teachers' certificates, in charge of a director, two assistants, and temporary question makers and readers of examination papers.
- "(6) Division of teacher training, in charge of a director.
- "(7) Division of supervision, with at least six supervisors, in charge of:
 - (a) White elementary schools (3)
 - (b) Colored elementary schools (1)
 - (c) High schools (2)
- "(8) Division of agricultural and industrial education, in charge of a director and two assistants.
- "(9) Division of health and physical education, in charge of director.

"The superintendent and the head of each division must, of course, be provided with the necessary stenographers and clerks."

2. **Better Local Organization**

a. **County Organization**

- (1) "The legislation of 1920 is so sound that no considerable change need be made in county school organization. The law of 1920 wisely made the superintendent the executive officer and secretary of the county board of education, with special authority over the teaching body, including their appointment and assignment. The law erred,

however, in making the superintendent also the treasurer. One and the same person should not be the custodian of public funds and the active agent in their disbursement. The county treasurer should be the treasurer of the county board.

"Apart from modifications needed to unify the several laws passed at different times, the above suggested changes will give Kentucky an excellent county school law. There are but two important exceptions to this: (1) Sooner or later all graded school districts should be returned to the county school system, and (2) the county school tax should be levied like other county taxes on all the property of the county.

(2) "Good schools cannot be made by mere laws. The counties must obtain better trained superintendents. In order to do this, 'higher salaries must be paid'."

(3) "More consolidation is needed. The report places much emphasis on the need for consolidation, citing many reasons why consolidated schools are better than the schools that were in existence at that time; for example, "In consolidated schools, pupils can be better classified and graded; teaching can be more effectively distributed and supervised. Attendance is more regular because they offer larger educational opportunities furnished by playgrounds, gymnasium, laboratories, courses in home-making and farming, demonstration fields, assembly hall, etc. The consolidated school also quickly becomes a community center, adding interest and variety to adult as well as to child life".

(4) "Finally, county boards of education must furnish superintendents, supervisors, and attendance officers, school doctors and school nurses, with transportation at the expense of the county, and pay all expenses incurred in the performance of professional duties."

b. **Single Code and Standards for City Schools**

"The standards to be met by all cities operating independently of the county should be approximately as follows:

"(1) Each city should possess taxable property of not less than \$1,250,000.

"(2) Each city school district should provide ample school grounds, including playgrounds, athletic fields, and sanitary and hygienic schoolhouses, constructed according to plans approved by and in accordance with the rules and regulations of the State Board of Education.

"(3) Each city school district should maintain satisfactory elementary schools and at least one first class high school, with a school term of not less than 180 school days or 9 months.

"(4) Each city school district should in the future employ a superintendent who has had not less than five years'

experience as teacher, supervisor, or administrator, who has completed the equivalent of a standard college course, and who has had in addition, when due credit is given for experience and outside reading, not less than one year of special study in city administration and supervision. For the smaller cities it will doubtless be necessary for a time to permit lower qualifications, but certainly these higher qualifications should at once be made effective for first, second, and third class cities.

- "(5) Each city school district should henceforth employ only such new elementary teachers as have completed the equivalent of a four-year high school course, and, in addition, not less than a two-year normal school course.
- "(6) Each city school district should henceforth employ only such new high school teachers as have completed the equivalent of a standard four-year college course, including professional work in high school instruction.
- "(7) Each city school district should henceforth employ at least one whole-or partime attendance officer.

"While these standards are not high, they mark a distinct and feasible advance beyond present conditions."

3. Better Trained Teachers

"Better leadership is Kentucky's first educational need. But efficient superintendents, supervisors, and principals must have better trained teachers to work with. Obviously, do what it will, Kentucky will never have satisfactory schools until its teachers are better trained. The steps to be taken to secure better trained teachers are clear. A sound certification system must be established, the salaries paid must be adequate, and larger teacher training facilities must be obtained."

a Certification System and Salary Schedule

"Different kinds of school work call for different kinds of preparation. Elementary school teaching calls for one kind of training, high school teaching for another kind. A sound certification system will, therefore, provide as many kinds of certificates as there are kinds of school work calling for specific and prolonged preparation. Each given kind of certificate will be valid only in its own field. For example, elementary certificates should be valid only in elementary schools, high school certificates only in high schools. The several kinds of certificates to be provided would include city superintendents' certificates, county superintendents' certificates, supervisors' certificates, high school principals' certificates, rural high and elementary school principals' certificates, elementary school principals' certificates, high school teachers' certificates (including specialized high school certificates, such as those for home economics, and agriculture), and elementary school teachers' certificates

(including primary elementary, intermediate elementary, and grammar grade elementary)."

This quotation from the recommendation on "Better Trained Teachers" will give some idea of the discussion in the chapter "Better Trained Teachers". It is interesting to note now, in 1939, how much of this recommendation has been put into effect. This information may be secured by turning to the law on certification in effect at present.

4. Better Financial Support

"Educational progress in Kentucky is absolutely dependent on increased financial support. More money is needed for administration and supervision, more money for grounds, buildings, and equipment, more money for teachers and teacher-training institutions. In short, practically every improvement needed involves increased outlay."

The remainder of this chapter goes into much detail on—

a. Teacher Training Institutions

Increased appropriations from the general treasury for teacher training institutions and teacher training facilities, which are much needed, and suggests that the General Assembly of 1922 should make these appropriations, which would include additional funds for new buildings, grounds, and equipment.

b. Increased State and Local Support

Increased state and local school support for such purposes as better school grounds, buildings, and equipment, better trained teachers, longer school term for all schools. Special emphasis was placed upon the need for such increased service in the rural and smaller independent graded school districts.

They recommended a constitutional amendment whereby appropriations might be made to provide funds for the elimination of educational inequalities which arise chiefly from differences in the amount of the taxable wealth in different sections of the State, as well as in different communities of the same section of the State.

c. Planned Budgets

"Finally, the ordinary increases in public expenditures, to say nothing of the other necessary increases, require greater care in the preparation of school budgets. Cities have given considerable attention to their school budgets, and the law of 1920 requires a county school budget; but many cities, most graded school districts, and the State Department of Education have never had budgets. Aside from specific appropriations for the State Superintendent's salary and for

clerical hire, the amount of the remaining expenses of the department is undetermined, being carried in an open account."

If one desires to determine definitely how much of the suggestions in the above paragraph have been carried into effect, it may be seen by turning to the school laws in effect now (1939) and going to the records kept in the Department of Education concerning budgeting of funds in all the public schools of the State.

II. Statements of Governor Edwin P. Morrow

The portions of Governor Morrow's messages to the General Assembly, at the 1920 and the 1922 Regular Sessions, relating to Education, were as follows:

A. Regular Session 1920

1. Schools and Colleges

"The health, happiness and prosperity of our people, the use and development of our natural resources, the preservation of our liberties, the perpetuity of our institutions are dependent upon and determined by the diffusion of the right knowledge and by our attitude towards schools. The gravity of the times through which we are passing gives new emphasis to the importance of education and imposes new obligations upon our schools. It is not too much to say that, in this hour of crisis, our schools are, in almost literal truth, our ark of covenant in which reposes democracy's hope. A vigorous Americanism, that values citizenship in our republic, that appreciates our institutions, and ideals, that cherishes no other soul-loyalty, that thinks and acts in terms of no class but of all the people, constitutes our chief bulwark against the spirit of unrest and anarchy at work among us. Our schools must foster this as their first duty and universal education must accompany universal suffrage. The duties of citizenship must be stressed no less than its rights."

2. Rural Education

"The deplorable condition of our rural schools compels your immediate attention. Eighty per cent of our children live in rural districts and for that reason the problem of education becomes a problem of rural conditions. Kentucky has neglected her country children. In many parts of the country schools are taught in archaic buildings, buildings without proper equipment and often without suitable playgrounds. Rural teachers are so poorly paid that many counties have been unable to procure the required number of teachers for their schools during the present school year. While the law fixes the minimum salary at \$45.00, the salaries paid to teachers in rural schools range from \$35.00 to \$70.00 per month, or from \$210.00 to \$420.00 per year. The inevitable consequence of failure to pay a living wage has been to drive from the profession its best material and fewer young men and women are choosing teaching as a profession. State and county administration of public schools is subject to the uncertainties and baleful influence of politics. Local support by local taxation in the various counties is low, or lacking altogether, and school sentiment in many of them is fast disappearing. It is no exaggeration to say that we are facing a crisis in rural education. Immediate relief must be furnished, or the doors of these schools, poor as they are, will be closed to the children of the state and the general cause of rural education seriously hampered and retarded."

3. Recommendations

"Your wisdom and patriotism will meet this situation in a way worthy of Kentucky. A survey commission composed of trained, educational experts should be provided for in order that we may know just where the trouble lies and the way to remedy it. The State Superintendent of Public Instruction and County School Superintendents should be elected upon a non-partisan plan and their offices entirely removed from political influence. A constitutional provision should be submitted for the purpose of making the State Superintendent a statutory, rather than constitutional officer, and it may be the part of wisdom to provide that both State and County Superintendents should be appointed rather than elected. The pay of rural school teachers should be substantially increased and such a minimum salary provided as will secure trained and competent teachers, and capable administrative county superintendents. To this end there should be enacted a law fixing such a minimum levy in each county for school purposes as will enable increased pay for those in charge of rural schools and which will provide for the proper maintenance and equipment of such schools. In this matter generosity is economy and saving extravagance. Education is an investment; ignorance a tax."

B. Regular Session 1922

1 Kentucky Educational Commission

"Popular education and popular government are inevitably linked together. Popular government without popular education is impossible. Citizenship, with full appreciation for all that it implies, is not an inheritance; citizens must be taught and trained. No State is safe whose people, or a considerable number of whose people, are uneducated. No Kentuckian who loves his State can be contented with the present condition of her schools, nor with her rating as compared with other States.

"Within the past eighteen months a thorough, impartial and scientific survey has been made of the schools of our State. This survey has been made by educational experts. A copy of the Survey Commissioner's report has been furnished each member of the General Assembly. I earnestly hope and urge that each of you will study this report and give heed to its recommendations. It is no time for boasting. The 'brag' dies upon our lips when we know the facts. It is a time for grim determination and a high resolve to remedy educational conditions in Kentucky. Our failure of the past to provide for and secure better schools and better schoolhouses, and a better educational plan and system, should fill us with a new determination to make amends in the future. The educational handicaps under which Kentucky suffers, and has suffered are man made and can be removed by men. Legislation can do much, but legislation alone, however wise, will not give to Kentucky an efficient school system. We will not have good schools until Kentucky realizes the tragic cost of poor schools. Education is an investment; ignorance is a tax. I recommend that in your deliberations concerning this most important matter, you hold fast to all that is good in the legislation of the past. I challenge you to take no backward step. I recommend that you enact such new legislation as experience, wisdom and patriotism dictate. To this end I specifically recommend:

- "a. A re-organization of the State Board of Education.
- b. A sane, sound and scientific certification system and salary schedule.
- c. A more satisfactory method of selecting textbooks.

- d. A revision of the Attendance Law.
- e. State Support for and Extension of Summer Schools.
- f. A reorganization of the State Department of Education, providing the State Superintendent with an adequate professional staff, and providing especially for a more satisfactory system of supervising and inspecting the expenditure of school money throughout the State.
- g. A revision of the graded school law."

III. Legislation

During the administration of Superintendent Colvin, the following important school legislation was enacted.

1. Kentucky Educational Commission

The General Assembly of 1920 passed an Act providing for the creation of the Kentucky Educational Commission to make a survey of the public school system of the State, and report its findings.

2. Constitutional Amendments

a. State Superintendent

An Act submitting an amendment to the State Constitution to make the Superintendent of Public Instruction no longer a Constitutional officer subject to popular election and a four-year tenure limit. (The amendment was defeated by popular vote in the November, 1921, election).

b. Distribution of School Funds

An Act submitting an amendment to the State Constitution to admit as much as ten per cent of the State's appropriation to common schools to be apportioned on other than the per capita basis. This Act was designed to provide a fund for equalization of opportunity and stimulation of effort. (This proposed amendment was defeated by popular vote in November, 1921, election).

3. County Administration Law

The County Administration Law, passed during the administration of Superintendent Colvin, was undoubtedly one of the most constructive pieces of educational legislation ever enacted. Its outstanding features were as follows:

a. County Board of Education

It provided for Kentucky's first popularly elected county board of education. This was a board of five members, with overlapping terms, elected by the county district at large. Two years later, the Legislature retreated from this advanced position by restoring divisions of the county district, called "educational divisions", and having the board members elected by the voters of these divisions.

b. County Board to Appoint County Superintendent

To this popularly elected board was given the duty of appointing a superintendent of schools, setting his salary at not less than twelve hundred dollars a year, and paying it from the county school revenues. Up to this time county superintendents, replacing school commissioners in 1884, had been elected

politically and from general county funds paid salaries fixed by the fiscal court; minimum before 1912 four hundred dollars and after that, six hundred dollars a year.

c. Selection of Teachers

It further strengthened county school administration by discontinuing the power of subdistrict trustees to select teachers, and by vesting authority in the county board of education with the recommendation of the superintendent, to select all its employees.

d. Tax Rate

The county school tax rate privilege of the county board of education was raised from a maximum of thirty cents to a maximum of fifty cents to the hundred dollars, and a minimum rate of twenty-five cents was set up. With the enactment of the first county district law in 1908, the maximum levy rate was set at twenty cents. In 1918, it was advanced to thirty cents, and now it was further advanced to fifty cents. Superintendent Colvin considered this only temporary and recommended that it should later be raised more, ultimately to the end that rural children be provided for equally with city children.

e. Attendance Officer

This Act, together with a companion act, provided for the first time for the employment of an attendance officer in each county, and made compulsory the attendance of all children between seven and sixteen years of age for the entire term of school.

4. Certification

An Act designed to transfer certificating authority and promote professional training requirements for teachers. Its outstanding features are as follows:

a. Reduction in number of certificating authorities.

It transferred the issuing of elementary certificates from the offices of county superintendents to the State Department of Education, reducing the number of certifying offices from one hundred ninety-four to seventy-four. It retained the examination system and combined with it requirements of scholastic and professional training for all elementary teachers.

b. Professional Requirements for Elementary Certificate

It set up Kentucky's first requirement of high school training for eligibility to obtain an elementary certificate. It required one year of high school in 1922, two years in 1924, and high school graduation in 1926.

c. Professional Training for Eligibility for Elementary Certificate

It set up Kentucky's first requirement of professional training for eligibility to obtain an elementary certificate. It required five weeks in an approved normal school or teacher training institution in 1922, ten weeks in 1924, and twenty weeks in 1926.

d. Approval of Teacher Training School

It for the first time gave to the State Board of Education the function of approving schools for the training of teachers.

5. Consolidation

Laws were enacted that set up a procedure for the consolidation of rural schools, the levying of consolidated subdistrict taxes, and the issuing of bonds for consolidated school purposes, including the transportation of pupils to school. This was an innovation, for transportation of pupils to school at public expense was new, and our laws were interpreted not to permit it out of the proceeds of either the State per capita or the regular county district levy. So a separate levy for the purpose was authorized, but conditioned on a favorable popular vote in the consolidated area.

6. Minimum Salary

A minimum teachers' salary law was passed. The minimum was set at seventy-five dollars a month. The payment of this minimum was not guaranteed by the State, but was an obligation imposed on county districts. This minimum was conditioned on the district's ability to pay it, but the district was required to approximate it as nearly as it could by applying to salaries all the State per capita and the proceeds of a twenty-five cent levy.

7. School Term

An Act was passed extending the term of school from a minimum of six months to a minimum of seven months, and one discontinuing the five-day teacher institutes held in all the counties each year. These institutes were designed for professional training of teachers. With State Normal Schools in operation, it was considered undesirable to interrupt the term of school for a week to repeat instruction now required before certificates were issued. Appropriation was made for two years for the operation of county training schools in regional centers, some for white teachers and others for colored teachers, so they could meet the requirements of the new certificate law.

8. Two New Normal Schools

Two new State Normal Schools were provided for (1922), commissioners appointed to determine their location, and appropriations made for their operation. They were located, one at Murray, in the western part of the State, and the other at Morehead in the east. Dr. John W. Carr was the first president of the school in Murray, and Mr. Frank C. Button was the first president of the school in Morehead.

9. City School Charters

New city school charters were enacted in 1922, one for cities of the third class and one for districts embracing cities of the fourth class. Before this there was no uniformity of laws for these districts. Some operated under common school district laws, some under graded common school district laws, and some under special charters, no two of which were alike. Such charters were enacted

by the General Assembly prior to the adoption of our present constitution, but forbidden in it.

These new charters set up uniform and modern school administration machinery, and liberalized the school taxing privilege of these districts. The tax rate maximum for operation of schools in a city of the third class was set at one dollar to the hundred, subject to requisition by its board of nine members. The tax rate maximum for operation of schools in a district embracing a city of the fourth class was set at one dollar and fifty cents to the hundred dollars, subject to requisition by its board of five members. One dollar to the hundred had been the highest authorized in any of these districts. In all of these an additional rate was authorized for sinking fund purposes to meet the obligation of voted bonds.

Prior to the passage of this law, some districts embracing cities of the fourth class had provided schools for their colored population, and some had not, leaving that as an obligation of the rural county district. Under provision of this law, each such district was required to provide schools for all children resident within the district.

10. Independent School Districts

a. Tax Rate

Graded common school districts (independent districts not embracing cities larger than fifth class) were given a twenty-five cent increase in tax rate maximum in 1920. But their charters were obscure and unlike in their provisions. So in 1922, they were given a new charter. It was made uniform for all, repealing all special charters, and giving these districts the privilege of a tax rate up to one dollar and twenty-five cents to the hundred, exclusive of any sinking fund levy that might be needed.

b. No New Independent Districts

The most significant feature of this Act was the repeal of provision authorizing the creation of new graded school districts. When this law went into effect on June 14, 1922, there were three hundred eighty-eight independent school districts in Kentucky, in addition to one hundred twenty county districts, making a total of five hundred eight local districts. These districts were heterogeneous. Some were strong; others were weak. In school census, they ranged from forty children to nearly fifty thousand. Many of them were one-teacher and two-teacher districts. Many of them had only elementary schools, and paid no tuition for high school pupils. Fewer than two hundred of these districts recognized any obligation to their colored children. None of the graded common school districts maintained colored schools. The county school districts of their respective counties employed teachers for colored schools in these districts.

11. Nepotism Reduced

A new law prescribing qualifications of members of boards of education discouraged nepotism in school administration by disquali-

fyng any member in case of the employment by the board of one of his near relatives in any capacity.

IV. Observation—Progress

In citing the most significant improvements that were made during the administration of Superintendent Colvin, we quote his own words:

1. Interest and Attendance

"There has been an increased and more intelligent interest in education. We have had the largest and most regular attendance in the history of our State. This is equally true of the University, the Normal Schools, the high schools, the elementary schools, both city and rural. Attendance in rural schools has in the past four years increased from 37% to 65%. Attendance in city schools during the same period has increased from 51% to 76%. High School enrollment has increased from 20,700 to 38,179. The number of high school graduates has grown from 2,500 to 4,600. Attendance in our Normal Schools has increased from 2,377 to 5,229. Attendance in the University has increased from 1,272 to 3,436. Probably of even greater significance is the fact that more than eight thousand of Kentucky's teachers attended summer school during the past summer. . . .

2. Financial Support

"We are beginning to receive generous local financial support. The total amount of school funds raised locally in counties by taxation in 1919 was \$1,697,974.04; in 1923, \$10,854,530.77. In cities of the first four classes local support from local taxation has increased from \$2,902,892.30, in 1920, to \$4,578,318.94 in 1923. The amount of money raised by local taxation in graded school districts has increased from \$871,991.58 for 1920, to \$1,372,121.99 for 1923. . . . In 1919, the total amount expended on public education in Kentucky, omitting the University and Normal Schools, was \$6,242,746.48. In 1923, the total expended for this purpose was \$18,634,162.00. A very large percentage of this increase has been used to pay Kentucky teachers and superintendents a better salary. The average salary paid to the teachers of Kentucky, both city and rural, for the year 1919 was \$411.00. The average salary paid in 1923 was \$725.00. . . . In 1919 the average salary paid to county superintendents was \$1,064.38. The minimum salary at that time was \$600.00. A large number of superintendents received no more than the minimum. The average salary paid to county superintendents in 1923 was \$1,833.95. The minimum salary paid was \$1,200.00. The moneys referred to above do not include the moneys raised by local bond issues. The funds derived from these bond issues were used exclusively in the construction of new buildings and in the improvement of old buildings . . .

3. Training of Teachers

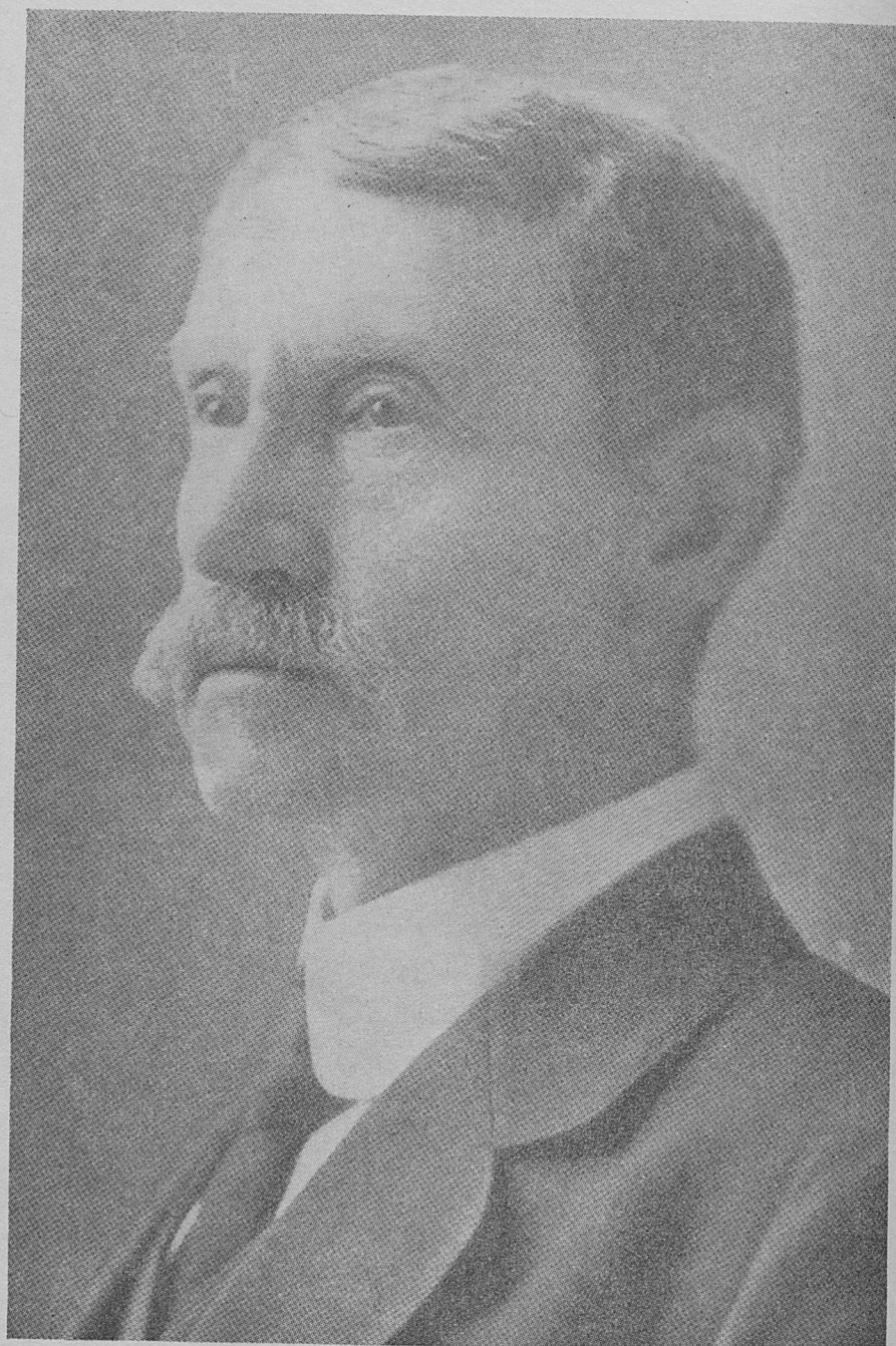
"Four years ago, 37% of Kentucky's elementary teachers had not gone beyond the eighth grade. They were without professional training. At the present time no teacher is permitted to take an examination to teach unless such teacher has completed at least one year of high school and has had at least five weeks of professional training. Increase in salary has thus meant better preparation and better preparation will inevitably mean increased teaching efficiency. . . .

4. State Administration

"State administration will never be permanently nor positively improved until a different method of selecting the superintendent is adopted, and until the superintendent has the right to succeed himself. State administration has been improved greatly during the past

two years, due to the increased appropriation made to this department making it possible to secure competent assistants, long and sorely needed. There have been added to the office force as a result of this increased appropriation a thoroly competent business inspector, a director of teacher training, a director of certification, an additional supervisor of colored schools, additional stenographic and clerical assistants, and a director of public school music."

George Colvin transformed Kentucky's public school structure. He laid foundations on which Kentucky's best school administrators to this day are proud to build.



McHENRY RHOADS

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RHOADS' ADMINISTRATION

1924-1928

McHenry Rhoads

McHenry Rhoads, the twenty-second Superintendent of Public Instruction of Kentucky, was born near the present town of Browder, in Muhlenberg County, Kentucky, July 27, 1858. He descended from pioneer stock. His great-grandfather, Henry Rhoads, a soldier in the Revolutionary War, married Elizabeth Stoner, of Maryland, in 1760, and later came with her and others into the wilderness of the Allegheny Mountains. As an outgrowth of his adventurous spirit, he made a settlement at the falls of Green River, named it Rhoadsville, and established another station where the town of Calhoun now is. He afterwards moved into what was then Logan County, and in 1798 represented Logan County in the Kentucky Legislature and secured the passage of the bill establishing Muhlenberg County.

McHenry was born at the ancestral home, the son of Absalom Johnson Rhoads and Tabitha Dennis Rhoads. His mother was also of a pioneer family that had lived in that county since Revolutionary times. In his boyhood, McHenry attended a country school and then a more advanced school in the county. Later, he was a student in West Kentucky Classical and Normal College at South Carrollton, Kentucky, and did some special work in Columbia University, New York.

Mr. Rhoads was married to Ree Crawford, August 3, 1887. She was a member of a prominent family in Grayson County, Kentucky. They became the parents of six sons and one daughter. Mrs. Rhoads died in 1926, at their home in Lexington, where Mr. Rhoads resides at this writing, with his son Wayland and his family. Wayland Rhoads is a member of the faculty of the College of Agriculture of the University of Kentucky.

Before his election to the office of State Superintendent of Public Instruction, Mr. Rhoads held the following positions:

1. Teacher in county schools;
2. Principal of preparatory school, West Kentucky College;
3. Instructor of science and English, West Kentucky College;
4. Instructor in Hartford College;
5. Editor of Hartford Herald;
6. Superintendent of Frankfort City Schools nine years;
7. Superintendent Owensboro City Schools eleven years;
8. State High School Inspector and Professor of Secondary Education, University of Kentucky.

After completing his four year term as Superintendent of Public Instruction, Mr. Rhoads returned to the University of Kentucky, where he has been active in educational work research. Since 1929, he has been Professor of Education, Emeritus, at that institution.

Mr. Rhoads is an officer in the Baptist Church, a devout christian of high moral character and ethical standards, and a very enthusiastic member of the Knights of Pythias. He has served as President of the Kentucky Education Association, and as Treasurer of the National Education Association. In 1928, he was appointed by the National Education Association to represent Kentucky as a delegate to the International Educational Conference held in Paris, France.

Throughout Kentucky, McHenry Rhoads is known, loved and respected by the members of the educational profession. He possesses many admirable traits of character. By no means the least of these is his uniform kindness and courtesy to those working with him and under his supervision. It would be difficult to over-estimate the value of McHenry Rhoads' services to the State of Kentucky and to posterity. He has been called the father of county high schools in Kentucky.

A SYNOPSIS OF RECOMMENDATIONS, LEGISLATION, AND PROGRESS, DURING THE ADMINISTRATION OF McHENRY RHOADS—1924-1928

I. Recommendations

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 - d. Financial
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II. Statement of Governor Wm. J. Fields

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10. Summer School
11. Auditing and Inspection
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VI. Summary

SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations

Superintendent Rhoads' administration was characterized by the dominant idea that teaching should be a profession. This is evidenced in the educational policy set forth by Mr. Rhoads as given in his biennial report for the two years ending June 30, 1925. We quote his suggested program as to educational policies.

1. Educational Policy

The constitutional plan of electing a State Superintendent every four years renders it almost impossible for the State of Kentucky to have a continuous and unified educational policy. No State Superintendent, under the Constitution, can succeed himself. Every four years a new official assumes the duties of the office, and almost inevitably changes are made both in the administrative affairs of the office, and policies pertaining to its administration. It is possible, however, within certain limitations, to have a general policy

for the administration of educational affairs in the state more or less continuous. With the hope that this may, in some measure at least, take a more definite shape in the future than it has in the past, I am venturing to suggest in this connection a forward-looking educational program for Kentucky. I am suggesting this program under four separate headings as follows:

a. **Professional—**

- (1) The development of a teaching force trained both in scholarship and teaching technique for the special field in which they expect to labor.
- (2) The gradual and harmonious development of teacher training institutions to their greatest possible efficiency in order that a competent and skilled teaching force may be available.
- (3) A cultivated public sentiment that will willingly bear the costs incidental to educational success.
- (4) The development of a spirit of helpful community cooperation with school interests that the work may be pleasant, idealistic and fruitful.
- (5) The adjustment of school room work to the life interests of the child to the end that his education will enable him to become both a productive factor in economic life, and a constructive force in shaping and directing community ideals.

b. **Administration—**

- (1) The selection by the people as their agents and representatives on boards of education of men and women who will really serve the best interests of their people, and who have no selfish interests to advance.
- (2) The employment of trained leaders only for responsible places in administrative lines.
- (3) A tenure in service that will be attractive to those employed, and advantageous to those served.
- (4) A remunerative wage that will secure competent instructors, and at the same time insure enthusiasm in efforts for service.
- (5) Understanding clearly the definite duties of administrative agents, and adhering closely to them.

c. **Legislation—**

- (1) The proposal only of such legislation as relates to policies and principles incident to the proper growth and direction of an educational system.
- (2) The creation of the State Board of Education representing as far as possible the various interests of the people.
- (3) The prevention of radical or reactionary legislation of any kind.
- (4) The raising of standards of scholarship through a system of certification and estimate of values as rapidly as conditions will permit.

- (5) Non-interference by the central authorities in purely local affairs consistent with the proper administration of the state's educational system.

d. **Financial—**

- (1) The state funds for educational purposes should be distributed partly on the basis of need, and not wholly on the basis of school population.
- (2) There should be created a fund from some source for the purpose of assisting in the construction of school buildings, in those sections of the state that levy the maximum tax, and still find themselves unable to furnish their children with modern, sanitary school houses.
- (3) Likewise, there should be created a fund from some available source for the purpose of assisting in paying teachers' salaries in those parts of the state that find themselves, after levying the maximum tax rate, unable to pay salaries that will attract the best grade of service.
- (4) Also, there should be created a fund for the purpose of aiding in consolidation of small districts into a large administrative unit in such communities as may profit by this plan, and that find themselves unable to accomplish this end, after exhausting their taxing privileges.
- (5) A very valuable fund would be a revolving loan fund from which communities might receive assistance at a low rate of interest in emergencies occasioned by disaster or unforeseen conditions.

2. **Educational Objectives**

The Kentucky Education Association had for 1927 a major objective of "AN EQUAL EDUCATIONAL OPPORTUNITY FOR EVERY CHILD IN KENTUCKY". In undertaking this objective, this Association held to the following fundamental truths:

- a. That public education is the foundation of a democracy.
- b. That Kentucky's greatest asset lies in human resources—her boys and girls.
- c. That every child has a right
 - (1) To be well born.
 - (2) To be reared in a good home.
 - (3) To have a chance to acquire a rich spiritual background.
 - (4) To attend a school that has
 - (a) As long a term
 - (b) As competent a teacher
 - (c) As good equipment
 - (d) As modern a building
 - (e) As sanitary conditions
 - (f) And as adequate playgrounds as any other child in Kentucky.
- d. That an effective public school system is dependent upon an intelligent and informed public opinion.

- e. That a competent teacher is the final determining factor in the rise or decline of public education.
- f. That the school exists to serve the child, not the selfish interests of any individual or of any organization, whether political, religious or industrial.
- g. That every child shall have an equal chance to a choice of occupations regardless of birth, wealth, environment or occupation of parentage.
- h. That the curriculum shall be so constructed as to be of the largest possible assistance in helping the child to discover what he can do best and in preparing him for his chosen vocation or profession.

3. Suggested Legislation

a. Program of the Kentucky Education Association

To aid in securing the above listed rights to the childhood of Kentucky, the Kentucky Education Association proposed the following legislative program to the General Assembly of 1928:

- (1) A properly constituted State Board of Education for the Commonwealth of Kentucky.
- (2) An equitable distribution of school funds throughout the State, whether by constitutional amendment or legislative enactment.
- (3) A law that will provide such a distribution of school funds in each county as will guarantee equal educational opportunity to all children therein.
- (4) A law that will preserve to county boards of education the same freedom in selecting their school officials, teachers, and other employes that city school boards and graded school boards now enjoy.

b. Recodification of School Laws

That a bill be passed recodifying the school laws, which was described in the biennial report of Superintendent Rhoads for the period ending June 30, 1925.

For years the lawyers, as well as the educators in Kentucky, had complained that the Kentucky school laws were "without form, and void." Sections were vague, complex, ambiguous and contradictory. Recodification is recommended so as to abbreviate, clarify and simplify the common school laws, without making any material changes in their meaning.

c. Certification

That the certification law be revised and amended, making the minimum standards for certification on credentials at graduation from a standard four-year high school, and in addition thereto not less than eighteen weeks' attendance in a normal school or college, with twenty per cent of the work done therein in professional subject matter; and that the privilege of securing certificates by examination, extended by the last legislature to eighth grade graduates, be confined to experienced and mature persons.

d. Constitutional Amendment—Equalization

That another attempt be made to amend the Constitution permitting the State Board of Education to distribute a small part of the school fund on a basis other than the census enumeration of pupils of school age in each county, for the purpose of equalizing the inequalities, and the stimulating of educational interest in the more backward communities.

e. Tax Levies—Maximum

That the maximum limit for county school levies be raised from 50c to 75c on the \$100.00 worth of assessable property, in order that counties desiring to do so may have the privilege of doing more for their schools in a financial way than was then permitted under the law; this privilege, however, to be optional with the county, and not mandatory.

f. Compulsory Attendance

That the compulsory attendance law be strengthened and made more specific, especially with reference to jurisdiction and penalties.

g. Consolidation

That the consolidation laws be amended and made more specific.

h. Textbooks—Selection

That amendments be made to the present State Textbook Law, or a new law written, insuring the selection of textbooks at the lowest possible price consistent with good business principles, and limiting more definitely than the present law does privileges of the State Textbook Commission in changes of textbooks, and further protecting more definitely than the present law does children in the exchange of books when they move from the country to a town or city having the privilege of adopting its own textbooks; and, further, to limit the classified cities and towns in the privilege of adopting textbooks to a small list of the best books that the Textbook Commission finds available.

i. State Board of Education—Bipartisan

That a bipartisan State Board of Education be provided for, with such personnel, powers and duties as will best serve the educational interests of Kentucky.

j. Destructive Legislation

That the legislature prevent the passage of any bill of a reactionary type reverting to old methods obsolete in our educational affairs and experience.

II. Statement of Governor Wm. J. Fields.

A. To the General Assembly of 1924

The portion of Governor Fields' message to the 1924 Regular Session of the General Assembly relating to Education is as follows:

1. Education—Importance

"Among the highest obligations of the state is the obligation to afford opportunity for its citizens to acquire an education. The sons and daughters of Kentucky are entitled to opportunities equal to the opportunities afforded the youth of any other state, which are now denied them. I, therefore, first address myself to the needs of our educational system."

2 Primary and High Schools

"Many counties of the State are unable, by reason of lack of revenue, to provide suitable or even habitable houses for primary and high schools. It is difficult, in some instances impossible, for the children of these counties to acquire an elementary education. Yet, from the youth of those communities may be developed the state's brightest intellect and most useful citizens.

"Those children will become a part of the citizenry of the state. Their value to the state and to society, as well as to themselves and their dependents, will be measured by their training and education. Their education is, therefore, both a state and a local problem. This being true, I recommend that provision be made for the state to advance money to counties that are unable to erect and equip buildings for primary and high schools, on such terms and for such time as will make easy its repayment through the development of their natural resources and their increase in wealth."

3. Normal Schools

"The efficiency and results of our elementary system of education depend upon the character and training of its teachers. To secure a sufficient force of trained teachers, it is necessary to increase the accommodations and equipment of our normal schools, which are now deficient, to the detriment of our whole elementary system. It is, therefore, essential to construct proper buildings for our four white and our two colored normal schools."

4 University of Kentucky

"The University of Kentucky is a state—not a local institution. Its purpose is not to afford opportunities to the children of wealth to acquire a college education. It was created and was maintained to put within the reach of the sons and daughters of every class the opportunity for the highest and most useful training.

"The University has neither dormitories nor classrooms sufficient to meet the demand upon it for the education of the youth of Kentucky. It can accommodate less than two thousand students. It should be able to accommodate fully two and a half times that number. Its deficiency forces many youths to leave Kentucky to obtain a college training, and prevents others, of limited means, from receiving such training."

5. Deaf and Dumb Institutes

"The deaf and dumb children of the state are entitled to the full sympathy and assistance of the state, and should be given every advantage that will contribute to their becoming self-supporting and independent. The accommodations of the Deaf and Dumb Institute are wholly insufficient."

6. Institute for the Blind

"The Institute for the Blind is one of the most worthy of our institutions. The demands upon it have grown far in excess of its capacity, and it should be supplied with sufficient funds to meet these demands."

B. To The General Assembly of 1926

The portion of Governor Field's message to the 1926 Regular Session of the General Assembly relating to Education is as follows:

1. Revenue

"Under the provisions of the Nelson Tax Law, the distribution of the State revenue is so made that all the revenue received from the assessment of real estate, intangible, franchises, and one-half of the inheritance tax, is expended for the support of education, the building of highways and maintenance of the sinking fund. All the remaining revenue received is credited to the general fund, except the motor vehicle and gasoline taxes, which are credited directly to the road fund. Under this distribution, the common school fund and the maintenance fund of the State Educational Institutions have been materially increased. With the exception of the one year that we had the benefit of the Bingham Inheritance Tax, more money is now being expended for education than ever before in the history of the State."

2. Funds for State University and Normal Schools

"As stated in my reference to revenue and taxation, under the revenue laws enacted at the preceding session of the General Assembly, the common school fund and the maintenance fund of the State Educational Institutions have been materially increased, making these funds apparently adequate to properly maintain the schools of the State. School buildings, however, cannot be constructed from these funds, as they are set apart by statute for maintenance only.

"Our State University and some of our Normal Schools have insufficient room and inadequate facilities to meet the demands upon them. It is, therefore, imperative that sufficient funds be supplied to enable them to meet these needs if Kentucky is to give to her youth the educational advantages that are enjoyed by the youth of our neighboring states.

"This demand upon the general fund of the State, therefore, adds to the necessity for additional revenues, to which I have heretofore referred."

III. Legislation Passed

The following important school legislation was enacted during Superintendent Rhoads' Administration.

A. General Session of 1924**1. Reorganization of the State Department of Education**

Under the provisions of Senate Bill No. 71, which is Chapter 58 of the Acts of the General Assembly of 1924, the State Department of Education was able to be organized into divisions of responsibility and service. The State Superintendent's duties were more definitely outlined and his privileges more definitely set forth than in any previous legislation. He was given the privilege by express statutory provisions to attend educational associations, conferences, or conventions, either in the state or out of it, for the purpose of keeping abreast of the times in educational interests and activities with the proviso that his expenses in any one year should not exceed a definite limit. Under the provisions of this Act, the State Department of Education has been organized as a real business undertaking.

HISTORY OF EDUCATION

The Superintendent is given an Assistant with definitely outlined duties. There exists the following divisions:

- Division of Certification and Examination;
- Division of High School Supervision;
- Division of Rural School Supervision;
- Division of Vocational Education, including Agriculture, Home Economics, Trades and Industries, and Rehabilitation of persons crippled in industry;
- Division of Supervision for Negro Education;
- Division of Inspection and Accounting;
- Division of Music Supervision; and a
- Division of Teacher Training;

all of which are in active operation with competent and efficient persons performing the duties incidental thereto. All of these activities are limited in their expenses to funds available for such purposes under provisions outlined by the General Assembly at its biennial sessions. Privilege is given for a Division of Statistics and Information, and for cooperation with allied organizations, but at present no funds are available for such purposes.

2. **Uniform Certification**

A law providing for a uniform system of certifying persons to teach in the public schools of the state with uniform qualifications of high school graduation plus one-half year in normal school or college.

3. **Superintendents' Qualifications**

A law fixing qualifications for superintendents' positions, both city and county, at two years of college work above high school graduation, with a percentage of accomplishment in professional subject matter. The State Board of Education in the same bill was given the privilege of issuing uniform rules and regulations interpreting the school laws and setting forth ways and means for the administration of school affairs.

4. **Vocational Education**

A law accepting the provisions of the Federal Act for Vocational Education and outlining a plan for administration of same.

5. **Consolidation**

A law setting forth a plan for the consolidation of small school units into larger units for economy of administration, supervision, and classification.

B. **General Session of 1926**

1. **Tax Levy**

A law raising the maximum tax which county boards of education might levy from 50c to 75c.

2. **County Boards of Education**

A law creating county boards of education with responsible duties in administration.

3. Uniform Budget System

A law creating a uniform budget system for the administration of the fiscal affairs of the common schools for each of the counties of the Commonwealth.

4. Other Minor Laws

During Mr. Rhoads' Administration, other minor laws were enacted by the General Assembly at its 1924 and 1926 regular sessions. These included a law providing for teaching the Constitution and reading The Bible in the common schools, together with other minor legislation.

IV. Legislation Defeated

1. Bill to "Elect" the County Superintendent

It seems that no discussion of the achievements of Mr. Rhoads' Administration as Superintendent of Public Instruction would be complete without mentioning at least one important legislative bill that he helped to defeat. Frequent efforts had been made since the county school administration law was passed, which made the position of county school superintendent appointive instead of elective, to repeal that law and to throw the election of county school superintendents back into its original status of popular election.

During the 1926 session of the General Assembly, both the Senate and House of Representatives voted in favor of the popular election of county school superintendent. This was done over the protest of the Kentucky Education Association, educators throughout the State, and the State Department of Education. Mr. Rhoads probably did more than any other person in winning a victory for the schools of the State when he wrote to Governor Fields an appeal in which he gave a twelve-point protest against the bill, asking the Governor to veto it. We copy Mr. Rhoads' letter to Governor Fields:

"March 19, 1926

Governor W. J. Fields

State Capitol

Frankfort, Kentucky

"Dear Governor:

"I most earnestly ask you to consider the following reasons why in my judgment House Bill No. 34, generally referred to as the Jones Bill, should meet with your disapproval and veto:

"1. The county board of education is elected by the people as their representatives in the direction, control and management of the county schools. They are invested with the power and given the duty of employing superintendents, principals, teachers and other employees to serve the school interests of the county school district only. The people have full representation through their board of education whom they elect.

"2. For a number of years city school districts have elected boards of education to whom are delegated duties similar to those vested in the county boards of education. This plan has proven satisfactory and successful. City boards of education select superintendents, principals and teachers and other employees on merit and qualifications.

"3. Modern educational administration is based upon sound fundamental principles reached as a result of experience and test. One of the modern educational principles is the administration of school affairs through boards elected by the people for this particular purpose. House Bill 34 is at variance with, controverts and annuls this fundamental principle in modern successful school administration.

"4. The present plan of selecting a county superintendent is satisfactory in more than eighty per cent of the counties of the State. Unfortunately, it has not worked well in a few notable instances. The fault lies not in the plan itself, but in the method of administration in a few localities.

"5. The plan of electing county superintendents by direct popular vote was discarded after years of trial and the present plan substituted therefor as a better method. Under the proposed plan, the county superintendent will be a county official. Under the present plan, he is merely a professional employee of the county board of education, under contract to do the bidding of the board. Under the proposed plan—election by popular vote—the county superintendent's office will be a part of the political machinery of each county.

"6. Under the present plan, the county superintendent may be elected by the board of education for one, two, three or four years. Under the present plan, he may be dismissed for cause. Under the plan proposed in the Jones Bill, he must be elected for the same term as other county officials. Under the plan proposed in the bill, he cannot be discharged.

"7. It is admitted that the present plan has not entirely taken the position of county superintendent out of politics, but it has materially reduced the opportunities for such activity. Under the proposed plan, judging from past experiences, the office of county superintendent would become too frequently a mere pawn in the political organization of some counties.

"8. A careful consideration of this bill reveals the fact that it is ill-advised, loosely constructed, antagonistic in its parts and evidently prepared without adequate knowledge of the workings of our educational system. After the bill was first introduced in the House, a substitute was offered by way of amendment, and while on its last reading and passage by the House, the author of the bill was under the necessity of amending the substitute in three essential particulars. The Senate amended it in many ways. The House, at the request of the author of the bill, refused to concur in some of the Senate amendments. A conference committee was requested and appointed in both House and Senate. This conference committee never made a report, the Senate members of the conference committee refusing to further consider the proposition. The bill was finally brought out in the House without a report from the conference committee and passed by a narrow majority.

"9. After the bill received numerous amendments introducing new matter into the bill, the title of the bill was not amended to conform therewith. This fact, judging from numerous court decisions, renders the bill unconstitutional. A veto would prevent the necessity of court action in order to have same declared unconstitutional. One amendment gives the county superintendent jurisdiction over graded schools without setting up any plan or machinery for the transfer of authority as at present existing in graded schools, over to the county superintendent elected under the proposed plan in House Bill 34.

"10. This proposed plan also extends the electorate for county superintendent to third and fourth class cities and graded common school districts, while it requires the funds for the payment of the salary of this proposed official to be levied and raised on property

outside of these cities and graded common school districts, and exempts property in third and fourth class cities and graded common school districts from taxation for expenses incident to the administrative work of this proposed official.

"11. This bill as amended exempts counties in which are located cities of the first and second class, thereby destroying the unity of county school administration in the State.

"12. Ninety per cent of the people engaged in education in the State of Kentucky favor the present plan of county administration and oppose the plan proposed in the Jones Bill. The State Educational Association, the State Superintendents section of the Kentucky Education Association, five district education associations, State Parent-Teacher Association, the State Association of Women's Clubs, and other organizations, have unanimously endorsed the present plan and opposed any attempt to revert to the plan proposed in the Jones Bill.

"For the above reasons and many others that may be recited, I believe you will be fully justified in reaching the conclusion that House Bill No. 34 should meet with your emphatic disapproval. I believe that you can render the schools of the State a signal service by vetoing this bill. No backward step.

"Yours very truly,

(Signed) McHenry Rhoads
Superintendent Public Instruction."

Thus the victory was won.

V. Observations—Progress

In the second biennial report, which was for the two years ending June 30, 1927, Superintendent Rhoads discusses the progress that was taking place in the school system of Kentucky. In setting forth these improvements, we take the words of Superintendent Rhoads, as printed in his report:

1. Organization

"Under the provisions of Senate Bill No. 71, which is Chapter 58 of the Acts of the General Assembly of 1924, the State Department of Education was able to be organized into divisions of responsibility and service." (As stated under No. 1 in Legislation passed in 1924.)

2 Standards

"Standards for measuring the accomplishments of those who labor in the field of education in instruction, supervision and administration have been given more definite shape and meaning. Chapter 63, Acts of the General Assembly of 1924, contains these standards by which educational accomplishment may be more definitely determined and certificates of proficiency issued upon credentials furnished by those desiring to serve in the educational field. Teachers' certificates or licenses were provided for upon satisfactory evidences of definite types of accomplishment in scholarship and experience. Qualification for superintendents' positions, both city and county, were fixed at two years of college work above high school graduation with a percentage of accomplishment in professional subject matter. The State Board of Education in the same bill were given the privilege of issuing uniform rules and regulations interpreting the school laws and setting forth ways and means for the administration of school affairs. Prior to the Act of 1924, candi-

dates for superintendents' and supervisors' certificates were required to pass an examination in a limited field. The State Board of Education under provisions granted them by this Act of the Legislature issued rules and regulations governing the granting of certificates to superintendents and supervisors then in office. After a survey of the field it was evident to the State Board of Education that a liberal interpretation of the two years of college work required by law for positions of administration would be not only advisable but necessary in order to do no injustice to capable and efficient superintendents then in office who had served their constituency a number of years in a very efficient and effective manner. Successful experience covering a number of years in service was accepted by the State Board of Education as part requirement for the issuance of superintendents' certificates. All superintendents were treated with justice, fairness and impartiality upon this basis by the State Board of Education. The credits allowed for experience in every instance will have to be made up in college credits during the life of the certificate issued by the State Board of Education in order to meet the requirements of the law passed by the General Assembly of 1926 relating to certification. Upon the urgent request and solicitation of employing boards, the State Board of Education deemed it advisable to issue a few one-year temporary certificates or permits to county superintendents for the purpose of giving them that much additional time in which to meet the definite requirements of certification under the 1924 law. The State Board of Education felt justified in taking this course, believing it would serve the best interest of the schools of the State and grant to capable superintendents the opportunity of improvement while in service and to finally meet the specific requirements of the law. The State Board of Education, and especially its chairman, have been more or less criticised for this liberal policy of transition from no standards to a definite standard of two years' scholarship. The critics, however, were unmindful of the fact that educational progress does not consist of spasmodic efforts, but in definite growth and development. They fail to observe that drastic action upon the part of the State Board of Education, while permitted by law, would have been injurious to the school system of the State as a whole and worked injustice upon a number of very capable superintendents. It is a matter worthy of note that all superintendents who were granted a part of their credits on experience immediately entered the field of educational information and instruction by attending summer schools, teacher training courses, extension courses and correspondence courses, and, as a result thereof, a new buoyant spirit of confidence is taking possession of the school administrators of the State in a manner that deserves most hearty commendation. In the opinion of the chairman, the State Board of Education pursued the wisest course possible under sometimes very trying conditions, having in mind only the best interests of the children in the schools of the State and justice to those engaged in instruction and supervision. By the time this transition period expires, Kentucky will be upon a solid basis for certification in the

field of instruction and supervision such as it has never enjoyed within its educational history.

3. Equal Opportunity

"The slogan of the Kentucky Education Association—"An Equal Educational Opportunity for Every Child in Kentucky"—is an ideal which may never be completely realized, but should be approached as nearly as possible by those interested in the welfare of the children of the State and the service to be rendered them by the schools as an organized agent of society.

"Glaring and significant inequalities in time, revenue, tenure of service, salaries paid teachers and property investments for school purposes should be carefully studied by the leaders of educational thought and progress in the State and proper measures taken to solve the many problems connected therewith in the most intelligent manner possible.

"The distribution of the public school fund of the State should not be made entirely on the basis of school population as at present. A small part of the public school fund should be distributed on the basis of needs. This would require an amendment to the Constitution. An alternative, however, would be an appropriation from the general expenditure fund of the State to be administered by the State Board of Education for the purpose of encouraging educational interests in backward sections of the State.

4. Financial

"An amendment to the Constitution permitted a classification of property for taxation. The State Tax Commission under the privileges of the Act of 1917 recommended to the Legislature of 1924 that 69% of the aggregate amount of tax realized by all assessments made and levied upon real estate, money in hand, notes, bonds, accounts and other credits, franchises and shares of stock be used for the support of the common schools of the State. The school fund arising from taxation distributed in 1924-25 was \$4,652,229.35; in 1925-26, \$4,650,268.00; in 1926-27, \$5,252,615.00; and in 1927-28, \$5,598,168.00. In addition to this State fund distributed to the one hundred and twenty counties in the State on the per capita basis as shown by the school census, funds raised by local taxation for school purposes range between ten and twelve million dollars. The last Legislature granted the county boards of education the privilege of levying a tax for school purposes locally not in excess of 75c on the \$100 worth of taxable property, which will add to the amount of funds available for school purposes levied locally.

5. Legislation

"Significant legislation for the schools of the State in recent years is in a general way to be found under the following captions: Organization of the State Department of Education as a growing, developing business interest; providing for a uniform system of certifying persons to teach in the public schools of the State with a uniform qualification of high school graduation plus one-half year in normal school or college; enlarging the taxing privileges of the city and

county boards of education in order to meet local needs; accepting the provisions of the Federal Act for Vocational Education and outlining a plan for administration of same; a plan for the consolidation of small school units into larger units for economy of administration, supervision and classification; higher standard fixed for superintendents and supervisors, making a minimum of two years of college or normal school work above high school graduation; making the county the unit of administration for all phases of school work; the creation of county boards of education with responsible duties in administration, and the prevention of reactionary legislation.

6. Support of Teacher Training Institutions

"A study of the income of the State University and Normal Schools and Teachers Colleges for the past three years indicates a steady increase in the income of these institutions. The special appropriations made by the Legislatures of 1924 and 1926 indicate a liberal public attitude upon the part of the General Assembly and the people of the State toward support of the teacher training institutions.

Institutions	1924	1925	1926	1927
State University.....	\$390,040.00	\$549,076.00	\$611,495.00	\$896,930.60
Western Normal.....	163,591.00	251,117.00	259,211.00	373,360.23
Eastern Normal.....	153,684.00	182,067.00	188,222.00	261,767.90
Murray Normal.....	30,129.00	135,000.00	139,923.00	191,940.75
Morehead Normal....	33,256.00	138,238.00	139,923.00	191,940.75

Special Appropriations

	1924	1926
Morehead	\$ 400,000.00	\$ 320,000.00
Murray	400,000.00	320,000.00
Western	200,000.00	320,000.00
Eastern		320,000.00
University of Kentucky	75,000.00	150,000.00
	\$1,075,000.00	\$1,430,000.00

7 Vocational Education

"Kentucky's program for Vocational Education is predicated on the theory of an equal opportunity for every child. An equal opportunity for every child means a chance to prepare himself for a vocation and to realize the greatest satisfaction from that choice. Such an equality can only be attained when the program of instruction provides the knowledges and skills for the different interests, aptitudes and abilities of individuals.

"There is a total of 177 different classes or departments of Vocational Education today, which is a 23% increase over 1924. The increase in enrollment in these classes is 25% over 1924. Library and laboratory equipment has improved proportionately.

Agriculture.

"There are 93 departments in high schools, which is an increase of 20% over 1924. The enrollment in these classes is a 34% increase

over 1924. The program for agricultural education has attracted the attention of business men, bankers, Bourbon Stock Yards, newspapers, railroad companies, and the State Fair Board to the extent that these organizations have contributed more than \$5,000 to the stimulation of the work. The pre-vocational and adult courses have likewise been attractive.

Home Economics

"Home Economics is offered in 126 different centers in the State, with 175 home economic teachers. This is an increase of 24% over 1924. Twenty-four different departments are being subsidized, which is an increase of 46%. The increase in enrollments since 1924 is 46%. If funds were available, the program could easily be quadrupled within a year's time.

Trades

"Today there are 60 different trades classes operating, which is a 25% increase since 1924. There are 920 pupils enrolled in trade classes which is an increase of approximately 35% over 1924. It should be remembered that evening courses in trades and industries are constantly being organized and re-organized, thus considerable fluctuation. Two or three additional centers are considering establishing of trades schools similar to the Theodore Ahrens Trade School in Louisville.

Rehabilitation

"The most unequal opportunity exists with educational conditions for the physically disabled. A large per cent of Kentucky's ability is inadequately trained because there has been limited provisions for the training of the physically disabled. It is estimated that every year 500 children between the ages of 16 and 21 and 1,000 adults are disabled through industrial accidents in Kentucky. In order to prevent these people from becoming a burden to society, a re-training and a re-establishment program is necessary. Rehabilitation, as carried on through the State Department, is not yet adequate to meet the demands, though there has been a substantial increase in the number of cases handled in the past four years.

8. Consolidation

"Comparing statistics for 1924 and 1927 on this subject convinces one that our rural problems are being intelligently studied and gradually solved in a very practical manner.

	1924	1927
Number of two-teacher rural schools	639	718
Number of three-teacher rural schools	127	155
Number of four or more teacher rural schools	213	265
Number of rural schools providing public transportation	78	112
Number of counties with some public transportation	30	42
Number of districts having special local tax	84	143

9. High Schools

"A comparison of the public high schools of the State for the years 1924, 1926 and 1927 indicates a very decided growth and improvement in this field during these years.

Data Re High Schools—1924-26-27

	1924	1926	1927
1. Enrollment	38,575	42,666	46,083
2. Number of high school teachers ..	1,720	1,915	2,092
3. Number of high school graduates	4,348	6,705	5,458
4. No. of graduates who went to college	2,108	2,476	2,660
5. Average salary of high school teachers	\$1,252.92	\$1,323.00	\$1,257.31*
6. Value of high school equipment	\$766,617.00	\$795,140.00	\$678,573.00**
7. Value of high school property..	\$13,351,591.00	\$15,280,224.00	\$15,830,436.00
8. Per capita cost based on enrollment	\$77.00	\$72.00	\$71.88

HIGH SCHOOLS FOR COLORED PERSONS

"The law requires educational administrative units to maintain high schools for colored children eligible for such service or to contract with convenient high schools for instruction therein. The cities pretty generally throughout the State maintain high school departments in connection with their schools for colored children. The counties quite generally have contracts with city high schools for tuition of colored children eligible for high school instruction. The following statistics will give the latest information as to the condition of the high schools for colored persons at the close of the school year June 30, 1927:

Number of high schools	55
Number of high school teachers	163
Enrollment	2,664
Number high school graduates	209
Number of last year's class who went to college	131
Average salary of high school teachers	\$892.00*
Value of high school equipment	\$60,056.00**
Value of high school property	\$675,291.00
Per capita cost	\$74.95

* Average salary including principal.

** Libraries are excluded. Beginning with the school year 1926-27, libraries are reported in terms of "total number of volumes" instead of "total value".

10.

11.

Ed.—

10. Summer Schools

"In 1920, a law was enacted by the Legislature abolishing county teacher institutes and substituting therefor wherever necessary summer teacher training schools of six weeks' duration. In 1924, there were twenty-six of these schools held during the summer; in 1925, twenty-one; in 1926, sixteen; and in 1927, thirteen. This is a favorable indication and indicates most definitely that teachers are attending the regular teacher training institutions to prepare themselves for service and for meeting the requirements of the law as to scholarship. These summer schools were necessarily of a temporary nature and will in due and reasonable time cease to exist as the necessity for same diminishes. Credit for work in same at present under the law can be given toward estimating salaries and granting certificates.

11. Auditing and Inspection

"The Division of Auditing and Inspection has been doing some very efficient work in the past three years. Indebtedness existing in various counties has been definitely ascertained and reported to the boards of education. Moneys due the school fund from collectors who were negligent or delaying in paying same over have been definitely estimated, and reimbursement has been made to the proper funds therefor. It is a source of much gratification to know that in the majority of instances the books and accounts of boards of education, treasurers and superintendents have been well and accurately kept and in the main satisfactory. It is a source, however, of sincere regret that in a few notable instances conditions have been unearthed in some counties that were very undesirable, irregular and in some few instances illegal. In so far as possible the State Board of Education has exercised its limited authority under the law to correct these irregular and illegal actions whenever same has been called to their attention, always with the idea in view to interfere as little as possible with local affairs and to emphasize the principle of local self-government and interfering only for the purpose of seeing that the laws of the State referring to educational administration and finances are obeyed and complied with."



W. C. BELL

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BELL'S ADMINISTRATION

1928-1932

W. C. Bell

William Cecelius Bell, the twenty-third Superintendent of Public Instruction, was born March 15, 1875, at Ensor, near Owensboro, in Daviess County, Kentucky. He was the son of Laura A. Jones Bell, whose parents coming from North Carolina were early settlers in Kentucky. His father was a farmer and, like a majority of the farmers of that section, felt the sting of the Civil War. "Celie", as he was familiarly called, and his younger and only brother, Roy, learned early in life to perform tasks on the farm. By working from early morning until late night, Celie learned that by "*sticking to the job*" he could gain the worth-while things he desired. He found time to attend school and to secure for himself an education and the fulfillment of his "ambition to be of service to others". Climbing gradually, he attained for himself the highest educational position of his native state, that of Superintendent of Public Instruction.

Malcolm McIntyre was one of Mr. Bell's teachers; he seems to have played a great part in inspiring Celie to intellectual growth. It is said that Celie and Roy Bell would follow this teacher from place to place, paying him tuition in self-earned money. After attending the county schools of Daviess County, Celie attended Hartford Academy, where he did his high school work. He later attended Western Normal, the University of Kentucky and Peabody College, where he received his A. B. and M. A. degrees.

On June 25, 1902, Mr. Bell was married to Mary Thomas Head, a teacher and native of Daviess County, Kentucky. There were born four children, Louise, Rachel, Mildred and Edward.

Before his election to the office of State Superintendent of Public Instruction, Mr. Bell held the following positions:

1. Teacher in county schools (1894-1903);
2. Superintendent of Central City Schools (7 years);
3. Principal of the Owensboro City School (9 years);
4. For two years connected with Owensboro Business College;
5. Instructor in the Southern Methodist University, Dallas, Texas (1916-1917);
6. Director of Certification in the State Department of Education (1923-1928).

After completing the four-year term of office as State Superintendent of Public Instruction, Mr. Bell continued in the State Department of Education as Director of Public Relations until his death, January 26, 1935. On Thanksgiving eve, 1934, while walking to his home in a drizzling rain, he was struck and knocked down by a passing automobile, breaking his arm and leg and crushing his shoulder. He never fully recovered from this accident. He died from a sudden heart attack.

Mr. Bell belonged to the Methodist Church (South), and was a member of the Masonic fraternity (Knight Templar and Shriner). He always took his work seriously, giving much time to reading and studying. His death was a shock to his friends throughout the State, and might be described as the passing of an energetic, ambitious and successful school man.

**SYNOPSIS OF RECOMMENDATIONS, LEGISLATION, AND PROGRESS,
DURING THE ADMINISTRATION OF W. C. BELL—1928-1932**

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SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations

There were several ways in which Mr. W. C. Bell's Administration might be characterized. It has been spoken of as an "administration of lawsuits"—an administration in which there was a severe clash of personalities, that is between Superintendent Bell and Governor Sampson, as an administration the high light of which was "research" and his untiring efforts toward the "equalization of educational opportunities". However we describe his administration, there is still the dominant idea that Mr. Bell was a man of deep convictions, who had a keen understanding of the educational problems of the day. These characteristics are evident in his major recommendations, which are as follows:

1. Textbooks

a. Adoption

"That the General Assembly give serious and earnest consideration to the modification of our present textbook law or to the enactment of a new textbook law that incorporates without question provisions whereby procedure of the commission shall respect basic or fundamental principles of procedure, and that would impose upon the personnel of the Textbook Commission the responsibility of exercising individual judgment and perfect freedom, untrammelled and without the slightest official influence, or influence otherwise, and impose upon any person accepting membership on the Textbook Commission the binding obligation to solicit textbooks upon his own personal, unbiased and uninfluenced judgment."

b. Free Textbooks—"Opposed To"

Superintendent Bell was opposed to the purchase of free textbooks by the State at that time under conditions then existing.

These were his words:

"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, I most respectfully recommend that you do not make an appropriation for the purchase of 'free textbooks' during the succeeding biennium."

In his report for the biennium ending June 30, 1929, Superintendent Bell wrote to the General Assembly as follows:

"Let us advance to a degree of progress where we can with pride and satisfaction announce to the world that Kentucky is now employing for all of her schools trained, experienced and zealous teachers. After attaining to such a degree of progress, we should then be in a position to not only furnish 'free textbooks' but to furnish them with a very much greater assurance that the best, most consistent and most profitable use can be made of them under the direction of trained, experienced and zealous teachers."

2. **Equalization Fund Needed**

"That legislation be enacted appropriating a sum sufficient to provide funds whereby every teacher in the Commonwealth may be paid a minimum salary of \$75 per month for at least seven months in every school year."

3. **Evaluation of School System**

"That the General Assembly authorize and direct the State Department of Education, through its Division of Research, to make a thorough evaluation of the public schools during the succeeding biennium and report with recommendations to the General Assembly of 1934."

4. **Subdistrict Trustees**

"That legislation be enacted designed to prevent subdistrict trustees from 'trafficing' in schools in their nominations of teachers."

5. **Certification**

Superintendent Bell states that approximately 25,000 teachers held certificates valid for the school year 1931-1932, and that 13,000 of these were held by teachers having less than one year's training above high school; more than 11,000 were held by teachers who had two or more years' of college work; and that there were about 16,000 teaching positions in the state. On the basis of these facts, he made the following recommendations:

- a. That all certification laws be amended so as to discontinue the granting of certificates of original issue on less than two years of training above high school.
- b. Amend the statutes by striking out that part which imposed upon the Superintendent of Public Instruction the duty of issuing permits where emergencies existed and place upon the State Board of Examiners the responsibility of issuing permits.

6. **Consolidation**

Through his research, Mr. Bell reveals the meagerness of educational opportunities afforded the pupils in small, inefficient schools. He said that the "most costly institution of the public school system is the one room school", and urged consolidation.

II. **Statements of Governor Flem D. Sampson**

The portions of Governor Sampson's messages to the 1928 and 1930 Regular Sessions of the General Assembly relating to Education are as follows:

A. Regular Session 1928

1. Needs of Schools—Compensation of Teachers

"The free school is the basis of our educational system and it must be carefully directed and fostered. The term should be lengthened and the curriculum amplified, so as to give the boy or girl who has only free school opportunities, as complete an education as may be obtained in the grades anywhere. The teachers of our free schools are and have been underpaid. Many of them, after spending years in the profession and becoming better qualified for the work, are forced to leave it because of the meagerness of the compensation. This is poor economy for our public schools. A careful study of the needs of the free schools must be made to the end that the system may be perfected and the teachers receive greater compensation.

2. Free Textbooks—Need For

"Kentucky has been making great progress educationally in recent years but she is not yet up to the standard in this respect. Most of the great progressive States of the Union are and have been giving, for years past, free textbooks to the boys and girls in the grades. This, I believe has been of inestimable advantage and has raised the educational standards in those States. Kentucky has for one reason or another failed to adopt the free textbook system. This I think has militated against her educational system and is partly responsible for the backward condition of our free schools and no doubt has contributed largely to the illiteracy which is so prevalent in some sections of our State. Free textbooks was one of the leading issues of the recent political campaign and the people voted overwhelmingly in favor of free textbooks. I can think of no one thing that will do more to advance the interest of the children of the free schools than free textbooks. We furnish school houses free, with free desks and other equipment to the boys and girls, and then refuse to provide free textbooks which are equally as essential. It seems illogical to do so. I think Kentucky should take her place with the most advanced States of the Union and provide her boys and girls free textbooks for all the basic subjects in the grades. The books will cost the State a considerable sum of money, but we are now paying for them, and it will cost less to buy them in quantities, and, the burden will be more equitably distributed among the taxpayers. I, therefore, earnestly recommend the immediate passage of a bill providing textbooks in the basic grade subjects for all pupil children of the Commonwealth to be bought and paid for at public expense.

3. Money for Free Textbooks

"There is now, as I am informed, a large surplus in one of the divisions of the educational department, which it seems to me might well be appropriated to the purchase of textbooks for use in the public schools. . . .

4. Changing of Textbooks

"Our textbooks have been changed too frequently. This has cast a great burden on the parents of school children. I think the law should be changed so as to make the textbook commission more responsive to the wishes of the taxpayers and less willing to serve the publishers of textbooks. The textbook adoption law, as it now stands, is largely on the side of the publishers as against the people. If the present law were repealed and another enacted which would allow the textbook commission to suggest changes effective twelve (12) months in advance, provided the people at the next general election should approve the adoption, many of the arbitrary changes would be avoided. Or, like results might be obtained by submitting the adoption to all members of the county boards of education throughout the State, to become effective when as many as two-thirds of the individual members of all the county boards had approved the adoption. These members of the County Boards are close to the people and are therefore more responsive to their wishes than is the textbook commission. Past experience teaches that more effective safeguards should be thrown around this commission.

5. Normal Schools—White

"The State is justly proud of its normal schools maintained for the training of teachers. It is doubtful if any state in the union has made greater progress in recent years along this particular line than Kentucky. These institutions, two of them new and functioning satisfactorily, and two older and well tried, must continue to have the liberal support of the Commonwealth. The normals at Morehead and Murray have beautiful, well-equipped plants, almost complete, and will not need so much help in the immediate future as the normal schools at Richmond and at Bowling Green.

6. Normal Schools—Colored

"The colored normal school at Frankfort has contracted for the erection of a new girls' dormitory, costing, furnished, \$184,145.64, and this building is an absolute necessity, the old one having been destroyed by fire since meeting of the last General Assembly. An emergency appropriation for this dormitory should be made. This school has been making wonderful progress and has accomplished great good for the colored race in Kentucky. It should have more liberal support from the State than it has been receiving. Every dollar of its appropriation has been well used, helping colored boys and girls to an education. The colored people need and must have a standard college, and this school is perhaps the only opportunity for the race to be supplied with such an institution. As the law requires teachers of certain schools of the State to be college graduates, the race must have a college which they may attend. The only other training school for colored teachers provided by the State is located at Paducah, and has been receiving a very small appro-

priation from the State and struggling along under great difficulties. It deserves and should have a more liberal appropriation and should be more carefully supervised. At least one more industrial training school for colored students should be established at some convenient point in the State as soon as funds for the purpose can be found. Better supervision and more encouragement of free schools for colored children of the State must be afforded. It seems but just that the colored schools should have supervisors selected from the professional teachers of their race whose interest in these particular schools cannot possibly be diminished by race prejudice, instead of white supervisors.

7. **Board of Education—State**

"The educational forces of the State of Kentucky, through their leaders, are seeking to have enacted into law a bill providing for a State Board of Education commensurate with the educational needs of the State. Sentiment has finally crystallized and determined upon the following points that should be embraced in a bill providing such a Board, composed of the Superintendent of Public Instruction and eight other persons.

Members other than the Superintendent of Public Instruction to be appointed by the Governor for a term of four years;

That the appointive members shall be divided equally politically;

That the terms of the members shall be overlapping in order to give the board continuity;

The State Superintendent being ex-officio member and chairman of the board.

There is no criticism of our State Board of Education as to the specific acts of any board past or present. Two of its members are elected to offices that have no connection whatever with educational matters, and it is admitted as but right that they should give their time to the duties for which they are selected and for which the people hold them responsible. But it is said by the teachers that it is time Kentuckians arise in their majesty and demand that we have a board of education commensurate with school needs. As argument in favor of the bill it is said that with such a board a great deal of waste in our educational system can be eliminated, and a continuous program can be carried out, needless duplication can be removed and the whole system benefited.

8. **Equalization Fund—\$750,000**

"The educational forces of the State, through their leaders, are seeking the enactment of a law providing for equalization and stimulation funds which may be used to help the weaker and less fortunate counties to maintain public schools in some way commensurate with the needs of their people.

"By actual consideration of educational conditions as they now exist it is found that a local levy of fifty cents on the \$100.00

of taxable property provides in some counties as little as \$3.00 per pupil child in the census of the county, while in other counties a fifty cent levy on the taxable property of the county provides as much as \$46.00 per pupil child in the census of the county. This great disparity in power to finance the education of the children of the county results in a great inequality of educational opportunity. The fund proposed is one separate and aside from the present school fund which may be used to help those weaker counties approach the medium of educational opportunity. Kentucky expends money in the other functions of her government upon a basis of need of individual and communities rather than upon the basis of population.

"It is suggested by the school people that a fund of \$750,000.00 judiciously expended by a wise State Board of Education would do more to equalize educational opportunity in Kentucky than anything that has been done since the establishment of our public schools.

"It is proposed that the General Assembly in some manner provide such a fund and place it at the disposal of the proper agency for aiding and assisting education in the counties which do not have the wealth to properly finance their own educational system."

B. Regular Session 1930

The part of Governor Sampson's message to the 1930 regular session of Legislature relative to Education is as follows:

1. Contribution to Education

"Our free public schools should have, and no doubt will receive all the assistance that the General Assembly can reasonably give. A large part of our children never have opportunity to attend any other school and, therefore, the education of our people largely depends upon the efficiency of our teachers and the organization and effectiveness of our free schools. Large as has been our contribution to public education in Kentucky, it should be increased and our public school system given more financial support and closer supervision, direction, and organization by the State if we are to get the best results. The State will pay to its Educational Department, teachers, superintendents and educators, this year the goodly sum of approximately Eleven Million Dollars which is about thirty (30%) per cent of all the money collected by the State from all sources.

"The average Public School teacher does not now receive and has never received fair compensation for services performed, while teachers in the poorer districts and counties have hardly received enough compensation to pay their meager living expenses. This is unfair treatment and ruinous economy. It is reflected in the poor class room work, poor organization and the poor results. We should either amend our Constitution so that the school funds of the State generally may be distributed to the various school districts of the State according to popula-

tion and need; or, we should establish a substantial equalization fund through which the teachers' salaries may be supplemented and made reasonably adequate, the services considered.

2. Suggested Program

"In this connection allow me to suggest the following program for the betterment of the free public schools of our State:

- a. Increased appropriation for public education;
- b. Free Textbooks;
- c. Equal pay for County and City teachers of equal training;
- d. Equalization and stimulation fund for the benefit of the poorer counties to be administered by the State Board of Education;
- e. Equal length of terms—nine months—for County and City Schools;
- f. Standardization of Elementary School plants and equipments;
- g. Strong, ineluctable Truancy Law; based on minimum achievements and not on age so that no student can escape the law who has not accomplished certain school work.

3. Higher Education Needs

a. Colored Teachers' Colleges

"Only two schools for the training of colored teachers are maintained by the State; one at Frankfort and the other at Paducah. Last session fairly liberal appropriations were made for each, and splendid dormitory buildings were erected on the ground of each.

"Since our school law requires the same standards of education for teachers in colored schools as of the white, it is necessary to have at least one standard College for colored people in the State so that teachers may not be compelled to leave Kentucky in order to qualify themselves as principals and superintendents of high schools. To that end, arrangements have been worked out by which the Industrial College for colored people at Frankfort shall be raised to a standard college. This will require a more complete library; more equipment for scientific laboratory, some re-arrangement of the class rooms and perhaps an additional building, all of which should be provided.

"The institution at Paducah for colored people needs and should have an additional building for class room work as well as better library and laboratory facilities.

b. White Teachers' Colleges

"The State now owns and maintains five (5) separate Educational institutions of high standard for white people; The University of Kentucky, at Lexington; Eastern State College, Richmond, Western State College, Bowling Green, Murray State College, Murray, and Morehead State College, Morehead, the total average attendance of which now numbers approximately eight (8,000) thousand. From

information I am convinced that each of these schools is doing splendid work and deserves well of the State. Any young man or woman can attend either of these institutions at comparatively little expense, and this is as it should be.

"To continue these institutions upon the same high plane and increase their attendance, efficiency and usefulness to the State, we should continue our liberal financial support, and this I am quite sure will be the desire of the members of the General Assembly.

4. Needed Textbook Changes

"Ordinarily a change in textbooks is an expensive thing to the people and is only profitable to the publishers. At the present, however, we have an old adoption which has expired and we are now running with the old books most of which are out of date—obsolete, worn, unsightly, and insanitary. A visit to a country school room will prove this statement. If the old books, or any part of them, should be re-adopted under the present law, the adoption would be of the old books in the same form as when adopted several years ago and not of a revised edition thereof; the law so requires it. Inasmuch as books now in the hands of the pupils are old and worn and it will be necessary to buy new books under any adoption, would it not be wise to buy an up-to-date book of approved character upon each subject? Then, too, the price paid for the old book and which would have to be paid if the same book is bought again, is almost twice as high as a book of better quality and more modern on the same subject would cost to-day if bought under the Free Textbook Act. Hence, it would be economy for the State to make a complete adoption for all elementary grades.

5. Money for Free Textbooks—\$700,000; \$800,000

"The last General Assembly wisely passed a free Textbook law which the highest Court of Kentucky has upheld as constitutional.

"No funds with which to pay for the books were appropriated and the Court of Appeals held that the children of Kentucky must wait for free textbooks until this General Assembly should meet and provide the necessary revenue.

"There are many reasons why this should be done. Every progressive State in the Union now provides free textbooks for its children. The Government of the United States for the last several years, has provided free textbooks for the children in the Elementary grades in the District of Columbia, and Congress is now about to amend that law so as to provide free textbooks for all pupils in both the elementary schools and in the High Schools of the District of Columbia, and in addition give all other supplies including pencils, tablets, etc. at the expense of the National government, a part of which expense the people of Kentucky pay. If free books are so good for the District of Columbia and we must help pay for them, why not let our own boys and girls have them?

"It is not a political question for both Democrats and Republicans in Congress in the House and Senate voted for free textbooks in the District of Columbia, and States both north and south have adopted the system. Only a few nights ago I heard the Governor of Louisiana broadcasting from a Station in Shreveport, in which he told of the advantages of free textbooks in Louisiana, and lauded the system.

"The biggest asset of our State is its fine young girls and boys. Most of these are born of poor parents and in humble homes, for the wealthy class have long ago learned birth control and but few children are found in palaces. It follows, therefore, that the burden of textbooks falls on the backs of poor families, the tenants, section men, shop workers, miners, farmers and laboring people, while the corporate wealth which is large and the rich individual contribute nothing.

"Is this fair? All taxpayers contribute to the pay of teachers, to the building of school houses, and other school purposes. Why not let them contribute in like manner to textbooks? Let me say that free textbooks do not increase the tax burden. Books must be bought with money taken from the pockets of the individual and paid at the book store, or paid in less amount in the form of taxes, to which the corporation and other taxpayers besides parents will contribute. What is the difference between paying for the books in the form of taxes as you pay for other school supplies, and paying it directly to the book store, except that you must pay more to the book store than would be required in taxes? Considered from any and every angle the money the parent pays for textbooks for his children is a direct tax upon him which he cannot avoid because the law requires him to send his children to school, penalizes him if he does not, and at the same time specifies the books he must buy and the prices he shall pay. Why should all the burden of that part of the education of boys and girls which comes from textbooks be lashed upon the backs of parents who generally are hard pressed to feed, clothe and care for a large family, the future citizens, soldiers and defenders of the country?

"Besides, to pursue the old plan by which the individual buys the books is the worst kind of economy; in fact, it is an extravagance of the most deplorable type. For example, the Spelling book now in use costs the parents fifty (50c) cents. A better Spelling book can be provided by the State for less money than half that price, and so with all other books.

"The Textbook Commission in last April made an adoption under the existing free text book law, and contracted for and purchased the highest type of textbook upon each subject taught in the grades. In that adoption we saved on Arithmetics alone \$111,602.93 over the price you are now paying; on Drawing Books we saved \$38,223.72; Physiologies \$54,884.58; on Readers \$182,748.82; on History, Geography and Civics \$348,212.92, and upon other books a like saving, making a total saving of more than

than \$1,200,000.00 for the first year, and an enormous savings for each subsequent year of the adoption, and these books so selected and adopted were the best ever offered the children of Kentucky.

"The adoption was set aside upon a technicality through one of the many lawsuits which have been instituted to obstruct free textbooks. The only sound, sane, sensible economic way to buy textbooks for the 600,000 children of Kentucky is to buy them at wholesale and save more than one-half the cost which the parents are now paying and will have to pay if not purchased by the State and let the corporate wealth of the State bear part of the burden.

"For these and other reasons, I hope and trust that the General Assembly will make provisions for the \$700,000 or \$800,000 necessary to buy the free textbooks provided for by the Act of 1928."

III. Legislation Enacted

A. General Session 1928

1. Teacher Retirement

An Act providing ways and means for putting Teacher Retirement into operation in Kentucky.

2. Compulsory Attendance

An Act placing more responsibility for attendance on the teacher and setting minimum and maximum fines to be imposed.

3. Consolidation of School Districts

- a. An Act permitting graded common school boards and county boards of education, by concurrent action, to combine the graded school district with the county school district.
- b. The return of graded school districts to county school districts for various reasons.
- c. County school districts to combine with city school districts.
- d. Adjacent city and graded districts to combine by contract for a term of one year.
- e. Boards of education to pay both elementary and high school tuition of children who do not live within reasonable walking distance of school.
- f. Graded school districts to combine near adjacent territory.

4. Term of Superintendent in Fourth Class Cities

An Act extending the term of fourth class city superintendents to four years and making it possible for such superintendent to succeed himself.

5. Supervisory Attendance Officers

An Act permitting boards of education to employ supervisory attendance officers with special training in supervision and administration.

6. Public Speaking, Debating and Parliamentary Law

An Act requiring the teaching of public speaking, debating and parliamentary law in our public schools.

7. Basal Salaries for Certain Teachers

An Act providing that a teacher with ten years teaching experience be paid the same basal salary as a high school graduate in the same county without experience.

8. County Board Members—\$100 Annually

An Act permitting \$5 per diem and expenses of county board members, providing that not more than \$100 shall be paid to any one member as per diem and expenses during any one year.

9. Sell Property for School Taxes

An Act giving power to graded school trustees to sell personal property to pay delinquent graded school taxes.

10. Transportation at Public Expense

An Act providing that cities of the first class may transport crippled children to and from the public schools; and also such other pupils as the board may deem necessary.

11. Uniform Textbooks—Privileges

An Act amending the textbook law making all textbooks adopted in the elementary and secondary fields in Kentucky uniform.

Cities of the first, second, third and fourth classes were given privilege of selecting books for such junior and senior high schools from a multiple list of three books in each subject to be adopted by the State Textbook Commission, and that not more than twenty per cent of the basal books can be changed at any one time, unless bids are exorbitant.

12. Free Textbooks

An Act providing free textbooks for the public schools of the State, to be distributed without cost to pupils attending school in grades 1 to 8, inclusive.

(Free textbooks were not provided for several years, due to lack of appropriation therefor)

B. General Session 1930**1. Equalization Fund—\$1,250,000**

An Act appropriating annually out of the General Fund of the State Treasury the sum of \$1,250,000 for the Equalization of Educational Opportunities.

2. Textbook Commission—Duties

a An Act creating a State Textbook Commission of nine members; eight educators to be appointed by the State Board of Education, together with the Superintendent of Public Instruction, who shall be the ex-officio Secretary of the Commission.

(1) Fixing the term of members; date of first meeting;

(2) Setting up rules and regulations for person, firm or corporation desiring to offer textbooks for adoption, requiring them to furnish any of the books listed in such statement for a period of five years to any district

in the State of Kentucky or any dealer appointed by such district, to reduce such prices in Kentucky whenever reductions are made anywhere in the United States, that in case such person, firm or corporation prepares an abridged or special edition of any book so listed by him and sells such special edition elsewhere at a lower net wholesale price, a copy shall be filed, together with the price, with the Superintendent of Public Instruction, that all books shall be equal to and identical with specimen copy deposited, and that such person, firm or corporation shall not enter into any agreement, understanding or combination to control the prices of free textbooks;

- (3) Requiring the State Textbook Commission to select and publish a list of ten books in each subject. One of the books for each subject and grade to be one on the uniform list for county and graded school districts for a period of five years. Not more than 33- $\frac{1}{3}$ per cent of the list of books now in use shall be changed at any one adoption period of five years;
- (4) Requiring the board of education in an independent school unit embracing a city of the first, second, third or fourth class, upon the recommendation of its superintendent, to select and adopt from the printed list for use for a period of five years in its school system one book for each subject and grade to be used as a basic text in its city school system;
- (5) Providing that after July 30, 1930, no textbook can be used in the public schools in Kentucky as a basal textbook unless approved and adopted by the State Textbook Commission;
- (6) Providing that each board of education may appoint a dealer to act as official retail agent, or agents, for the sale of books in such district;
- (7) Making it unlawful for any person, firm or corporation to offer or give any emolument to any person in any school district for any vote or promise to vote for any school textbook to be used in Kentucky;
- (8) Forbidding school people supported by public school funds to act as agent, or agents, for any person, firm or corporation; and,
- (9) Making it a felony for any person, firm or corporation to violate any section of the provisions of this Act.

3. School Busses to Stop at Railroad Crossings

An Act setting out distance and condition relative to stops to be made at railroad crossings by school bus drivers.

4. Voting School Bonds

An Act authorizing the submission of an amendment to the Constitution permitting boards of education in cities of the first

five classes to vote more indebtedness with the approval of two-thirds of the local voters in such cities.

5. **Certification Law Strengthened**

An Act amending law permitting normal schools and teachers colleges to offer elementary, secondary, vocational, and college training, and to issue certificates to their students.

IV. **Observations—Progress**

1. **Panoramic View of Education**

One of the outstanding contributions made by Superintendent Bell during his administration was the research done during his administration showing the growth of education and the inequality of educational opportunities in Kentucky. Here again the evidence of the importance of having facts and figures on which to base recommendations.

2. **Divisions of Research, School Buildings and Grounds, Accounting, Statistics, and Certification Added**

It was during Superintendent Bell's administration that the Divisions of Research, School Buildings and Grounds, Accounting, Statistics, and Certification were added. The value of the work done by the personnel of these divisions of the State Department of Education under the supervision of Superintendent Bell, cannot easily be overestimated. It has contributed to the present improved method of keeping financial records, administering salary schedules and budgeting school funds, as well as the approval of school building plans by the State Department of Education, and the modern centralization of certification authority.

3. **Equalization Fund—Unconstitutional**

Throughout the history of public education in Kentucky, educators have pointed to the extreme educational inequalities that have existed in Kentucky. However, it was during the administration of Superintendent Bell that legislative action was taken and a fund of \$1,250,000 appropriated, to be used by the State Board of Education in equalizing educational opportunities in Kentucky. This appropriation was made effective for the school year 1931-32, but the Act was declared unconstitutional by the Kentucky Court of Appeals on June 24, 1932.

4. **General Growth—Teachers, Enrollment, Amount Spent for Public Education**

We quote Superintendent Bell:

"In 1931, there were 529,012 pupils enrolled in our elementary schools—twenty-five years ago, there were fewer than 400,000 enrolled in the elementary schools. In 1931, there were more than 64,000 enrolled in our public high schools—prior to 1908, there were few public high schools, and there were no official records of enrollment.

"In 1931, there were approximately 16,000 employed teachers, supervisors and administrators in public schools—twenty-five years ago, there were a few more than 10,000 thus employed.

"In 1931, approximately \$28,000,000.00 (local and state) was spent for public education in Kentucky—twenty-five years ago, the sum thus expended was less than \$4,000,000.00; the value of physical school plants in Kentucky in 1931 was approximately \$49,000,000.00—twenty-five years ago it was approximately \$6,200,000.00.

"In 1931, 20,500 pupils were transported to schools by bus—official records do not disclose that a single pupil was transported to school twenty-five years ago. This character of comparison could be continued almost indefinitely. It would reveal that much more is being done for education in Kentucky today than twenty-five years ago, except that there were a few more private educational institutions then than there are today.

"Kentucky has responded magnificently in providing and equipping high class institutions for higher learning, dedicated to the cause of public education.

"It was the unanimous feeling of all staff members of the Department of Education that their chief concern is to bring about a state of affairs under which equitable consideration and support may be given to the poorer school districts of the Commonwealth and to the lower grades of our public schools."

In conclusion, Superintendent Bell writes:

"The question naturally arises—'Has the State's program of education kept pace with the increasing obligations occasioned by greater enrollment in both elementary and high schools by greater expenditures and by the increase in the nature and type of demands upon public education?' Our answer would be 'yes'."

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RICHMOND'S ADMINISTRATION

1932-1936

James H. Richmond

James H. Richmond, the twenty-fourth Superintendent of Public Instruction of Kentucky, was born April 17, 1884, at Ewing, Virginia. He was the son of Nathaniel Ewing and Mary Morison Richmond, who were among the leading families of that section of mountain country. His father was a physician in a reasonably progressive community.

James grew up under normal conditions, performing the usual boyhood chores. His chief recreation consisted of hunting, fishing, and playing baseball. He attended the elementary schools at Cumberland Gap, Tennessee, and completed his secondary school work in the Harrow High School. He attended college at Lincoln Memorial University and the University of Tennessee, where he received the degree of Bachelor of Arts. He did graduate work at Lincoln Memorial, University of Kentucky, and the University of Louisville. He holds the honorary degree of LL.D. conferred by the University of Kentucky, the University of Louisville, and Lincoln Memorial University.

On December 15, 1917, he was married to Pearl J. Thompson of Louisville, Kentucky. They have two daughters, Ruth and Anne Howell.

Before his election to the office of State Superintendent, he served as principal of public and private schools in Tennessee, Texas, and Kentucky. He organized and successfully conducted for several years the "Richmond Training School for Boys" in Louisville, and in 1928 he accepted the position as State High School Inspector with office in the State Department of Education at Frankfort. This position he held until his induction into the office of Superintendent of Public Instruction. Mr. Richmond came into this position with unusual energy, vitality, enthusiasm and aspiration to render a real service to the State that had thus honored him.

Since the expiration of his term as Superintendent of Public Instruction, Mr. Richmond has served as President of Murray State Teachers College, Murray, Kentucky. He is thought of in Kentucky as being capable, aggressive, and energetic. He has been called upon by the National Education Association and U.S. Office of Education, Washington, D. C., and has served as Chairman of the National Committee for Federal Aid for Education.

Mr. Richmond is a member of the Christian Church, where he has given much time to procuring educational opportunities for orphans. He is a member of the Masonic Fraternity (Knight Templar and Shriner) and of the Rotary and Pendennis Clubs of Louisville.

**A SYNOPSIS OF RECOMMENDATIONS, LEGISLATION, AND PROGRESS,
DURING THE ADMINISTRATION OF JAMES H. RICHMOND—1932-1936**

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 - B. Second Biennium Ending 1935
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 2. Federal Aid
 3. Educational Commission—Its Recommendations
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2. New School Code
 - a. State Board of Education
 - b. School Districts

- c. Boards of Education
- d. Subdistrict Trustees
- e. Compulsory Attendance
- f. Certification
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- 4. Free Textbooks

SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations

1. Increased School Fund—Reasons

Superintendent Richmond recommended an increase in the common school fund.

A. First Biennium Ending 1933

At the close of the first biennium of his administration, Superintendent Richmond outlined many good reasons why the common school fund should be increased, among which were:

- (1) In order to carry out the mandates of the Constitution of Kentucky, which says that THE GENERAL ASSEMBLY SHALL PROVIDE FOR AN EFFICIENT SYSTEM OF COMMON SCHOOLS THROUGHOUT THE STATE.
- (2) Many sections of Kentucky have great numbers of children and limited property valuation, which make it impossible for those sections to finance a common school program.
- (3) The whole welfare of the State would be advanced by making adequate educational opportunities available to all children. He pointed out that the financial depression reached its greatest depths in Kentucky during the first biennium of his administration, and he recited the results as they pertained to financial support of education in Kentucky.

B. Second Biennium Ending 1935

At the close of his second biennium, June 30, 1935, we find the following recommendations of Superintendent Richmond:

1. Increased School Fund—Reasons

"(1) In order to guarantee equality of educational opportunity for all of the children of the Commonwealth, it is essential that the state provide a substantial share of the cost of public school support. A \$12 per capita is far from being a sufficient amount to make this equality possible. However, with a state per capita of \$12 or more the children in the less favored sections of the state are assured of at least a minimum of educational service, and the public school system of Kentucky will be secure. If Kentucky is to have a \$12 per capita, and apparently all agree that it should not be less, it will be necessary to have an annual appropriation of \$9,153,720. This figure is based upon a school census of 762,810 pupils of school age.

"(2) If the Division of Free Textbooks is to be able to furnish to the children of the state textbooks for the first eight grades, it will be necessary to increase the amount of the appropriation. It is recommended that the amount \$750,000 be appropriated for Free Textbooks for each of the years of the biennium beginning July 1, 1936, and ending June 30, 1938. This amount

will make available approximately \$1 per census pupil per year for books. Free Textbooks are regarded as an essential part of the school program of the Commonwealth, and each Kentucky child is entitled to free school books regardless of age or grade.

"(3) Under the New School Code, which makes possible a more efficient school system, new demands on the State Department are constantly made. For the operation and maintenance of the office for each of the years of the biennium, it is requested that the General Assembly appropriate \$75,000. This is an increase of \$10,000 over the amount for the year ending June 30, 1936. The volume of work of the office of the State Department has increased one-third during the past four years. The increase in the appropriation is necessary for the efficient operation of state supervision of the common school system.

"Two phases of the work which heretofore have been financed by the General Education Board, of New York, have been discontinued in Kentucky. These works, represented by the Division of Research and the Division of School Buildings and Grounds, should be continued.

"An outstanding advance in the field of financial administration of the public school system of the state has taken place by the inauguration of a comprehensive financial accounting and record system. Although this system has justified itself as evidenced by facts brought out elsewhere in this report, it necessarily has required an increase of at least 50 per cent in the supervision of the finances of the school systems in the state.

"(4) An appropriation of \$15,000 for the State Board of Education was made for each of the years ending June 30, 1935, and June 30, 1936. It was difficult at the time of making the request to estimate accurately the amount necessary. A year and a half of operation has shown that an appropriation of at least \$18,000 annually is needed. Approximately 90 per cent of the budget of the State Board is for necessary printing, such as the biennial report, teachers' registers, teachers' contracts, and educational and financial report forms of various character, which are required by law.

"(5) If the Division of Teacher Training and Certification is to operate efficiently, it will be necessary to increase the appropriation. The General Assembly of 1934 transferred all certification from the state institutions of higher learning to the State Department of Education, thus increasing the work of this Division approximately 38 per cent. The 1934 School Code set up detailed regulations for the certification of teachers, thus requiring more time than formerly for obvious reasons. It is recommended that an appropriation of \$22,000 be made annually for the work of this Division.

"(6) It is recommended that appropriations be made for each of the years of the biennium for the Division of Vocational Education as follows:

"For operation and maintenance	\$25,000.00
"For the continued teaching of Agriculture and Home Economics in the poorer mountain counties	15,000.00
"To extend the teaching of Agriculture and Home Economics in other mountain counties	15,000.00
"Part-time Trade and Industrial Education for out-of-school boys and girls employed who desire to continue their education (to match Federal funds for the same purpose)	8,815.00
Total	\$63,815.00

"(7) It is recommended that appropriations be made for each of the years of the biennium for the Division of Vocational Rehabilitation as follows:

"For operation and maintenance\$42,761.10

"The increase in the appropriation requested is necessary to match funds available to this Division under the Social Security Act recently passed by Congress. If these Federal funds are not matched, Kentucky will lose this amount."

"Considering the magnitude of the task of administering the program of a system of schools involving 763,000 school children with an annual expenditure for educational purposes in round numbers of \$22,000,000, the appropriations urged are small enough. The State Department of Education of Kentucky has given a good account of itself. The annual investment in behalf of the educational welfare of the children of the state has thus far yielded great returns and lasting benefits. Greater returns and additional worthwhile benefits are possible with adequate support. The children of Kentucky are by far the state's greatest asset; their welfare is the prime concern of the real leadership of the Commonwealth."

2. Federal Aid

In order to aid this situation in the Commonwealth of Kentucky, it was Superintendent Richmond's idea that there should be made available from the National Government some federal emergency aid for education. As a result of his activities in this connection, he was selected 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. While the Director continued to carry on his work in the State Department, it was necessary that he spend most of his time in Washington in the interest of the work of the Federal Aid Committee during the first six months of 1934 and the first three and one-half months of 1935. One of the functions of this Committee was to present to Congress an emergency program which had been prepared by a national committee representing thirty-two national organizations. This program called for considerable legislative contact work as well as the coordination of the emergency educational plans of the cooperating agencies. As a result of the activities of this Committee, a total of more than \$17,000,000 was made available to some thirty states by the Federal Government in 1934.

"Public education in Kentucky shared in these Federal emergency appropriations. During the school year 1933-34 public school districts in Kentucky received \$316,000 from the government for the extension of school term to normal length for that year.

"Other liberal Federal Emergency Aid received for education in Kentucky during the biennium includes the provision of funds for the Emergency Education program administered by the Division of Special Education; the financial assistance from the PWA and the WPA for the purpose of schoolhouse construction; and the FERA aid for students in the colleges and universities."

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3. Educational Commission—Its Recommendations

At the first legislative session in 1932, during his administration, and which was six months after he took office, and in keeping with the recommendations of his predecessor, Honorable James H. Richmond recommended and secured the passage of a bill which created the Kentucky Educational Commission. The purpose of this Commission was to study public education in this state and report its findings to the Governor and the General Assembly at the opening of its next session with recommendations of such measures and such revision of the school laws as might be found necessary to increase efficiency and equalize the benefits of public education throughout the Commonwealth. The report of this Commission deals with:

- (1) A philosophy of public education in Kentucky;
- (2) The plan of organization and administration of Kentucky's public schools with accompanying recommendations for a more effective and efficient plan of school organization and administration for the State; and
- (3) School costs, support of public education, and financial administration of the public schools with accompanying recommendations for an improved plan of financing public education in the State.

The recommendations of the Commission may be summarized 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. 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 affected. 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 qualification 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 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 situation. 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.

4. The New School Code

A new School Code was recommended. In presenting the bill to the 1934 General Assembly, Supt. Richmond wrote the following:

"The pressing need for a new code of school laws in Kentucky has long been recognized by those familiar with educational problems, and has been expressed in no uncertain terms by the Court of Appeals. In a case decided by the Court of Appeals in January, 1933, Chief Justice Dietzman said:

'We may say in conclusion that no body of our statutory law is in a more confused state than our school laws. . . . The Legislature could do a great service in recodifying and clarifying these laws.'

"This new school code is based on the findings and recommendations contained in the report of the Commission, together with such modifications as seem most practical and desirable in order to meet present needs. Every effort has been made to eliminate vague and conflicting sections, and to put the laws in systematic and logical form, clear and understandable to all. The proposed revision of school laws is approximately one-seventh as long as the old code, which it is intended to replace. It has been introduced in the House of Representatives as House Bill No. 1 and in the Senate as Senate Bill No. 42.

"Briefly put, the program of the Kentucky Educational Commission is two-fold—(1) adoption of this new school code as proposed and (2) a substantial increase in the Common School Fund. The first will not require the expenditure of a single additional dollar, yet it will make possible a better school system, more economically and efficiently operated. The second will prevent the collapse of our school system which is sure to follow a further decline in support, and will help to bring about equality of educational opportunity.

"This program has been prepared by Kentuckians to meet the needs of Kentucky schools. It is designed to serve the interest of one group only—our 720,000 school children. It merits the support of every citizen who is genuinely interested in the welfare of those children and in the future progress of our Commonwealth."

II. Statements of Governor Ruby Laffoon

The portions of Governor Ruby Laffoon's messages to the 1934 Regular Session of the General Assembly and Special Sessions of 1934, and 1935, relating to Education, are as follows:

A. Regular Session 1934

1. Revenue

"The Tax Commission has estimated the State revenues that will be available for each year of the next biennium as follows:

From real estate, farm land, and town lots	\$3,594,852.23
From real estate of railroads	351,000.00
From real estate of other franchise paying corporations	63,000.00
Total collections from all real estate	\$4,008,852.23
From railroad franchise	\$ 133,000.00
From other corporate franchises	160,000.00
From bank deposits	232,253.26

From Building & Loan Associations	99,795.21
From intangible property (notes stocks, etc.)	1,274,455.67
From blank shares	304,597.53
Total	\$2,204,101.77
Making in aggregate	\$6,212,954.00

"The entire sum of money thus raised by taxation from the sources named is appropriated by law (see Kentucky statutes, Section 4019) to the support of the common school system, the University of Kentucky and the four Teachers' Colleges with the exception of 3-5/6 per cent thereof, which goes into the Sinking Fund, and of 11.5 per cent that goes into the State Road Fund.

. . .

2. State's Greatest Assets

"The State's greatest assets are its boys and girls. Their education and preservation of health are the all-important questions for their future welfare. The Nation moves forward upon their toes, and the responsibilities of life will soon rest upon their shoulders; the boys and girls of today will be the men and women of tomorrow. Home and school training are inter-related, and must be supported and encouraged by organized governmental agencies.

"We are wont to boast of our free school system; it is, in fact, the bulwark of the Nation, and must be supported and maintained at public expense if the children within school age are to be given an equal opportunity in the race of life.

3. Educational Commission

"The Governor, acting under authority of the last General Assembly, at the request of Dr. Richmond, the efficient Superintendent of Public Instruction, appointed a commission, composed of men and women of outstanding character, to make a survey of this all-important question and to report its findings, with recommendations, to this body for its consideration. I am sure that the labors of this commission will be of material benefit to you in performing your duties in relation to the support and proper government of the schools of the State. Neither the University of Kentucky nor the Teachers' Colleges of the State should, in any wise, be neglected, but more important is it to maintain the efficiency of the common school system for the all-sufficient reason that it furnishes the only means of education that many of the boys and girls of the State will receive, and is the sure foundation for a higher education.

"Your duties in regard to the schools of the State are evident and most important, and I promise that you shall have my full co-operation in your efforts to improve their facilities."

B. Special Session of 1934

"I am deeply interested in maintaining such a system of public schools in this State as would be satisfactory to the patrons of those schools. Unless this Legislature arises to meet the situation, there will not be a school door in Kentucky that will open this year or next. If you want that kind of a condition to exist, and if that is sentiment of the people that you represent, then that ought to be done, because the people ought to have in government what they want. But I am glad that I will not be standing in your shoes if you close the door of hope to the children of Kentucky. It is to them that we are looking to carry on this great government—the greatest that was ever instituted by man.

"I know that this Legislature is not going to do anything of that kind but, my friends, you can seriously cripple the schools of the state if you fail to furnish them adequate revenues for their support.

...
"As I said, I am greatly interested in maintaining a system of public schools in the State of Kentucky that is comparable to the school system of any other State of the Union. I feel that the boys and girls of Kentucky are entitled to that.

1. Health Work

"What good does it do, my friends, to educate the boys and girls of Kentucky or of any other State, and when you get them educated, let them die for the want of proper attention? I am in favor of maintaining an efficient health service in the State of Kentucky, county nurses and all, for the protection of the health of citizens of Kentucky. . . .

"We have to have, in addition to the revenues that will be provided under the laws as they exist this minute, about twelve millions of dollars to give the schools what they want, to take care of the relief that is demanded, and construct a National Park within the limits of our State. That twelve million dollars will have to be raised, or about that sum, from somewhere. The amount of money depends upon the appropriations that you make to support your school system. If you give them twelve dollars per capita, it will take about twelve million dollars; if you give them less than twelve million dollars, the sum will be reduced by the difference in the per capita. . . .

"So I want you to know that I whole-heartedly endorse the report of the Interim Committee, and I endorse it for the reason that I believe it is the only way in which you can raise a sufficient amount of revenue to maintain your schools, enable your state departments of government to carry on, and to administer relief to the people of Kentucky, and to assure the construction of a National Park within the confines of this State."

C. Special Session of 1935**1. School Code**

"Well, we enacted a new school code. I sponsored that measure. It was the product of a commission that I appointed

under a resolution of a former Legislature. I don't know much about school codes. I am not an authority upon that subject, but, you go and ask any school man in Kentucky what kind of a school code Kentucky has, and I want to say to you that the universal answer will be that Kentucky has the best school law of any State in the Union."

2. **Sales Tax**

"But, let us see: The school teachers of Kentucky had complained; they complained to you and to me that they were not receiving a wage or a salary for teaching school that would justify them in doing it, and appealed to us to give them more money for the benefit of the boys and girls of Kentucky. I don't know how you think about it, but I want to say to you that the boys and girls of Kentucky are its greatest asset and they should be given every opportunity in the race of life. I thank God that I, as Governor of Kentucky, have done my part. But, let's see: They came before the Legislature, the school people, and some of the people who weren't in sympathy with the school folk, and and they said,"

3. **Per Capita**

"Now that you have the sales tax, you can have a per capita school fund in the State of Kentucky of twelve dollars.' That, my friends, was one dollar and seventy-five cents higher than it had ever been in prosperous times or ever before in the State of Kentucky, and it was only ten dollars and a quarter one year in all the history of the Commonwealth. Until Governor Fields was Governor the per capita school fund had never exceeded five dollars per head. So we yielded to the persuasion of the school teachers and the boys and girls of Kentucky, and you appropriated for school purposes and for the benefit of the boys and girls of the State, twelve dollars per capita. If you remember, I came before your committee then, in that room right there, and I said to you, 'You are over-estimating the receipts of the Commonwealth; I do not believe that you are justified in appropriating twelve dollars per capita for the support of the common schools of the State. I am willing for it to be as high as it has ever been.' I suggested that you make it ten dollars and a quarter, or ten dollars; that, my friends, would have been higher—than it has ever been in the history of the State, except one single year under Governor Sampson's administration, and the school people understand why the per capita that year was as high as that sum.

"So, my friends, every schoolhouse in Kentucky has been open; the school bells have been ringing; the boys and girls have been going to them, improving their opportunity. And I am proud as the Governor of Kentucky, that I had a part in that result, because I want to tell you, and you can't deny it, that, if it had not been for the passage of the sales tax, there would not have been a school house open in Kentucky; the University, the pride of the Commonwealth, would have become the home of bats and owls, and every normal school or teachers college in the State would have closed its doors. Would that not have been a sad commentary upon this Commonwealth? Yet, my friends, had you listened to my political adversaries that would have been the result in this fair State, and you know it."

4. **Free Textbooks**

"Well now, in 1928, the Legislature of Kentucky said: 'We believe there ought to be free textbooks for the school children of Kentucky. Many of them are not able to furnish their own

books. You furnish them a schoolhouse, a school teacher, a free school, why not give them free school books? That was advocated, not by my political party at first, but there never has been a time when I haven't been in sympathy with the idea. By reason of the advocacy of that principal by the opposing party, twenty-five thousand or more votes were added to the Republican ticket because of its advocacy of free school books, and nobody has a right to complain about it. But that Legislature didn't provide any means of paying for them; they didn't provide any money with which to buy the school books. It was left for this Democratic administration, my administration, with your assistance, to appropriate five hundred thousand dollars with which to buy free school books, and there are five hundred thousand dollars worth of school books owned by the State of Kentucky today in the hands of the children of Kentucky in the first, second and third grades, and a few in the fourth grade. And by reason of that act, my friends, we have made it possible for barefooted, thinly clad children from our mountain homes and from our humble homes all over the state to attend a full term school in Kentucky. If there is any one act of this administration for which I am proud, it is that one. My political adversaries said that this is a bad thing to do."

III. Legislation

During the administration of Superintendent Richmond the following important school legislation was passed:

A. General Session of 1932

1. An Act providing for an Educational Commission;
2. An Act requiring superintendents to hold a Superintendent's Certificate;
3. An Act providing for College Elementary Certificate;
4. An Act requiring boards of education and boards of trustees to elect a treasurer or depository;
5. An Act setting out qualifications of board members;
6. An Act guaranteeing to all children a minimum term of school;
7. An Act permitting a child to attend the most convenient high school;
8. An Act providing for the extension of graded school district boundaries;
9. An Act permitting the consolidation of graded school districts;
10. An Act providing for the election of the county school superintendent by popular vote;
11. An Act providing for the appointment of county school superintendents in counties having cities of the first or second class;
12. An Act providing for the election of three subdistrict trustees;
13. An Act extending the right of suffrage to students attending colleges in the State;
14. An Act providing for compensation for county court clerks for preparing school tax bills in cities of the fourth class.

B. General Session of 1934

1. The new school code

C. Extraordinary Session of 1934

1. Free textbooks—\$500,000 appropriation.

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IV. Observations—Progress

1. Educational Commission

In reviewing the history of education in Kentucky, it is significant to observe the growth that took place as the result of educational planning. The Educational Commission appointed to study school conditions and make recommendations during the administration of Superintendent Richmond undoubtedly did much to further educational progress. The recommendations that this Commission made are cited elsewhere in this report to show how closely the progress that has been made in education has conformed to those recommendations.

2. New School Code

The second fundamental improvement during his administration may be said to be the adoption of the new school code. The Legislature, at its 1934 session, passed a bill providing for a new school code, which embodied the recommendations of the Educational Commission referred to heretofore. This new code provided for practically a complete revision of the school law. It materially simplified all administrative procedure and unified and made more readily accessible all phases of the school law. The principal modifications in the old law were organized around the following central themes:

- a. **State Board of Education.** One of the most fundamental changes brought about by this new school code is that which pertains to the personnel and functions of the State Board of Education. Under the new code, this Board is composed of the Superintendent of Public Instruction and seven lay members to be appointed by the Governor. The length of the term of each member is four years.

It may be recalled that the old ex officio board was composed of the Superintendent of Public Instruction, the Attorney General and the Secretary of State. This ex officio board had charge of the public elementary and public high schools of the State, whereas the new board shall have under its jurisdiction and management, in addition to the public elementary and public high schools, higher education for Negroes, Vocational Education and Vocational Rehabilitation. All of the duties, rights and powers, purposes, responsibilities and jurisdiction of the present State Board of Education, the Board of Trustees of West Kentucky Industrial College for Colored Persons at Paducah the Board of Trustees of the Kentucky State Industrial College at Frankfort, and the State Board for Vocational Education, are transferred to and vested in the new State Board of Education.

Some of the duties for which the Superintendent of Public Instruction was made officially responsible under the old law were transferred to and made a part of the duties of the new State Board of Education.

- b. **School Districts.** The second fundamental change brought by the new school code is a new district set-up. Under the new

code, legal recognition is given only to two kinds of school districts, namely: County districts and independent districts, instead of the several types of districts legally recognized in the old law, namely: County districts, independent graded school districts, and the districts containing cities of the first, second, third and fourth classes.

Under the new code, independent districts should be composed of all the districts embracing cities of the first five classes and all independent graded common school districts with a census enumeration of more than 250, (now December 30, 1939, 200). Independent graded districts with a census enumeration of less than 200 pupil children may, under stated conditions, be permitted by the State Board of Education to operate as temporary independent districts.

The county school district shall be composed of all the county not included in an independent district.

c. **Boards of Education**

Under the new set-up, the board of education of each district should be composed of five members. They should take office the first Monday in January following their election. They shall serve for a term of four years.

The legal qualifications of all board members will be the same. The new law provides that a person to be eligible for the office of board members must be at least 24 years of age, a citizen of the Commonwealth at least three years preceding his election, and a voter of the district in which he is elected. Formerly a county board member was elected from part of the school district while all other board members were elected from their respective districts at large. All board members will now be elected from their districts at large.

The educational qualifications set out in the new code provide that "He must have completed at least the eighth grade in the common schools as shown (a) by the records of the school in which said eighth grade was completed; or (b) by affidavits of the teacher or teachers under whom the work was completed; or (c) by an examination to be held under such rules and regulations as may be adopted by the State Board of Education for holding such an examination". It will be noted that the new law sets up three ways to determine these qualifications. This is much more definite than the old law which required him to have completed the eighth grade.

It also provides that "No member of a board of education shall vote regarding the appointment or employment in any capacity of any person related to such member as father, mother, brother, sister, husband, wife, son, daughter, nephew, niece, aunt, uncle, son-in-law, daughter-in-law, or first cousin, and the entire vote of the remainder of the board shall be required in the case of appointment of such person."

Under the old law there was a separate code for each of the different kinds of districts setting out the powers and duties of

the respective boards of education. Under the new set-up sections of law dealing with a board of education will apply to all alike.

The time of appointment, qualifications, duties and functions of the superintendent employed by each board of education will be the same. Each board of education has ample authority to make such rules and regulations as are necessary to put in effective operation the schools under the direction of such superintendent.

Collections and management of school funds.—The collection and management of school funds will be much simplified and unified under the new code. Instead of having different times and personnel for levying and collecting taxes, as was provided for under the old law, the new code provides that all taxes shall be levied by the fiscal court of each county except in independent school districts embracing cities of the first, second, third and fourth classes when the boundary lines of independent districts in such cities are coterminous with the municipal limits of such cities. In such independent districts the tax shall be levied by the governing body of the city. The rates of levy for the different districts are the same under the new code as under the old law.

Whenever an independent district, which has a bonded indebtedness, becomes a part of the county district or consolidates with another independent district, a rate of tax to provide for the payment of the bonds of such independent district shall be levied until such time as the revenue accruing therefrom is sufficient to retire the bonds of the former independent district.

- d. **Subdistrict trustees.**—The original draft of the code made no provision for a subdistrict trustee, but an amendment to the bill made in committee provides for one subdistrict trustee instead of three. The person elected to fill this position will serve for a term of four years. The first election will be held at the school house by secret ballot the second Saturday in July, 1934, between the hours of 8 A. M. and 4 P. M.

Each person who becomes a candidate for the office of subdistrict trustee shall notify the county superintendent, in writing, of his intention to seek this office not less than 15 days nor more than 60 days prior to the date of the election. The county board of education shall pay all expenses incurred in holding such election.

When a person has been elected, he shall have authority to recommend, between February 1 and April 1, for election by the county board of education, teachers in schools where no high schools are being conducted. No subdistrict trustee shall nominate any person related to such subdistrict trustee as father, mother, brother, sister, husband, wife, son, daughter, nephew, niece, aunt, uncle, son-in-law, daughter-in-law, or first cousin.

The board of education may reject for cause the nomination of such subdistrict trustee provided all rejections shall be stated in writing. After a written recommendation has been filed with the county board of education, the subdistrict trustee has no authority to withdraw such recommendation except for legal cause or by permission of the county board of education. In case of the withdrawal of any recommendation, the second recommendation must be made on or before the subsequent regular meeting of the county board of education.

Each subdistrict trustee in office at the time this act becomes effective may serve to the end of the time for which he was elected and qualified.

- e. **Compulsory Attendance**—The third important change provided by the new code is one concerning compulsory attendance. The new law provides for the employment of an attendance officer who shall (a) enforce compulsory attendance and census laws; (b) acquaint the school with the home conditions of the child and the home with the work and advantages of the school; (c) ascertain the causes of irregular attendance and truancy, and seek to eliminate them; (d) secure the enrollment in school of all children who should be enrolled and keep enrolled children in reasonably regular attendance; and (e) perform such other duties as may be assigned him. One other duty assigned this officer by statute is to keep an accurate, permanent, and continuous census of all children between the ages of 6 and 18.

The laws governing compulsory attendance remain practically unmodified.

f. **Certification**

(1) **Certification authority**.—The new code provides that the certification of all superintendents, principals, teachers, supervisors, attendance officers, and other administrative, supervisory or instructional employees shall be vested in the State Board of Education. All certificates provided for by this act shall be issued through the Superintendent of Public Instruction, who is the chief executive officer of the State Board of Education.

The State Board of Education, on the recommendation of the Superintendent of Public Instruction, shall publish, from time to time, bulletins containing information as follows: (a) kinds and grades of certificates; (b) rules and regulations governing the issuance of each kind and grade of certificate; (c) schools offering teacher-training courses; (d) renewal of certificates (e) the transfer of certificates to and from other states; (f) correspondence and credentials from institutions of other states; and (g) such other information relating to the training and certification of teachers as it deems advisable. No rule or regulation of the State Board of Education shall become effective until after it has been published.

(2) **Certificates of former issue**.—The validity of any certificate or license in force at the time this act goes into effect

shall not be impaired by this act, and such certificate or license shall be reissued or renewed in accordance with the terms of the law applying at the date of issue.

(3) **Fees.**—A fee of two dollars (\$2.00) shall be paid for each issuance of a certificate and a fee of one dollar (\$1.00) for each renewal or conversion from lower to higher grade.

(4) **Kinds of certificates.**—The code provides for the issuance of the following:

a) **Elementary certificates.**—These certificates shall be valid in the elementary schools. These are:

1) **Provisional elementary certificate.**—This certificate shall be issued on the basis of 64 semester hours of standard college credit and shall be valid for three years. It may be reissued or renewed after two years' teaching experience or upon presentation of one-half year (16 semester hours) additional standard college or university work earned during the life of the certificate and prescribed in the same manner as for the original issue, and may be renewed thereafter upon the same terms.

2) **Standard elementary certificate.**—This certificate shall be issued upon the completion of a curriculum of four years (120 semester hours of standard college credit) and shall be valid for four years. This certificate may be renewed every four years after three years' teaching experience during the life of the certificate or upon presentation of one-half year of standard college or university work of graduate grade prescribed in the same manner as for the original issue. It may be extended for life upon the completion of one year of standard college or university work of graduate grade and three years' teaching experience in the elementary field during the life of the certificate.

b) **High school certificates.**—These certificates shall be valid for use in the high schools of the Commonwealth. There are two kinds:

1) **Provisional high school certificate.**—This certificate shall be issued to a person who is a graduate of a standard four-year college or university and who has completed a curriculum of four years for the training of high school teachers. It shall be valid for four years, and may be reissued every four years after three years' teaching experience during the life of the certificate or upon presentation of one-half year of standard college or university work of graduate grade earned during the life of the certificate.

2) **Standard high school certificate.**—This certificate shall be issued to a person who is a graduate of a standard college or university and who has completed a standard college or university curriculum for the training of high school teachers and who, in addition, has completed one year of standard college or university graduate work. This cer-

tificate shall be valid for five years. It may be extended for life upon three years' teaching experience in the high school field during the life of the certificate.

- c) **Certificates in administration and supervision.**—There are two kinds of certificates in administration and supervision either of which shall be valid for use in any position of superintendent, principal, supervisor, teacher, or attendance officer.

1) **Professional certificate in administration and supervision.**—This certificate is valid for four years and shall be issued to a person who has had at least two years of successful teaching experience and who is a graduate of a standard four-year college or university and has completed a four-year college curriculum for the training of administrators and supervisors. It may be renewed each four years upon three years' experience during the life of the certificate or upon the presentation of one-half year of standard college or university graduate work.

2) **Standard certificate in administration and supervision.**—This certificate shall be valid for a period of five years. It shall be issued after two years' successful teaching experience and the completion of a standard four-year college or university curriculum and one year of work of graduate grade. It may be extended for life upon three years' successful teaching experience gotten during the life of the certificate.

- d) **Attendance officers' certificates.**—The law provided that the State Board of Education shall, upon the recommendation of the Superintendent of Public Instruction, prepare rules and regulations providing for the issuance of certificates for attendance officers.

- e) **Emergency certificates.**—When a board of education finds it impossible to secure qualified teachers, the State Board of Education, upon the approval of the Superintendent of Public Instruction, may issue emergency certificates to persons who meet the qualifications set by the State Board of Education for emergency certificates. Such certificate shall be valid only for the specific position for which issued and for the current term. The State Board of Education may, at its discretion, require a written examination to be passed before it issues such an emergency certificate.

(5) **Renewal of certificates.**—Certificates lower than the standard provided for in this act may be raised to a higher grade only by completing in a standard college or university the amount of academic or professional work prescribed for such renewal or for such higher grade certificate.

(6) **Effective date.**—The law relating to Section 4 above (kinds of certificates) shall not become effective until September 1, 1935.

- g. **Higher Education.**—The fourth important change made by the new code is the provision for a Council on Public Higher Education. The duties of this Council shall be to coordinate the work of public higher education in the Commonwealth. This Council shall be composed of the presidents and a member of the board of regents other than the Superintendent of Public Instruction of each of the following institutions of higher learning for white persons: University of Kentucky, Eastern Kentucky State Teachers College, Western Kentucky State Teachers College, Murray State Teachers College, and Morehead State Teachers College; three appointive members of the board of trustees of the University of Kentucky; two lay members of the State Board of Education; the dean of the College of Education of the University of Kentucky; and the Superintendent of Public Instruction.

When the Council shall meet to consider curricula for teacher training, three persons representing accredited institutions of higher learning, who are not members of the Council, and who have been appointed by the executive committee of the Association of Kentucky Colleges and Universities, shall be invited to meet with the Council in an advisory capacity.

This Council shall have authority to (a) coordinate the work and determine the curricular offerings of the five public institutions of higher learning for white persons above mentioned; (b) determine the amount of entrance fees and the qualifications for admission to each of the above mentioned institutions; (c) consider the budgetary requirements of each of the above institutions; (d) require such reports from the executive officer of each of these institutions as it may deem necessary; and (e) publish at least biennially a report of the educational and financial affairs of these institutions.

3. Functional Reorganization of Department of Education

The third fundamental improvement was the reorganization of the Department on a functional basis.

The State Department of Education was called upon to render an increased measure of service during the biennium. Indeed, the volume of work performed by the Department demanded that it be reorganized on a functional basis in order that it be in position to meet the demands made upon it. So vast was the amount of financial work to be performed, it became necessary to create a division of finance. Certain divisions performing kindred or parallel services were consolidated or coordinated while the activities of others were expanded.

According to the provisions of Section 4396-6 of Kentucky Statutes, the following divisions of the State Department of Education are included within the departmental organization:

- a. **Office of Superintendent of Public Instruction**, with one Assistant Superintendent of Public Instruction, who is authorized to act in the absence of the Superintendent of Public Instruction.

- b. Division of Statistics, School Records and Reports.
- c. Division of Inspection and Accounting.
- d. Division of Certification and Examination.
- e. Division of Rural School Supervision.
- f. Division of High School Supervision.
- g. Division of Negro Education.
- h. Division of Vocational Education.
- i. The Superintendent of Public Instruction may provide for additional departments as efficiency of service to the state may demand, within the limits of the funds available for such service.

Under the provisions of "9" above the following divisions have been added:

- a. Division of Vocational Rehabilitation.*
- b. Division of School Buildings and Grounds.
- c. Division of Research.
- d. Division of Finance.
- e. Division of Teacher Training.
- f. Division of Public Relations.
- g. Division of School Library Service (added July 1, 1933).

These titles imply the type of service to be performed by the respective divisions.

The statutory set-up of divisions, including the newer divisions created in the reorganization of the State Department, may be analyzed and described in terms of the functional services which they render. On a broad basis, these services may be grouped into two main types of work performed by the staff of the Department:

- A. General Services.
- B. Special Advisory and Supervisory Services.

Under "A", there are three functions:

- (1) General administration and supervision of the system of education within the Commonwealth, and the State Department of Education, in relation to the school system of the state.
- (2) Promotion of the educational welfare of the children of the Commonwealth in providing leadership for the cause of education, and in interpreting to the public the actual work of the schools. This service has to do with publicity and the arranging of various types of local, regional, and state conferences in the interests of the advancement of education.
- (3) Continuous study of state and local school problems through scientific research. This involves the systematic gathering of school data, the securing of superintendents' annual reports and various other kinds of school statistics. This type of service includes the making of surveys and the supplying of technical statistical advice and scientific direction on research projects carried out by members of the Department.

* In September, 1933, the name of this division was changed to "Special Education".

Under "B", there are two general functions:

- (1) Advisory and supervisory services in relation to the educational administration of the schools and the problems connected with instruction. The two branches of this division include (1) the problems of the schools as instruments of education with their administrative and instructional facilities, and (2) problems with respect to the training and certification of teachers.

The performance of the functions under (1) demands a considerable amount of field work and, therefore, requires a number of supervisors, each of whom is professionally equipped for some special branch of supervision, as, for example, the Public School Supervisor, the Supervisor of Buildings and Grounds, the Supervisor of Vocational Training.

The functions covered under (2) fall into three divisions:

- (a) working with all institutions in the state which are engaged in the training of teachers in order to develop proper curricula for the various types of teaching positions needed in the state;
 - (b) the setting up of proper principles for the certification of teachers and seeing to it that they are carried out in practice through the issuance of certificates; and (c) studying the problems of teachers in service to discover whether or not their training is deficient and making proper arrangements for the continued growth of teachers in service.
- (2) Advisory and supervisory services in relation to the financial administration of the public schools call for: (1) auditing and inspecting the records and accounts of school boards; (2) ascertaining whether the provisions of laws having to do with school finances are being carried out; and (3) advising with boards in the preparation of financial plans.

Another phase of this type of service calls for the keeping of accurate accounts of all funds used in the State Department of Education.

All of the types of services mentioned herein are necessary and essential to the carrying out of (1) the mandate of the State Constitution—

"The General Assembly shall by appropriate legislation provide for an efficient system of common schools throughout the state." (Section 183, Kentucky Constitution.)

and (2) the provisions of the laws of the state relating to the schools.

In the following outline the various divisions as provided for by the Kentucky Statutes, including the added divisions, are classified in terms of the functional services given above.

Organization of the State Department of Education

In charge: The Superintendent of Public Instruction.

A. General Services

- (1) Superintendent of Public Instruction and Assistant Superintendent.

- (2) Division of Public Relations.
- (3) Division of Research.
- (4) Division of Statistics, School Records and Reports.

B. Special Advisory and Supervisory Services

(1) Educational.

a. **The Schools.**

- (a) Division of Rural School Supervision.
- (b) Division of High School Supervision.
- (c) Division of Negro Education.
- (d) Division of Vocational Education.
- (e) Division of Vocational Rehabilitation.¹
- (f) Division of School Buildings and Grounds.
- (g) Division of School Library Service (added July 1, 1933).

b. **Teachers**

- (a) Division of Teacher Training.
- (b) Division of Certification and Examination.

(2) Financial.

- (a) Division of Finance.
- (b) Division of Inspection and Accounting.

C. School Libraries. A division of school library service was added to the Department on July 1, 1933.¹ This was made possible through the generosity of the General Education Board. The functions of this division were four, as set out in the biennial report of the Superintendent of Public Instruction, June 30, 1935:

- (1) To assemble and organize information on the school library situation in the State;
- (2) To disseminate information regarding the need for school libraries and the elements and practices which make for good school library service;
- (3) To promote the establishment of school library service where this does not exist; and
- (4) To assist already existing school libraries in raising the level of the library service rendered to schools.

D. Teacher Training. The division of Teacher Training was established in February, 1933. The New School Code of 1934 provided that a curricula for the training of teachers and administrators be prescribed by the Council on Public Higher Education and approved by the State Board of Education. This division of teacher training has served as an agency of the Department of Education through which the Superintendent of Public Instruction carries into effect the regulations of the State Board of Education and the Council on Public Higher Education relating to the training of teachers. Through this division, teacher training facilities were inspected and reports made to the State Board through the Superintendent of Public Instruc-

¹ Discontinued June 30, 1937.

tion; teacher training curricula are filed with the approval of the State Board; training and experience records of teachers are kept and information concerning teacher training is collected and made available to the public. This division was, in 1936, combined with the division of certification and established by Superintendent Peters as a Division of Teacher Training and Certification.

E. **Departmental Bulletin.** It was during this administration that the Department began the publication of a bulletin at regular monthly intervals. The first bulletin published was in March, 1933, and contained pertinent facts concerning the Educational Commission. Each month since that time, a bulletin has been prepared by the Department and mailed to school officials of the State and Nation. The demand for the information contained in these bulletins has constantly increased. At stated intervals, the mailing list has been considerably cut down and then built up again upon requests of the people whose names have been taken from the mailing list and who requested that their names be kept on the list of people who receive the publication regularly. The present mailing list consists of school administrators of the State, as well as libraries serving school systems throughout the United States.

F. **Filing System.** Because of the increase in the work of each division of the Department of Education, and the added service required by changing the laws, it was necessary to add a standard filing system to the Department of Education. This increase in work has come as a result of the added duties listed below:

- (1) On account of the requirement that all teachers' certificates be issued by the State Department;
- (2) Because of the appropriation of funds for carrying out provisions of the free textbook legislation;
- (3) For the purpose of putting into operation the new attendance laws;
- (4) Because of the new responsibility of the State Board of Education for control and operation of the institutions of higher learning.

Accordingly, plans were made to provide adequate space for central filing system for the whole Department. The advice of an expert filing organization was secured and plans suitable for our situation and looking toward a long-time program of filing were ultimately developed. This system has placed the material of the Department in easy and ready access to those desiring information.

G. **Increased Personnel.** The increased service required, as has been pointed out, demanded that more people be employed. All, or nearly all of these, were required:

- (1) To put into operation the free textbook law;

- (2) The additional work required of the Division of Certification in putting into operation the law requiring that all certificates be issued by the Department of Education; and
- (3) The responsibility of the State Board of Education imposed by law in connection with the two institutions of higher learning for colored people.

Additional help was not secured until experience showed that the force then working could not do the work required by law in time to permit officials and patrons to meet legal requirements.

H. Free Textbooks

For several years past the question of free textbooks for Kentucky children had been discussed by educators and other progressive-minded citizens of the Commonwealth. It had been often mentioned that educational services and equipment, such as grounds, buildings, teachers, etc., at public expense, did not alone "provide for an efficient system of common schools throughout the state." As a result of the efforts of leading educators and forward looking citizens of Kentucky, the General Assembly of 1928 enacted a free textbook law. No appropriation was made by this session of the Legislature for buying the textbooks. We find from the biennial report of June 30, 1935, that the General Assembly of 1934 did appropriate \$500,000 per annum for the next biennial period to be used for the purchase of textbooks. This new system should have been inaugurated on July 1, 1934, but an injunction which was dissolved by the Court of Appeals delayed the inauguration of the system until about the first of August. The first orders were forwarded to the publishers on August 13, 1934. During the first year of the operation of this textbook law, there were purchased 1,333,402 books for the use of approximately 300,000 children.

Mr. Richmond, in his biennial report of June 30, 1935, states:

"Citizens in every section of the Commonwealth are enthusiastic in their approval of the inaugurated system of free textbooks for Kentucky school children. The free textbook program has greatly improved the efficiency of classroom teaching in schools throughout the State by supplying the sorely needed materials of instruction. It has increased pupil attendance, stimulated the interest of the teachers, and won the grateful appreciation of many parents of Kentucky school children. It is a forward step in the greater educational program of the State that the General Assembly, as representatives of the citizenry of the Commonwealth, can with assurance of proper support lend their most generous assistance. The free textbook system should be continued as a fundamental part of the public education program of the State. Adequately provided for and efficiently administered, it constitutes an added significant guarantee of equality of educational opportunity for Kentucky boys and girls."

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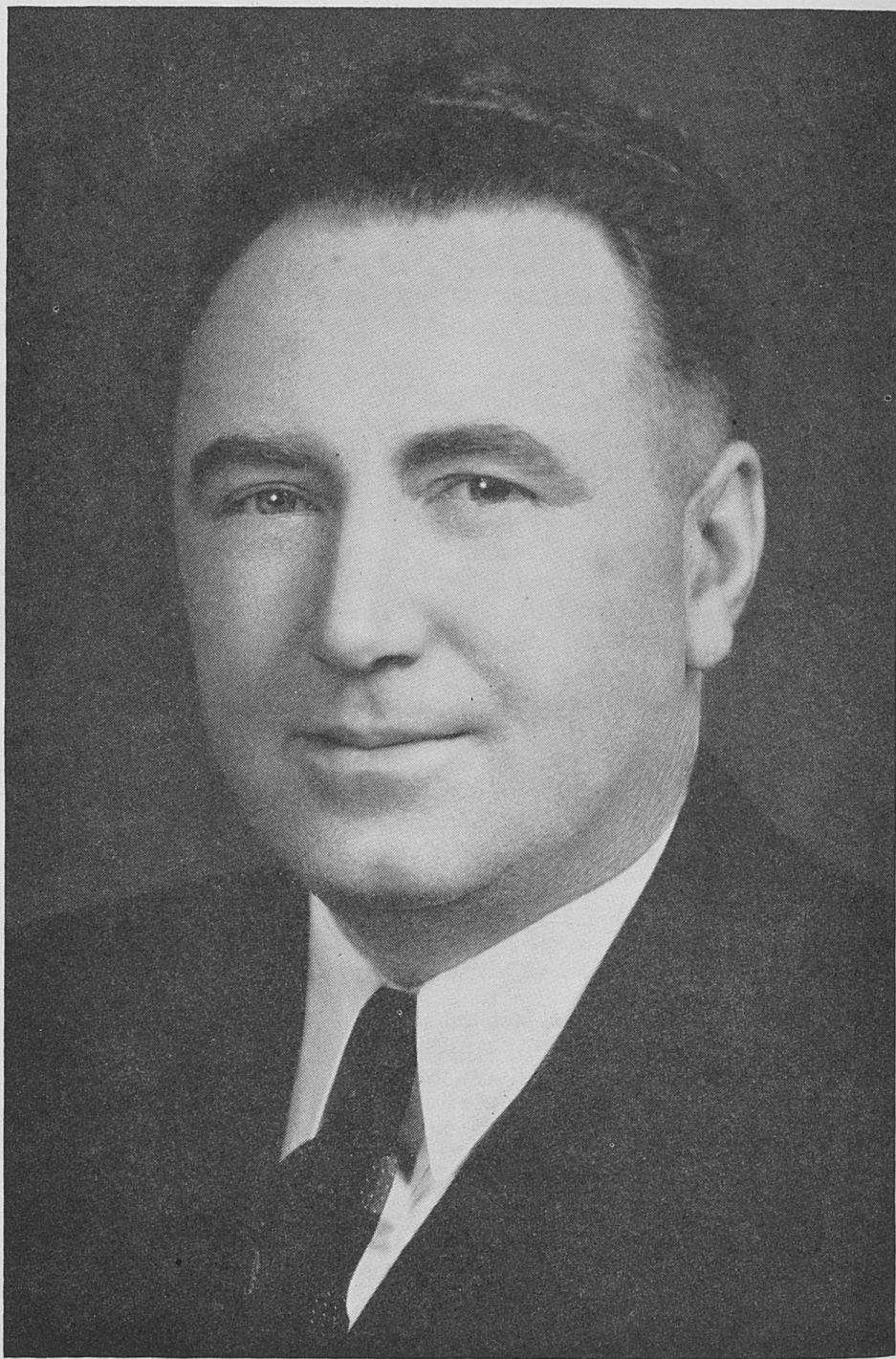
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PETERS' ADMINISTRATION

1936-1940

H. W. Peters

Harry Webster Peters, the twenty-fifth Superintendent of Public Instruction of Kentucky, was born October 18, 1893, at Rushville, Roane County, West Virginia, the son of Lewis K. and Melissa Meadows Peters. At the age of nine, with his parents, he came to Marshall County, Kentucky, where he enjoyed fishing, swimming, shooting, and the freedom of the farm. He often refers to his boyhood experiences "down on the creek".

He received his early education in "Rush Creek School" in Roane County, West Virginia, which had been taught by his father, grandfather and others of his ancestry. After his parents moved to Kentucky he attended the schools of Marshall County—"Oak Hill" and others. He was graduated from Western Kentucky State Teachers College with the B.S. degree. At Western Kentucky State Teachers College, where he did supervisory work for the College, Mr. Peters became an ardent admirer of his personal friend Henry Hardin Cherry, who was President of that institution from its beginning until his death in 1937. The advice, friendship and inspiration that President Cherry gave Harry Peters undoubtedly greatly influenced his future.

On December 24, 1921, Mr. Peters was married to Iva Grace Solomon of Calvert City, Kentucky. Before her marriage, Mrs. Peters was an excellent teacher, and has rendered valuable assistance to Mr. Peters in his school work. They have three children, Lewis Lee, Mary Jane, and William Webster.

One of the outstanding characteristics of Mr. Peters is his business-like management of both his personal and public affairs. Not only he, but each member of his family "budgets", and lives accordingly. By his management of the finances of Marshall and Christian County school systems, he captured the attention and respect of educational leaders. It was this ability which made leaders predict early in his career that he would rise to the Superintendency of Public Instruction in Kentucky. He further attracted attention as superintendent of county schools when he became one of the first in his section to see and want the advantages of consolidation and larger school units for the people he served so capably. His work in his county aroused in him a desire for school consolidation throughout Kentucky.

Mr. Peters is a member of the Methodist Church, the Masonic fraternity, and the Kiwanis Club (Hopkinsville and Frankfort). He

has held the following offices in Kiwanis: member of the board of directors, treasurer, secretary, president, vice president, and lieutenant governor. He is an active K.E.A. and N.E.A. member. He was the only rural school member of the Kentucky Educational Commission, 1932-34. Before his election to the office of State Superintendent of Public Instruction, Mr. Peters held the following positions:

1. Teacher—McCracken County (three terms)—1912-15.
2. Teacher—Marshall County (three terms)—1915-18.
3. County School Superintendent of Marshall County, January 1, 1918, to September 1, 1923.
4. County School Superintendent of Christian County, February 1, 1925, to January 1, 1936. (Office leave of absence Sept. 1, 1934, to Jan. 1, 1936.)
5. Director of Free Textbooks, State Department of Education—September 1, 1934, to January 1, 1936.

Mr. Peters will be remembered as a man who was sincere, honest, capable, energetic and unafraid—a man who could crystalize quickly significant objectives; who exercised great care and wisdom in planning his program to attain these objectives; who had a keen sense of values by which he was able to measure significant progress; and who was able always to do what he did in the name of the childhood of Kentucky and within the framework of sound educational principles.

Wherever life may take him when he leaves the office of State Superintendent, those who know him best know that the footprints of little children who go to school will lead him always, and that wherever the educational interests of children need a defender there he will be found.

SYNOPSIS OF RECOMMENDATIONS, LEGISLATION, AND PROGRESS, DURING THE ADMINISTRATION OF H. W. PETERS—1936-1940

I. Recommendations

1. In 1936
 - a. Planning Program
 - b. Improvement of Instruction
2. In 1937—Long-Range
 - a. Planning
 - b. Extended School Program—Young and Old
 - (1) Pre-School Program
 - (2) Elementary School Program
 - (3) Secondary School Program
 - (4) Higher Education
 - c. Adequate Housing—Planning
 - d. Improved Teaching
 - e. Adequate Equipment
 - f. Adult Education
 - g. Special Education
 - h. Support of Education
3. In 1937—Immediate Needs
 - a. Teacher Retirement

- b. Free Textbooks—Expanded Program
- c. Minimum Salary for Teachers—\$15 Per Capita
- d. Appropriations
 - (1) Superintendent Public Instruction
 - (2) State Board of Education
 - (3) Division of Teacher Training
 - (4) Vocational Education
 - (5) Special Education
 - (6) Graduate Study for Colored Persons
- 4. In 1939
 - a. Increased State Aid
 - b. Equalization Fund
 - c. Teacher Retirement
 - d. Equal Opportunities for Colored Persons
 - e. Preservation of 1934 School Code—Changes
 - f. Expansion of State Department of Education

II. Statements of Governor A. B. Chandler

- A. General Assembly of 1936
- B. General Assembly of 1938
 - 1. Per Capita
 - 2. Free Textbooks
 - 3. Merger of Negro Colleges

III. Legislation—1936 and 1938 Regular and Extraordinary Sessions

- 1. Aid for Negro Graduate Students
- 2. High Schools in Independent Districts
- 3. Teacher Retirement in Cities of Third Class
- 4. Certification of Annexed Property
- 5. Passing School Busses
- 6. Census in Independent Districts
- 7. Per Diem for Members of County Boards of Education
- 8. Certificates—Renewal
- 9. Sinking Fund in Cities of First Class
- 10. Negro Colleges—West Kentucky Vocational Training School
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SUMMARY OF RECOMMENDATIONS, LEGISLATION AND PROGRESS

I. Recommendations

Superintendent Peters' Administration has been characterized by the dominant idea of **planning first**, and acting **second**. Superintendent Peters had **very** definite plans on which he based his recommendations,

as revealed in an address which he gave at the convention of the Kentucky Education Association, Louisville, Kentucky, April 16, 1936.

Excerpts of that address follow:

"Do we have too many small schools in Kentucky?

Where larger school centers exist, are they properly located?

Do we have too many high schools?

Would the consolidation of small, poorly equipped high schools improve the service and educational offerings?

Could high school costs be lowered and the service increased by consolidation and transportation?

Do we now provide safe and adequate transportation facilities?

Could transportation systems be improved and the cost at the same time lowered?

Are school buildings throughout the State modern, comfortable, well-lighted, well-heated, and arranged for teaching?

Can thorough, present-day training be given pupils in a one-teacher school?

Are small schools in Kentucky well-equipped with maps, globes, charts, libraries, and other teaching aids?

Does the teacher of a one-room elementary school fill the most difficult teaching position?

Are the best trained and experienced teachers filling these positions?"

"Keeping in mind the educational welfare of all the children of this State, the answers to these questions will lead you to two conclusions—first, that every local school administrative unit should formulate a long time plan of school improvement, and second, that instruction should be improved in the smaller schools.

"Much time and effort in the past has been spent by local superintendents and local boards of education, especially in county systems, in forming and unforming school policies and in doing and undoing certain administrative acts. Not many years ago, we established a small two-year high school at every cross-road. We located and built a 'little red schoolhouse' on every worn out acre of land that was donated by some patron of the community. We employed the neighbor's daughter as teacher because she needed a job. We kept the local tax rate low and starved financially the schools because it pleased the wealthy landowner. We hoped and prayed that we might finish our term without any great dissatisfaction so that we might pass on to another job.

"I believe that if the local superintendent, local board of education, and other interested citizens would formulate for their district a systematic plan for the growth and improvement of their schools, taking into consideration all the factors affecting schools, much dissatisfaction, trouble, and obstruction to educational progress could be avoided. . . .

"It is generally recognized that the organization of more satisfactory schools, attendance areas, and local administrative units involves a careful study of present school conditions, the analysis of which will point the way to the centralization of schools within the district and to the reorganization of existing school districts, involving possibly the

abolition of some of the present schools, the replacement of some of the present school buildings, the location of needed school buildings, and the projection of new school programs. Logically, such planning for better organization and administration may involve the projection of a school building program and an educational offering in terms of available resources, both financial and personnel, leading to a more adequate educational program administered on a more equitable basis. . . .

"Any school improvement program in Kentucky must take into consideration a well organized, economical, and efficient system of transportation of pupils. The transportation system as it exists today represents an unguided and unregulated hodgepodge—like 'Topsy', it 'grewed' up. Our information is that in many sections of the State, children are transported in common commercial trucks, equipped with plank seats and unprotected from the weather. In other instances, they are still transported by wagons. Even though we have had transportation in the State for a number of years, it was not until last month that the State Board of Education passed regulations attempting to improve the safety and comfort of the children and to point the way toward economy in transportation.

"Step (2), 'selecting and adopting standards for a satisfactory organization of schools and administrative units', has been fairly well agreed upon through customs and traditions of the past and by rules and regulations already adopted by the State Board of Education under the 1934 School Code. Minimum standards concerning school organization, size of schools, number of pupils per teacher in elementary and in high schools, number of teachers and pupils for the accreditation of high schools, location of school buildings, school building plans, etc., should be on a statewide basis and agreed upon by all the school people of the State. . . .

"In projecting a new school building program to care for the reorganized plan, it will be necessary, in many instances, especially under our financial laws, to approach a program gradually. The entire program and each individual building should be planned to its completion, even though only a part can be finished each year. The present standards adopted for schoolhouse construction in this state will likely be adequate.

In order to predict the ability to finance the projected school building program, data as to the present indebtedness of school districts, the additional indebtedness required for immediate needs, the amount of debt that can be legally contracted, the amount of funds that can be raised yearly, and other information will be needed. The ability to finance the entire program must necessarily be predicted. In order to do this, it will be necessary to predict the future income from state and federal sources, as the respective total costs of schools will include expenditures for administrative, supervisory, and instructional services, as well as those for maintenance and operation of the school plant, auxiliary activities, fixed charges and capital outlay.

"I have not discussed this morning the other important objective of this administration—that of improving the type of instruction offered in the small schools. This problem, of course, deals directly with the

teacher-training institutions of the State and with supervisory staffs in the employ of the local boards of education who attempt to train teachers in service. I hope that this all-important objective can be undertaken along with the study of administrative reorganization and that substantial progress may be made."

Sensing so keenly Kentucky's educational needs, Superintendent Peters' first major attack of the problem was through a "Study of Local School Units", as follows:

1. In 1936

a. Planning a Program

In February, 1936, Superintendent Peters secured from the Federal Office of Education, Washington, D. C., a grant of approximately \$65,000, to be used in making a study of school conditions in Kentucky. The staff members of the State Department of Education, professors of administration from the University of Kentucky and other state institutions of higher learning, and the school leaders throughout the State, were engaged on a project.

Purpose.—The purpose of the Study was to:

- (1) Trace the development of public education in Kentucky from its beginning to the present time;
- (2) Take an inventory of existing educational conditions;
- (3) Evaluate these conditions in the light of desirable educational standards;
- (4) Discover wherein present conditions fail to meet such desirable standards; and,
- (5) Plan a definite, desirable, long-time program of improvement.

District Programs.—After information had been collected, summarized, and studied in each of the districts of the State, a tentative long-time program was suggested for each of the districts. This information, illustrated by maps, charts, etc., was taken to the district by a member of the staff making the study and presented to a committee, composed of members of boards of education and other leading citizens of the district, for their consideration. After these conferences, a more or less definite, long-time program was published for each district. This publication contains a map of the district showing the school situation at the time the study was made and another map showing the organization of a desirable long-time program. The written statement accompanying these maps gives detailed information concerning the desirable long-time program and suggestions pertinent to putting it into operation.

Report.—At the close of this study, a summary of the study for the State as a whole was published by the United States Office of Education under the title: "A Study of Local School Units in Kentucky". This publication contains information on the following topics:

- (1) The Early History of Kentucky's Educational System;
- (2) Significant Trends in the Development of Present Attendance Areas and Administrative Units in Kentucky;
- (3) Suggested Minimum Standards for School Attendance Areas and Administrative Units in Kentucky;
- (4) Evaluation of Present Status of School Attendance Areas and Administrative Units in Kentucky;
- (5) Proposed Reorganization of Attendance Areas and Local School Administrative Units; and,
- (6) Proposed Financial Program and Estimated Cost.

The study of status was based upon the school years 1934 and 1935. Some of the more pertinent findings revealed by the study are:

(1) The total population of Kentucky increased 9.5 per cent from 1920 to 1935, whereas, the average daily attendance in public schools increased 43 per cent during the same period.

(2) There were 7,592 school buildings in Kentucky in that year, of which number 5,367 housed one-teacher elementary school organizations, and 995 housed two-teacher elementary school organizations.

(3) The average daily attendance in one-teacher schools was 69.7 per cent of the enrollment, while in elementary schools served by four or more teachers the average daily attendance was 80.1 per cent.

(4) Fifty-five (55) per cent of the teachers serving in one-teacher schools had two or more years of college training, whereas, 78 per cent of those teaching in elementary schools, four teachers in size or larger, had this amount of training.

(5) It was shown that as a general rule the larger the elementary school attendance area, the better the school building and equipment that was provided.

(6) There were 848 high schools in the state, only 222 of which employed six or more teachers.

(7) The training of the typical high school teacher consisted of graduation from college and it was discovered that the better trained and more experienced teachers and those with the greatest tenure served in the larger high schools.

(8) The course of study in the small high school was found to consist of purely traditional college preparatory subjects, while the larger high schools had a rather extensive program of work, including such vocational subjects as home economics, vocational agriculture, and industries and trades.

(9) The wealth of local school districts varied from \$354 per census child in the most impoverished district to \$11,115 in the wealthiest district. There were 60 school

districts with an assessable wealth of less than \$1,000 per census child.

(10) Fifty-four (54) per cent of the county elementary school teachers and 11 per cent of the high school teachers received less than the legal minimum salary of \$75 per month. In the independent districts only 16 per cent of the elementary teachers and 6 per cent of the high school teachers failed to receive the legal minimum salary of \$75 per month.

(11) There was a great discrepancy between instructional cost in the elementary grades and that in the high school grades. Based on the average daily attendance, annual instructional cost in the elementary grades was \$20.62 and in the high school grades \$48.30.

(12) The total indebtedness of all school districts in the state was found to be extremely small in comparison with that of other states.

Certain minimum desirable standards were established by those in charge of the study and the evaluation of existing attendance areas and administrative units was made in terms of such standards. The general standards set up provided that no elementary school should be considered as permanent in which a teacher was called upon to teach more than one grade of elementary school work and that no high school should be considered as a desirable permanent high school with a faculty of less than six teachers. The proposed reorganization of the school system of the state on the basis of these desirable standards revealed the following facts:

(1) Whereas, 7,491 elementary schools were in use in the school year 1934-35, only 3,194 should be considered as permanent schools, and of this number approximately 1,700 one-teacher elementary schools were included, because of the topography of the land and the natural barriers which exist in certain sections of the state.

(2) Only 328 of the 848 high schools of the state should be permanently maintained. Of this number 72 would be smaller than six teachers in size, due to the sparseness of population and the lack of satisfactory roads over which transportation could be effected.

(3) Sixty (60) small independent school districts of the state do not in themselves have a sufficient number of children to operate a desirable educational program and recommendation was made that such districts voluntarily merge with larger contiguous districts.

(4) No changes were recommended in the present law which provides for the voluntary merger of school districts by concurrent action of the boards of education involved.

(5) Recommendations were made that ultimately the state must set up a school fund that will provide a per capita of approximately \$25, in order to guarantee a mini-

imum educational program for every school child in the state, and that local boards of education be permitted to expend such state school monies for purposes other than for teachers' salaries.

(6) All local boards of education should be given authority to levy a tax rate not to exceed \$1.50 per \$100 of assessable wealth subject to school taxation, plus a sufficient sinking fund levy to meet debt service on voted bonds.

The advantages of the program proposed in the study of local school units as stated in the report of the study are as follows:

(1) Every school district in the state would have enough children within itself to provide a desirable elementary and high school program without depending upon annual tuition contracts with neighboring school districts.

(2) The proposed program would reduce overhead expenses in many instances where excessive administrative costs obtain, due to the small number of school children in the administrative unit.

(3) The proposed program would lead to ease of administration and would result in a more equitable distribution of the tax burden for school purposes.

(4) Such a program would provide more equal educational opportunities.

(5) Since the proposed program would result in more efficient school service and would reduce present inequalities, it would be more logical for the state to assume a greater portion of the burden of financing the educational program.

b. Improvement of Instruction

The second major objective of Superintendent Peters on his induction to the office of Superintendent of Public Instruction was "the improvement of instruction in all classrooms by improved and re-emphasized training of teachers toward a life-centered, child-centered kind of education".

2. In 1937—Long-Range

It so happened that the beginning of the third year of Superintendent Peters' term was also the beginning of the second century of public education in Kentucky. In his second biennial report to the General Assembly, Superintendent Peters submitted the following goals for the second century of public education in this Commonwealth:

a. Planning

"We realize as never before that the temporary expediences which we have used for plans in the past cannot solve the problem of the future, and that only long-time planning, planning which contemplates at least the scope of a generation, can ade-

quately serve this new century. The business of education is becoming increasingly social. Education has come to have a meaning it never had before, even a generation ago. Then it was more a matter of acquiring encyclopedic information, now it is a growth, a continuous growth of the individual in adapting himself to life's needs, in securing greater meaning from his life's experiences in the pursuit of more varied interests and in a more effective control of his environments.

b. Extended School Program—Young and Old

"The education of the future will deal not only with the children who are of conventional school age, but with those who are now considered of pre-school age and with those who have passed beyond the age limits for schooling set by the past century. Likewise, the scope of education will be broadened in the matter of its offerings and enriched curricula will go far beyond the present utilitarian standards. The children of the next generation will have an opportunity to develop the aesthetic side of their natures and public school education will provide training not only in the fields of citizenship, but in the vaster fields of character.

"This contemplation of the needs of all the people everywhere leads us into consideration of many phases of education which have hitherto had little formal recognition. The long-time program of the future will keep in mind that the fundamental purpose of education is for life and not merely for living or for entrance into college. While major emphasis must be placed upon the problem of providing education for normal children of public school ages, there is also an imperative need for opportunity to be offered to every member of society, regardless of age, race, economic status, or physical ability. Therefore, the program must reach down to meet more effectively the educational needs of children of pre-school age and it must reach upward to meet the needs of adults.

"The school program of the future must guarantee health and safety for both children and adults. Every child has a right to have a comfortable and a suitable place in which to be oriented to life. The schools of the future will, therefore, put great emphasis upon the matter of safety and comfort, and hygienic perfection in the school buildings.

(1) Pre-School Program

"The Pre-School Program will probably concern itself with the matter of developing habits and traits and social attitudes in addition to an orientation to the conventional activities of the elementary school level.

(2) Elementary School Program

"The Program of the Elementary Schools will doubtless be enriched by the incorporation of additional vocational elements which will assist in the very important matter of discovering individual aptitudes. The elementary schools

will also lay greater emphasis upon the matter of citizenship and the laying of an adequate foundation for a philosophy of life.

(3) Secondary School Program

"The Secondary School must meet the individual and social needs of all adolescents, and must be prepared to accept them when they come. In the main, the secondary school in Kentucky at this time meets the needs only of those who plan to continue their education at higher levels. This is a natural outcome in a state which maintains small secondary schools poorly housed and equipped and inadequately staffed. In order that this secondary school may meet the needs of all adolescents, its program should include those experiences which are found in after school life and it should be organized in terms of abilities, aptitudes and life purposes, which have been discovered in the elementary school. This cannot be accomplished with economy until the small secondary schools have been combined into schools large enough to employ staffs, trained to carry out their programs. No secondary school of the future should be accredited as a first class school unless it offers a complete curriculum meeting the needs of all the groups to be served.

(4) Higher Education

"Education at the college level should be provided for all who can profit by such experience. This means that training for leadership in trades and industries, fine arts, practical arts, health service and social service should be offered, as well as training in the liberal arts. To meet these needs, the program must be extended upward and outward so that it may serve the ever increasing number of persons who are advancing to higher levels of public service. If these purposes are accomplished, the higher education programs will indeed be laboratories of leadership in the life of the state.

c. Adequate Housing—Planning

"The program of the school at every level must be adequately housed. This means that the program of education will be planned and adopted before the building is erected. The school plant must meet not only the specific housing needs of the program, to be offered, but must be sanitary and safe, and aesthetic values must not be ignored in planning and erecting the building.

d. Improved Teaching

"Every person attending school is entitled to be under the leadership of a good teacher. Teaching, therefore, must have the ear-marks of a profession. To meet these requirements, teachers must be given long, or even indefinite tenure; provision must be made for economic security by the payment of salaries sufficient to enable them to live upon a plane of com-

fort, and to be guaranteed adequate retirement protection; and the members of the teaching profession must possess a high degree of education and training.

e. **Adequate Equipment**

"The school of the future at every level must be equipped so that the curriculum may be effective. This means that a broad program which meets the needs of the varying interests will demand a considerable increase in outlay over that in existence at this time.

f. **Adult Education**

"Adult education will be a problem of major concern in the immediate future. Kentucky, along with the rest of the country, has accepted the fact that education is a continuous process and does not end with formal schooling. With the constant change in the demand for services and goods, large groups of our people at the adult levels must be re-educated in order to meet these changes. It is now recognized that society will profit by the expenditures of money for programs of adult education in citizenship problems, social welfare problems, training for trade and industries, aesthetic training, health education, parent education and the like; therefore, adult education cannot be ignored in the future.

g. **Special Education**

"Special education to meet the needs of those whom the regularly organized public schools cannot reach must be provided at public expense. Home-bound children, physically and mentally handicapped children, and persons confined in our social institutions must be given education, if education is to serve all the people everywhere.

h. **Support of Education**

"The meager support given to public education at this time must give way if the educational goals set out here are to be accomplished during the next decade or two, and in its place there must be adopted a program of financial support adequate to maintain "an efficient system of public schools", as set out in the Constitution. Kentucky has wisely recognized the social value of a state system of highways by guaranteeing their continued support. The fight for the support of roads is over and the state can go forward with its service to the people by long-time road planning and building. The same principal should characterize the state's attitude toward the education of its citizens. It should no longer be necessary for civic and school leaders to wage a fight every two years for funds to maintain an adequate program. The increased effectiveness of the schools will demand larger financial outlays just as road improvement required increased expenditures. The average amount now spent in the United States is from sixty to seventy dollars per child. Kentucky should at least seek to finance an average program."

3. In 1937—Immediate Needs

In his biennial report for the school year ending June 30, 1937, Superintendent Peters pointed out immediate needs of the schools of Kentucky.

a. Teacher Retirement

"There should be enacted a state-wide teacher retirement system.

b. Free Textbooks—Expanded Program

"Provision should be made for the maintenance of present support for free textbooks and additional funds should be provided for the purchase of free textbooks through the seventh and eighth grades.

c. Minimum Salary for Teachers—\$15 Per Capita

"Teachers should be guaranteed a minimum salary of \$75.00 per month for a term of eight months. This requires a per capita of \$15.00.

d. Appropriations**(1) Superintendent of Public Instruction**

"The appropriation of the Superintendent of Public Instruction should be increased from \$60,000 to \$75,000 in order that essential services to the public schools may be maintained.

(2) State Board of Education

"The appropriation for the State Board of Education should be increased to \$17,500, in order to care for additional costs for printing and binding, and other essential services.

(3) Division of Teacher Training

"The appropriation for the Division of Teacher Training and Certification should be increased from \$15,000 to \$16,000, to partially replace loss of \$6,000 from the General Education Board, and in order to meet the increased demand for services of this Division.

(4) Vocational Education

"The increase in Federal appropriations to the Division of Vocational Education makes it necessary for the state to appropriate \$40,980.68 to match Federal funds if we are to receive all of the \$537,329.63 allotted to Kentucky.

(5) Special Education

"The program of special education should have appropriation to meet the needs of those whom the schools cannot reach. In addition to \$40,423.30 needed to match Federal revenues, there is needed \$25,000 to carry education to those handicapped persons whom no agency of the school now reaches.

(6) Graduate Study for Colored Persons

"Since the \$5,000 appropriated for graduate study for colored persons was insufficient to meet the needs during the present biennium, this fund should be raised to \$7,500 for each year of the biennium 1938-1940."

4. In 1939

In his biennial report for the school year ending June 30, 1939, Superintendent Peters pointed out that there is an ever increasing demand from the people that the schools serve better the needs of the children, and that we are now facing problems which are preventing the schools from serving the children as they should. These problems were presented with recommendations for their solution, as follows:

a. Increased State Aid

"There must be an increase in the general state aid for the public elementary and secondary schools. The curriculum of the schools has been expanded through the increase in the number of such courses as Art, Music, Physical Welfare, Industrial Arts, Trades and Industries, General Shop, Commerce, Agriculture, and Home Economics. It has been necessary to increase the number of teachers employed. The rapid increase in consolidation has doubled the number of children to be transported. At the same time, the total revenue in the state for school purposes has not increased, regardless of the increased per capita, due to the decrease in local school income. County tax rates are limited to 75 cents on the \$100 of assessed valuation, and the county school district has the added burden of transportation. Other districts, without the transportation burden, are permitted to levy as much as \$1.50 on each \$100 of assessed valuation.

"To partially meet the situation, the Legislature should increase state aid for general school purposes to fifteen dollars per census child, and should remove the obstacles to an increase in income from the local districts.

b. Equalization Fund

"Many districts in Kentucky are forced to deny their children an acceptable minimum school program, due to low income. After the per capita has been given to these districts and the maximum tax rate levied for school purposes, the districts cannot maintain an acceptable minimum program.

"The Legislature should provide for an equalization fund in accordance with the program of the Kentucky Education Association.

c. Teacher Retirement

"The Teacher Retirement Law should be made operative. Practically every group of citizens in Kentucky has been provided with a sound program of security in old age; the Federal Government has a retirement system for all its employees, and many states have sound teacher retirement systems. Up to this time, the teachers in Kentucky have been left out.

"The Teacher Retirement Law, as recommended by the Kentucky Education Association, should be restored during the regular session of the 1940 Legislature, and should provide an appropriation sufficient to make it effective at once.

d. Equal Opportunities for Colored Children

"Provision should be made for equal opportunities for Negroes in higher education. At present no provision is made by the state for higher education for Negroes in several fields which now are provided for white persons, nor has there been established in Kentucky facilities for graduate study for Negroes. A recent decision of the United States Supreme Court places the duty of providing equal opportunities for higher education for white and Negro persons upon the states.

"The Legislature should by appropriate legislation provide a program adequate to meet the needs of those Negroes who desire education at higher levels.

e. Preservation of 1934 School Code—Changes

"The essential features of the 1934 school code should be preserved. This law has tended to equalize educational opportunities by providing for uniform procedure in the operation of the school programs. During the five years of its operation, problems have developed making it desirable to make minor changes and additions. The following amendments to existing laws are recommended:

(1) Selection of Textbooks

"Some districts have been given the freedom of choice in the selection of textbooks and teaching materials. This freedom has been denied other districts. It is 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.

(2) State Board of Education and Institutions of Higher Learning

"Under existing laws (not the 1934 school code) the Governor may remove at will any officer appointed by him for any reason deemed sufficient by him. To apply this practice in the removal of Boards of Regents, the Boards of Trustees of the University, and the State Board of Education, is contrary to the principles of school administration, and often may result in the domination of education for political purposes. It is recommended that this law should be changed so that members of the State Board of Education and Boards for Institutions of Higher Learning, may serve out the term for which they were appointed unless removed for generally accepted causes.

f. Expansion of State Department of Education

"There should be provision whereby the State Department

of Education may render services in the following special fields:

Curriculum development
Elementary Education
Health and Physical Education
Public School Music
Public Relations."

II. Statements of Governor A. B. Chandler

A. General Assembly of 1936

In his message to the General Assembly of 1936, Governor Chandler had the following to say in regard to Education:

"Kentucky has greatly improved its school system in the last few years. This Legislature should make certain that the public schools have as much as \$12.00 per capita for the payment of teachers' salaries and the operation of the schools of the State."

B. General Assembly of 1938

In his message to the General Assembly at its Regular Session of 1938, Governor Chandler had this to say in regard to Education:

1. Per Capita

"During the campaign of 1935, the public school per capita became an issue. All candidates for office during that year avowed, if elected, they would provide for the maintenance and operation of the public schools a sum equal to at least \$12.00 per capita. On the sixth day of January, 1936, as the successful candidate, I said this in my message: 'Kentucky has greatly improved its school system in the last few years. This Legislature should make certain that the public schools have as much as \$12.00 per capita for the payment of teachers' salaries and the operation of the schools of the State.'

"It was not necessary, as some of the school people had felt in former years, to stage mass demonstrations in 1936 to ask for more money for our schools. There was no bickering or dispute over the per capita appropriation. The Legislature asked the Department of Education to supply it with the enrollment of the public school students in the State so that a \$12.00 per capita could be provided.

"Recently a controversy has arisen. In public speeches some of the school authorities have said it is the fault of the Legislature that they failed by a few cents to get a \$12.00 per capita during 1936 and 1937. The blame should not be placed on the Legislature. Through no fault of that body, the public officials of the State did not furnish a correct list of the number of school pupils for 1936 and 1937. Notwithstanding this, however, the State during these years paid to the per capita fund \$9,153,695.08, which represents the greatest contribution to public schools ever made in all the history of the State.

"In addition thereto, the Legislature appropriated \$500,000 for free textbooks, and more than \$499,553 of this amount was actually expended.

"Some so-called leaders of our school people have recently made demands upon the Governor and the Legislature that they be furnished during the next biennium a sum equal to \$15.00 per capita for the maintenance of the public schools. This demand, in my judgment, is an unjust one. It should not

have been made but, having been made, it should be promptly rejected by the Legislature.

"In order to meet the natural increases occasioned by the fact that approximately 10,000 more children will become of school age each year, it will be necessary for the Legislature to appropriate for 1938, \$9,600,000, which represents an increase of nearly \$500,000, and for 1939, \$9,700,000, which is an increase of nearly \$600,000. Thus it will be seen that in order to take care of the natural increases in enrollment it will cost the Commonwealth in excess of \$1,000,000 more for the coming two years than for the last biennium.

"Some of the school people demand \$12,000,000. If you accede to this demand, it will cost the taxpayers of the State nearly \$2,900,000 more than was spent during the last two years, and that expenditure represented the greatest amount of money appropriated for the public schools for all time.

2. Free Textbooks

"I recommend that \$500,000 be again appropriated for free textbooks in Kentucky and that no addition be made at this time.

3. Merger of Negro Colleges

"I recommend the merger of the two Negro colleges. In 1890, 14.4% of the State's population was colored. In 1930 colored people constituted only 8.6% of the entire population. From 1900 to 1930, the number of colored citizens decreased from 284,706 to 226,000. The State is now undertaking to operate two second class colored colleges. Only one has the prospect of being a real school. By combining these, we will be able to offer a Class A college for the training of the colored people of Kentucky. We can adequately support one school and make a reasonable appropriation to it.

"The Paducah school, in my judgment, can never, even by the expenditure of large sums of money, be made a satisfactory institution. There is at Nashville, Tennessee, a Class A college, which has nearly as many Kentucky students as are now attending the Paducah school.

"At present it costs the State \$350.00 per capita to attempt to educate the 150 students at Paducah. There are nearly 500 students in the Frankfort school and the cost is approximately \$135.00 per pupil.

"Every school administrator in Kentucky, both white and colored, agree that this merger will save money and offer a better opportunity to educate our young colored people.

"The appropriation bill as prepared by the Budget Director and recommended by the Governor carries no appropriation for the school at Paducah in the future.

"It is my deliberate judgment that for the reasons indicated, the merger should be made effective by this Legislature."

III. Legislation—1936 and 1938 Regular and Extraordinary Sessions

During the administration of Superintendent Peters, the following important school legislation was enacted:

1. Aid for Negro Graduate Students

That the state pay tuition and fees outside of Kentucky for colored persons pursuing courses of study at educational institutions outside of the state for whom no such courses are provided in the educational institutions of this state.

2. High Schools in Independent School Districts

That independent school districts may contract for the 11th and 12th grade school service for white children, and for the colored children they may provide a school or contract for all of the high school service.

3. Teacher Retirement in Cities of the Third Class

That teacher retirement may be provided for teachers in cities of the the third class.

4. Certification of Annexed Property

That property in annexed territory be certified to the annexing authority.

5. Passing School Busses

That traffic must stop when our school busses are receiving or discharging passengers.

6. Schools in Independent School Districts

That an independent school district may continue to operate with as few as two hundred white census pupils.

7. Per diem for Members of County Boards of Education

That per diem be provided for members of county boards of education.

8. Certificates—Renewal

That the State Board of Education be authorized to renew a certificate that expires on June 30th, provided additional requirements for its renewal have been completed and filed with the Department of Education by the following September.

9. Sinking Fund in Cities of the First Class.

That cities of the first class may levy from four to ten cents for school purposes to be placed in a fund to accumulate for building purposes.

10. Negro Colleges—West Kentucky Vocational Training School

That the name of the colored college at Frankfort be changed from "Kentucky State Industrial College" to **Kentucky State College for Negroes**, and that the West Kentucky Industrial College be discontinued and in its place establish **West Kentucky Vocational Training School**.

11. Vocational School at Paintsville

That a vocational school, namely, the **Mayo State Vocational School** be established at Paintsville, and that the maintenance and control of said institution be vested in the State Board of Education.

12. Teacher Retirement

That a State System of Teacher Retirement for Classroom Teachers be effective in 1940. (No appropriation was provided for putting this Act into operation.)

IV. Observations—Progress**A. Biennial Report 1939**

In his report for the biennium ending June 30, 1939, Superintendent Peters summarizes the progress made during his administration. He had this to say:

1. Buildings and Grounds.

"Approximately \$19,500,000 has been invested in new school buildings and grounds during the past four years as compared with \$3,800,000 during the preceding four years. This represents the largest program of schoolhouse construction in any similar length of time in the history of the State. This program of schoolhouse construction has been accompanied by a reorganization of attendance areas designed to provide fewer but larger and more efficient school organizations.

2. Census and Attendance.

"Due to a more refined and extensive accounting system, there has been an increase in the number of pupils included in the school census. This census has increased from 762,690 on June 1, 1935 to 795,374 on June 1, 1939. The average daily attendance has increased from 490,220 in 1935-36 to 494,339 in 1938-39. The figures in reference to average daily attendance do not take into account the pupils that attend private and parochial schools.

3. Finance

"As is shown by the statistical data contained in this report, our schools in many sections are far from being adequately financed. A wholesome trend, however, is indicated in the increasing state appropriation for public elementary and secondary schools. This appropriation was \$8,367,500 for the school-year 1935-36, \$9,153,720 for 1936-37, \$9,153,720 for 1937-38 and \$9,600,000 for 1938-39. In other words, the state appropriation amounted to \$10.95, \$11.66, \$11.58, and \$12.12 per census pupil for the school-years 1935-36, 1936-37, 1937-38, and 1938-39 respectively. To the extent that our common schools are financed by State per capita appropriation, we have an equalized school program, but to the extent that our schools must depend upon local taxation, we have a highly unequalized program.

4. Free Textbooks.

"There has been available for the purchase of free textbooks in the elementary grades the sum of \$500,000 annually. With this amount of money available, it has been possible to supply free textbooks to the first seven grades and to part of the eighth grade. Five hundred and sixty thousand pupils (560,000) are now using free textbooks in Kentucky. The cost per pupil per year is ninety cents (90c). This is approximately one-third of the cost per pupil when the parents were purchasing the books. The average life of a book is three and one-half to four years.

5. Special Education.

"A serious attempt has been made during the past four years to provide for all types of handicapped persons in all phases of special

education. The Federal Act providing for Vocational Rehabilitation has become a permanent provision and is included in the Federal Social Security Act. The Federal Government has made \$71,432.85 available for this work in Kentucky while the State has appropriated \$25,000. During the fiscal year which ended July 1, 1939, 67 special teachers and special supervisors were employed by local boards of education to furnish training opportunities for homebound and other handicapped persons.

- a. "In cooperation with the Kentucky School for the Blind, 51 persons handicapped because of blindness have been trained for operating vending stands and placed in public buildings throughout the Commonwealth. The Kentucky School for the Blind and the Kentucky School for the Deaf now enroll 191 and 367, respectively.

6. Supervision.

- a. "Four years ago there were 305 local school districts in the State. At the close of the school-year 1938-39, there were 262 districts. Of this number, 120 were county school districts and 142 were independent districts.

- b. "The number of one-teacher schools has been decreasing rapidly. At the close of the school-year 1938-39 there were 4,383 one-teacher schools in the county districts. This represents a decrease of 984 in the number of such schools during the past three years.

- c. "There were 833 public and private high schools in Kentucky during the school-year 1935-36. At the close of the school-year 1938-39 there were 783 public and private high schools, a decrease of 50 in three years.

- d. "In 1934-35 there were 104,412 pupils enrolled in all types of public and private high schools in the State. At the close of the school year 1938-39 this enrollment had increased to 136,037.

- e. "In the field of education for Negroes, significant improvements have been made during the past four years. Each school district now has charge of the complete program of education in its boundaries for both white and colored pupils. Prior to 1936, the obligation of school service for the Negroes in about half of our independent school districts was imposed upon their respective county school systems, relieving these independent districts of this legitimate obligation.

"Increased attention has been given to higher education for Negroes. Kentucky State College, Frankfort, is now a fully accredited, standard institution and the college at Paducah has been replaced by a modern institution for vocational training. The Negroes, too, have shared in the unprecedented program of schoolhouse construction, and while the Negro population has decreased, the Negro high school enrollment has increased approximately nine per cent in the biennium ending June 30, 1939. Discriminations in the salaries for white and colored teachers have been practically eliminated.

f. "Four years ago there were in operation approximately 1,200 vehicles which transported 58,000 school children at a cost of approximately \$725,000. During the school-year 1938-39, there were more than 1,600 vehicles carrying approximately 90,000 children 60,000 miles daily, at a cost of approximately \$1,317,000.

7. **Teacher Training and Certification.**

"The percentage of certificated 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 certificated teachers who were college graduates increased from approximately 25 in 1935-36 to approximately 40 in 1938-39.

"The typical teacher in Kentucky during the school-year 1935-36 had approximately two and one half years of college training. During the school-year 1938-39, the typical teacher had approximately three and one half years of college training. Out of 100 teachers employed in the public elementary and high schools in 1938-39, 45 had four or more years of college work, 12 had three years, 35 had two years and 8 had less than two years.

8. **Vocational Education.**

"In 1935-36 the number of persons taking trade, industrial and distributive occupations education was 2,924. By the year 1938-39, this number has increased to 5,867. The trend toward centralized trade schools operated by the State and counties is significant. Two state vocational schools have been opened, one at Paintsville for white people and the other at Paducah for colored persons. One county unit also has been started this year. In small towns where it is impossible for the schools to offer practical instruction, cooperative programs between industry, business, and school have been introduced. Young people work and learn the manipulative skills on the job and attend school for half a day to get the related and academic instruction.

a. "The number of vocational home economics all-day departments in high schools increased from 108 in 1935-36 to 208 in 1938-39. During this same period the number of girls enrolled in these departments increased from 3,884 to 9,327.

The colored vocational home economics program has grown from five departments in 1935-36 to eighteen departments in 1938-39. The number of colored pupils enrolled in vocational home economics was 203 in 1935-36 and 798 in 1938-39. The adult home economics program has grown from 13 evening classes with a total enrollment of 191 in 1935-36 to 101 part-time and evening classes with a total enrollment of 1,377 in 1938-39.

During the past four years, the number of projects completed by pupils enrolled in vocational home economics has increased from 8,894 in 1935-36 to 20,499 in 1938-39.

During the school-year 1938-39, 218 teachers were employed for at least one month beyond the regular school

year. This is twelve times the number which were employed for at least one month beyond the regular year in 1935-36.

b. During the school-year 1935-36, there were 168 high schools teaching vocational agriculture to 6,150 people. These figures had increased to 221 high schools teaching vocational agriculture to 11,271 people in 1938-39.

In the past four-years, the number of young men being served by part-time classes in vocational agriculture has increased from 49 to 1,713. In this same period, the number of adult farmers being served by departments of vocational agriculture has more than doubled.

The net earnings of boys studying vocational agriculture in 1935-36 was \$227,582. These earnings had increased to \$361,309.48 in 1938-39.

c. The membership in the Kentucky Association of Future Farmers of America has, during the past four years, grown from 2,423 to 6,026, an increase of more than 250 per cent. More than 2,500 Future Farmers of America attended seven district field days and participated in public speaking, impromptu speaking, music contests, enterprise contests, parliamentary procedure, etc. A permanent state camp for Future Farmers of America has been established at Hardinsburg, which provides for wholesome recreation and leadership training."

B. Pupil Transportation

At the beginning of Superintendent Peters' administration, the best available information shows that transportation of pupils was constantly increasing. Some dissatisfaction was expressed by parents of the pupils over the equipment being used for this purpose in many sections of the state. Along with the plans for extensive consolidation which would necessitate further transportation, and in order to insure safety and comfort in this means of taking children to and from school, Superintendent Peters recommended to the State Board of Education minimum requirements for bus equipment and school bus drivers. These regulations were contained in a manual published by the State Department of Education in April, 1936.

During his administration he has kept in close touch with development of transportation facilities throughout the state and nation. He sent a representative to New York City to participate in a nation-wide study of school transportation. On the basis of this and other information, he has prepared and recommended to the State Board of Education a rather detailed and carefully planned set of regulations for school bus chassis, school bus body, qualifications for school bus drivers, and rules and regulations governing operation of school busses. These were adopted by the State Board of Education on December 15, 1939, and become fully effective on July 1, 1940.

CHAPTER III

CONCLUSION—A GLANCE AT TWENTY-FIVE YEARS OF EDUCATIONAL GROWTH IN KENTUCKY

Chapter I of this bulletin set forth briefly the educational situation in Kentucky at the end of the administration of State Superintendent Barksdale Hamlett—1915. Chapter II set forth the biographies of the six Superintendents of Public Instruction in Kentucky since 1915, together with the significant recommendations and statements of the Superintendents and Governors to the General Assembly, the important school legislation enacted, and the outstanding achievements. It is the purpose of this Chapter to reflect the most significant educational achievements in Kentucky during the past quarter of a century.

Much of the progress that has been made during this time is set forth in the address which Superintendent Peters made to the Kentucky Education Association at its 1937 Convention in Louisville, Kentucky. In this address, Superintendent Peters has the following to say:

(Other statements of definite achievements made during the past quarter of a century will be found later in this Chapter.)

"Since Dr. Bullock's time, as the first Superintendent of Public Instruction of the State of Kentucky, twenty-four other men have held this high position. Because Mr. Bullock was the first Superintendent in our beloved Commonwealth, and because of his unusual qualities of mind and heart exercised in the advancement of education for the masses, we may imagine that great philanthropic spirit somewhere in the celestial regions, still deeply interested in our progress. Actuated by this and other reasons, and prompted by a desire to broadcast a brief report of our stewardship, I have addressed a message to him reporting on the work he started so long ago. I have done this without any feeling of facetiousness or pertness, but with earnestness and sincerity. I shall read this letter:

"Reverend Joseph James Bullock,

Dear Sir:

"It will be one hundred years ago next February since Mr. Clarke, then Governor of this Commonwealth, appointed you the first Superintendent of Public Instruction in the State of Kentucky. This appointment, as you know, was made possible by the passage and approval in February, 1838, of a general law establishing a system of common schools for our State. From then, the beginning of our public school system, until now, we have had many 'ups and downs' in educational policies and achievements—the passage and repeal of many laws, the establishment and abolition of many districts, the formulation and discard of many schemes and programs, the

erection and wreckage of many buildings, and the adoption and elimination of many requirements—until at last we have arrived where we are this April 16, 1937, ninety-nine years and two months to the day on a hundred-year educational journey, which will be reached February 16th of next year.

"My understanding from Mr. King, the Secretary of the K.E.A., is that we shall spend all of next year in celebration of reaching the first one hundred year milestone by meeting together in every schoolhouse, feasting and discussing reminiscently the rough and rugged spots we have already passed over, and in laying definite educational plans for the next hundred years.

"In order to check up on what has been accomplished in education and in order to make plans for the future, the State Department of Education has initiated, with the aid and cooperation of the Bureau of Education in Washington, local superintendents and school officials, and the institutions of higher learning, a detailed study of the present status of our school organization. We have collected and assembled every available known fact on every subject which relates directly in any way to the educational program—the topography of the county, location of streams, location and types of roads, population and census centers, assessed wealth, tax rates, enrollment and attendance in individual schools, teaching personnel, transportation, facilities, location and size of school buildings, types of school organization, and even to the place of residence of every child. This information has been presented to local school officials and citizens to date in ninety counties and will be presented in the other counties before July, which has resulted in the formulation of ninety school improvement programs.

"It is interesting to note the things that you had to say concerning education a hundred years ago. You said:

'The great object of the Common School Law is to give to every child in the Commonwealth a good common school education; . . .

'The great principle of the System is that of equality; the rich and the poor are placed on the same footing; and to receive the same elementary instruction; . . .

'The State has an interest in every child within her limits; and indifference with regard to the beings upon whom all the interests of society are so soon to devolve, is as criminal as it is impolitic.'

"You said:

'That the education of all the children of the State will cost much . . . but it should be obtained at any cost. It is not true economy to object to a small expenditure for the present, and thereby incur a much greater expenditure for the future . . . Nothing is so wasteful as ignorance; . . . The folly of objecting to the expense of education, is as great as that of a farmer who objects to spending money to buy seed to sow his ground, and lets it grow up in weeds because it costs less. . . .

'To provide for the education of all the children in the State is the most economical expenditure of money that can possibly be made.'

"In your appeal for equal educational opportunities for every child and in your insistence that the training of the child is an obligation of the entire State and that the educational program should be adequately financed, you had very little to say concerning the teacher, but your successor, Mr. Kavanaugh, had this to say concerning the training of teachers:

'In the judgment of those perhaps the best qualified to decide upon the claims of our system, it is regarded as being materially defective only in one point: As one has expressed it, it is a body without a head, a stream without a fountain. It needs a school of superior grade exclusively devoted to the instruction of teachers.'

"In our survey, we have discovered that we have made more progress in the training and development of capable teachers than in any other phase of our school activities. It was not until 1906 that the State established definite teacher training institutions. A few years ago, the average teacher was hardly a high school graduate; today, the average teacher is a young, enthusiastic, capable person with three or more years of college training and who has actually taught satisfactorily in an experimental school before she attempts a school of her own. Actually, of the 24,055 persons holding certificates today, 11,144 have had from two to four years of college training, 8,159 have graduated from a four-year college, 590 have Master's degree, and 22 hold Doctor's degrees; therefore, I am willing to risk the training of the future childhood of Kentucky to this fine, well-trained group of people.

"But, our study shows that a great many of these teachers have the poorest, most ridiculous, and most unsatisfactory conditions under which to attempt their teaching. The worst teaching situation that a teacher could have is that offered by a one-teacher, eight-grade school. We have found through our study that in 1935 there yet existed 5,367 one-room school buildings in the State offering their meager, unattractive educational opportunities to 200,000 of our children. This number represents approximately one-third of our total public school enrollment and approximately one-half of the enrollment in our county districts. When I observe some of the fine schools and splendid educational opportunities offered in some places and in some districts of the State and then look back on the meagerness of these 5,367 one-teacher schools, I am afraid I would be ashamed to face you and admit that we have so poorly carried out the principle of 'equality' laid down by you one hundred years ago.

"The development and growth of high schools in the State did not reach any great proportions until following the enactment of a law in 1908, which provided for the establishment of a high school in each county. In the school year 1910-11, there were 120 high schools with 136 teachers and 6,942 children enrolled. Since then, the number of high schools has increased rapidly, the enrollment has increased rapidly, and, likewise, the number of teachers has increased. During the years 1916, 1918, and 1920, we attempted, it seemed, to establish a small high school at practically every crossroad. By 1935 the number of high schools had reached the enormous figure of 849 with an enrollment of some 95,000 pupils. Most of these schools supported a very narrow, limited course of study, taught by one, two, or three teachers.

"I am happy to inform you that we have at last stemmed the tide of establishing high schools and have started in the right direction. This year, we have only 818 high schools (31 less than in 1935) with an enrollment exceeding 124,000 children, offering more enriched and more practical programs. Last May, 12,000 children graduated from high school and received their diplomas. Last September, 3,500 or 29 per cent, of this graduating class entered college. Seventy-one (71) per cent of these graduates entered into the activity and life of the communities; therefore, in the future

if the high school is to serve best in the development of desirable citizenship, the program offered in it should be broad enough to touch the desires and life needs of all who enter. If our high school enrollment is 124,000 and if the pupils are distributed equally among the four grades, then 31,000 should graduate instead of 12,000. What happened to the 19,000? Why did they quit school? Was the program uninteresting, unattractive, and narrow? Did the daughter whose interests were centered in a course in music quit because she was compelled to study algebra? Did the boy whose life interests pointed toward the study of electricity quit because he was compelled to study Latin or history? We cannot definitely answer these questions, but it seems very evident that our high schools must be fewer in number with larger enrollments and broader programs.

"You said that the education of all the children of the State will cost much, but that it should be obtained at any cost, that parsimony on the subject is extravagance, and that to provide for the education of all the children in the state is the most economical expenditure of money that can possibly be made. We have talked and argued about money for all these hundred years. The State as a state was not much interested in financially supporting schools until 1850, when, after a popular vote, the magnificent sum of a 2c property tax for education was set aside for the Common School Fund. This was the beginning of the state tax for school purposes. From that time until now, state funds for education, which are distributed on a per pupil basis, have been increased. Now we receive a direct appropriation from this State, which last year was figured at \$12.00 per child and over which we have very proudly 'pushed out our chests'. But, when we consider the things that you said a hundred years ago, which are even more true today—that a child is a citizen of the State, and it is the State's obligation to educate him, and when we consider that New York State spends \$124.00 per pupil and that the average of the nation is \$66.00 per pupil, and that Kentucky for its own little program from both state and local sources spends \$30 per pupil, it may be that, instead of being so 'chesty' over a \$12.00 per capita, we should hang our heads in shame. If the State should finance a minimum program, the per capita would of necessity exceed \$30.00.

"Now, in closing, may I promise and pledge to you, Sir, that in the continued welfare of our children, we shall with renewed interests and energy try to:

- "1. Create by careful planning, elimination, and combination more desirable situations, striving toward an elementary school large enough to have a teacher for each of the eight grades;
- "2. Place our teachers in positions for which they have been specifically trained and in which they are naturally interested and fitted;
- "3. Enrich by combination and increased enrollments our high schools into organizations big enough to offer a program suited to the life needs of all who enter and a program that will insure the maximum benefit of training to all in their chosen life work, regardless of whether they enter college or fail to even graduate from high school; and
- "4. Further impress upon the entire State its obligation of equal opportunity for all children and seek financial support sufficient to provide

for all comfortable and desirable buildings, safe transportation, and interested, understanding, and efficient instruction.

Very earestly and respectfully yours,

H. W. PETERS, Present
Superintendent of Public Instruction."

Thus it is seen that much educational progress has been made during the past 100 years of public education in Kentucky.

The remainder of this Chapter is devoted to a discussion of the dominant educational opinions advanced during the past quarter of a century, together with the most outstanding achievements that have been made during this same time.

1. Equalization

Every superintendent during this period has discussed the inequality of educational opportunities that exists in Kentucky. So much have the inequalities of educational opportunities been discussed and pointed out, that in 1930 the General Assembly passed an equalization law appropriating \$1,250,000 for equalization purposes. Later, this law was declared unconstitutional. Funds were distributed for only one year. Many other attempts at equalization have been made. The maximum tax that any county board of education may levy for school purposes has been increased from twenty cents to seventy-five cents on each one hundred dollars worth of assessable property, and the minimum levy has been set at twenty-five cents. During the same time the maximum tax that any school district independent of the county school system may levy has increased from fifty cents to one dollar in cities of the first class, and up to one dollar fifty cents in other independent school districts.

It is interesting to observe here that the 1934 school code allowed these inequalities of taxing privileges to exist, while it placed the county and independent school districts under equal regulations in other respects.

Over this period, the annual state appropriation for public elementary and secondary schools has increased from approximately \$4,000,000.00 in 1915 to \$9,600,000 for 1939-40.

Inequalities of educational opportunity will continue to be a much talked of subject until the State government can and does equalize educational opportunity.

2. State Board of Education

Until the enactment of the New School Code in 1934, our State Board of Education consisted of the Superintendent of Public Instruction, the Attorney General, and the State Treasurer. Superintendents of Public Instruction who served with such a board of education advocated this change long before it was effected. The New School Code of 1934 provided that the State Board of Education shall consist of the State Superintendent of Public Instruction as ex-officio Chairman, and seven laymen appointed by the Governor of the Commonwealth.

3. Superintendent of Public Instruction

In the recommendations of many of our State Superintendents, it has been pointed out that the Superintendent of Public Instruction should be appointed rather than elected by popular vote. We find them further recommending that the State Superintendent be made eligible to succeed himself. This would allow a continuation of policy and practice by the State administration of public elementary and secondary education. However, in reality, much of the purpose of this recommendation has been achieved, because the policies of his predecessor have been largely adopted by each succeeding Superintendent of Public Instruction, and it has been the rather consistent policy of the incoming Superintendent of Public Instruction to retain the professional personnel of his predecessor.

4. Personnel of the State Department of Education

One of the first difficulties encountered by Superintendent Gilbert after his induction into the office of Superintendent of Public Instruction was one of office help. During the preceding administration, five clerks and five stenographers had been employed in the State Department of Education, without statutory authority. When Mr. Gilbert appointed the same number of stenographers and clerks, the Auditor, on advice of the Attorney General, refused to honor warrants for salaries for more than three clerks, which were specifically provided for. Thus, Superintendent Gilbert was confronted with the necessity of an emergency enactment allowing him to employ five clerks and five stenographers. Today, the State Department of Education's personnel consists of some fifty executives, stenographers, and clerks.

5. Adult Education

Our present program of Adult Education is almost entirely the product of growth during the last quarter of a century. Actually, it began with moonlight schools, the first of which was established in Rowan County in 1911.

6. Vocational Education

The Smith-Hughes Act was passed in 1917. This was followed by the establishment of the Division of Vocational Education in the State Department of Education in 1918. Since that time, this division has grown until at the present time under the supervision of this Division, there are 11,271 boys receiving vocational agricultural instruction, 9,327 girls receiving vocational home economics instruction, and 5,867 persons enrolled in trades, industrial and distributive education classes in towns throughout Kentucky. A vocational training school for white persons has been established at Paintsville, and a vocational training school for colored persons has been established at Paducah. Our program has been expanded extensively by vocational courses.

7. Special Education

In 1920 the Civilian Rehabilitation Act was passed. It was accepted by Kentucky in 1922. This was the beginning of what is now the Special Education program administered by the Division of Special Education in the State Department of Education. This program was administered by the Division of Vocational Education until July 1, 1928,

when it was made a Division of Vocational Rehabilitation. In 1934, it became the Division of Special Education. This year this Division is training more than 600 needy eligible handicapped adults, and 51 school units are providing some special education to more than 1800 handicapped children.

8. University of Kentucky

During the administration of Superintendent Gilbert, the name of our State University was changed from **State University** to the **University of Kentucky**.

9. School Districts

In 1915, there were three types of school districts in Kentucky, namely, County School Districts, City School Districts, and Graded School Districts. At that time, there were 120 County School Districts, 25 City School Districts, and 405 Graded School Districts. Since that time, many laws providing for mergers and cooperation of school districts have been passed, and today there are only two kinds of school districts, namely, County School Districts and Independent School Districts. During the administration of George Colvin, a law was passed prohibiting the establishment of any new independent school districts. The number is now reduced to 120 County and 142 Independent School Districts. The relationship between county and independent school districts is improving constantly, and in many places now a splendid cooperative program is being carried on. This cooperation between school districts is resulting in further equalization of educational opportunity.

10. Consolidation

A vast amount of consolidation has been effected in the past twenty-five years, especially during the past five years. It has been during this past twenty-five years that laws have been passed enabling and encouraging consolidation. It was during the administration of Superintendent Colvin that much of the machinery for school consolidation was set up. It was then that the law was passed permitting local subdistrict taxation for transportation. The amount of money expended for transportation in 1915 was approximately fifteen thousand dollars. For the school year 1938-39, the amount expended for transportation was approximately one and one-quarter million dollars.

On December 15, 1939, the State Board of Education adopted standards for regulating school transportation in Kentucky. These standards applied to bus chassis, bus body, qualifications of drivers, and rules and regulations pertaining to the operation of school busses, all of which will promote the health and safety of children and economy in the transportation program.

11. Certification

Twenty-five years ago there were approximately two hundred legally constituted authorities for issuing certificates to teachers. Applicants for teachers certificates were admitted to examination without regard to any scholastic record. Teachers were not encouraged to get professional training. They could get certificates qualifying them for high school teaching without having advanced beyond the eighth

grade. Through the efforts of the educational forces during the past twenty-five years, certification authority has been transferred to one certificating agency—the State; and the professional training of teachers has advanced. Certification of teachers by examination has been discontinued, and today the average teacher in the public schools of Kentucky has approximately three and one-half years of college training.

12. County Administration Law

One of the high marks in educational advancement during the past twenty-five years was the enactment of the county administration law, during the administration of Superintendent Colvin. This law provided for Kentucky's first popularly elected county board of education, consisting of five members, to whom was given the duty of appointing the superintendent of schools, rather than having such superintendent elected by popular election. It further provided that the minimum annual salary of the county superintendent be increased from six hundred dollars to twelve hundred dollars, and gave to the superintendent and county board of education the power to select all its employees, which was contrary to the old system under which trustees employed teachers. This Act, together with a companion act, provided, for the first time, for the employment of an attendance officer in each county, and made compulsory the attendance of all children between the ages of seven and seventeen.

13. State Approval of School Buildings

In order that local school officials may have professional advice in schoolhouse construction and architecture, a law was passed during the administration of Superintendent Colvin which requires that the State Superintendent of Public Instruction approve plans of school buildings in local school districts.

14. Teacher Training

As was pointed out heretofore, the trend toward a unified certifying authority and toward professional training requirements for teachers has been in vogue during the past quarter of a century. Kentucky's first requirement for professional training, in order to be granted the various types of certificates, was enacted in 1920. Teachers' Institutes were discontinued, and summer schools instituted. Two new normal schools were established, one at Murray and one at Morehead.

15. Minimum Salaries and Term Lengths

During the past quarter of a century, the minimum salary that may be paid teachers by law has been increased to seventy-five dollars per month, and the minimum salary that may be paid to county school superintendents is twelve hundred dollars annually. The minimum school term length has been increased from six months to seven months. Many communities now have school terms of more than seven months. During the school year 1938-1939, nineteen county school districts had school terms of nine months for both elementary and high school pupils.

16. Teacher Retirement

Probably, the first act ever passed to provide for teacher retirement in Kentucky was passed in 1928. However, it seems that teacher retire-

ment was hardly understood, and nothing was done about it until the administration of Superintendent Peters, when an Act providing for teacher retirement was passed in the Extraordinary Session of the General Assembly in 1938. However, this Act carried no appropriation for the operation of the retirement system, but it is the consensus of opinion of school officials in Kentucky that the General Assembly of 1940 will make appropriation for the operation of the Teacher Retirement System.

17. Free Textbooks

Various school officials have advocated the purchase of textbooks by the State Government to be distributed, without cost, to the school children throughout Kentucky. In 1928, we had the first legislation passed in favor of such a program. However, the Acts of 1928 carried no appropriation for Free Textbooks, and it was not until 1934 that the General Assembly appropriated five hundred thousand dollars annually for the purchase of Free Textbooks. This sum has been appropriated for each school year since 1934.

While various school officials have for many years advocated the purchase of free textbooks by the State, it is not correct to assume that all the patrons of the State favored free textbooks. Before free textbooks were provided by the State, many parents objected to such a program, fearing communicable diseases. However, the program meets with widespread approval in Kentucky now.

18. Higher Education for Negroes

During the administration of Superintendent Peters, the program of higher education for Negroes was greatly improved. The two state-operated Negro colleges were merged, which helped to result in the accrediting of the Kentucky State College for Negroes at Frankfort as an A class institution by the Southern Association of Colleges and Secondary Schools. The junior Negro college at Paducah was discontinued, and in its stead a vocational training school was established. Recently, a committee has been appointed to study the problem of graduate work for Negroes in Kentucky.

19. Miscellaneous

a. Census and Attendance

In 1915, the school census was taken by the trustees of each sub-district of the county. Today, the census is taken by regular attendance officers, in cooperation with the teachers. In 1915, the census age was six years to twenty years; today it is six to eighteen. In 1915, there were 741,077 children in the census; the average daily attendance was 345,371. During the school year 1938-1939, the school census was 795,374, and the average daily attendance was 494,339.

b. Subdistrict trustees

During the past twenty-five years, the subdistrict trustee has gradually occupied a less conspicuous and harmful position. Today, seventy-five counties have discontinued subdistricts.

c. Better Local Administration—Financial Records

The past twenty-five years has seen the gradual adoption of a more efficient system of financial accounting, along with the better local administration of the various affairs of Kentucky. In the past, many irregularities have developed in the handling of school funds in local school districts. Public accounts were often confused with personal accounts. School district administration often lost public confidence. Today, however, there is a rather accurate and complete accounting and reporting of public school funds and public school data. Today, the census enrollment, names of schools, their teachers, their teachers' salaries, their equipment, their attendance, and various other data are carefully checked and accounted for to the satisfaction of the public.

d. Peaks

As we review the educational achievements of any period, we are apt to lose sight of many of the little things which have occurred and to see only the peaks which rear their heads against the sky. We should remember that the entire horizon has been lifted during the period. No one should deny credit to those who cause educational peaks to rise upon the educational landscape, but by the same token, credit should be given to those who help the peaks disappear by bringing the level of the lowlands up so that the horizon may be regular and even. The educational frontier must be advanced by thrusts at vulnerable points, but when the peaks of strategy have been occupied, the salient points must be eliminated by less spectacular but nonetheless significant advance.

Tables 1-7 show something of the gradual growth of our educational system during the past quarter of a century:

TABLE 1. STATISTICAL DATA FOR THE SCHOOL YEAR 1914-15.

	County	City	Graded	Total
Number Administrative Units	120	29	405	554
School Census	*†602,278	138,799		741,077
Average Daily Attendance	*286,253	59,118		345,371
Number Schools—				
1-Teacher	6,580			6,580
2-Teacher	*868			868
3-Teacher				
4-Teacher or more				
Local Revenue	\$1,466,620.86	\$1,633,311.16		\$3,099,932.02
State Revenue	*\$2,681,119.96	\$623,350.51		\$3,304,470.47
Number Teachers	*10,381	2,071		12,452
Average Annual Salary of Teacher				\$399.44
Number High Schools				253
Enrollment in High School				15,547

* Includes both county and graded school districts.
† Includes ages 6 to 20 years.

TABLE 2. STATISTICAL DATA FOR THE SCHOOL YEAR 1918-19.

	County	City	Graded	Total
Number Administrative Units	120	35	346	501
School Census	453,797	114,952	79,558	648,307
Average Daily Attendance	230,359	62,960	49,350	342,669
Number Schools—				
1-Teacher	*7,004	63		7,067
2-Teacher				
3-Teacher	*1,066			1,066
4-Teacher or more				
Local Revenue	\$1,935,777.77	\$1,947,677.32	\$1,071,465.28	\$4,954,920.37
State Revenue	\$2,428,828.51	\$689,603.08	\$428,193.66	\$3,546,625.25
Number Teachers	9,549	2,184	1,615	13,348
Average Annual Salary of Teacher				\$410.99
Number High Schools				430
Enrollment in High School				22,473

* Includes county and graded school districts.

TABLE 3. STATISTICAL DATA FOR THE SCHOOL YEAR 1922-23.

	County	City	Graded	Total
Number Administrative Units	120	60	259	439
School Census	442,893	151,104	65,398	659,395
Average Daily Attendance	277,556	96,759	50,711	425,026
Number Schools—				
1-Teacher				
2-Teacher				
3-Teacher				
4-Teacher or more				
Local Revenue	\$4,576,181.39	\$4,578,318.94	\$1,372,121.99	\$10,526,622.32
State Revenue	\$2,641,896.44	\$924,708.13	\$355,820.82	\$3,922,425.39
Number Teachers	9,275	3,160	1,967	14,402
Average Annual Salary of Teacher				\$725.00
*Number High Schools				585
*Enrollment in High School				43,186

* Includes both public and private high schools.

TABLE 4. STATISTICAL DATA FOR THE SCHOOL YEAR 1926-27.

	County	City	Graded	Total
Number Administrative Units	120	61	226	407
School Census	428,770	167,306	60,511	656,587
Average Daily Attendance	242,480	85,059	34,889	362,428
Number Schools—				
*1-Teacher	6,261	2	4	6,267
*2-Teacher	810	2	18	830
*3-Teacher or more	356	291	252	899
Local Revenue	\$5,068,305.79	\$6,252,755.47	\$1,724,265.27	\$13,045,326.53
State Revenue	\$3,412,732.48	\$1,346,092.89	\$492,271.51	\$5,251,096.88
Number Teachers	10,054	4,473	1,756	16,283
Average Annual Salary of Teacher				†\$789.87
†Number High Schools				695
‡Enrollment in High School				56,210

* For school year 1927-28.

† Includes both public and private high schools.

‡ Includes tuition.

TABLE 5. STATISTICAL DATA FOR THE SCHOOL YEAR 1930-31.

	County	City	Graded	Total
Number Administrative Units	120	62	199	381
School Census	447,957	181,947	59,037	688,941
Average Daily Attendance	270,880	124,393	45,470	440,743
Number Schools—				
1-Teacher	6,176	9	17	6,202
2-Teacher	1,021	14	100	1,135
3-Teacher	295	12	90	397
4-Teacher or more	311	442	186	939
Local Revenue	\$6,732,962.03	\$7,907,956.18	\$2,200,504.62	\$16,841,422.83
*State Revenue	\$3,921,496.25	\$1,597,443.75	\$520,975.00	\$6,039,915.00
Number Teachers	10,811	4,684	1,793	17,188
Average Annual Salary of Teacher				\$897.30
†Number High Schools				806
‡Enrollment in High School				65,643

* Does not include equalization fund.

† Includes both public and private high schools.

TABLE 6. STATISTICAL DATA FOR THE SCHOOL YEAR 1934-35.

Total	County	Independent	Total
407	120	191	311
656,587	515,927	246,883	762,810
362,428	316,964	172,968	489,932
			5,367
6,267			995
830			192
899			1,038
3,045,326.53	\$5,297,506.43	\$7,358,591.52	\$12,656,097.95
3,251,096.88	\$5,630,215.25	\$2,766,058.80	\$8,396,274.05
16,283	11,985	6,141	18,126
			\$784.83
†\$789.87			849
695			104,412
56,210			

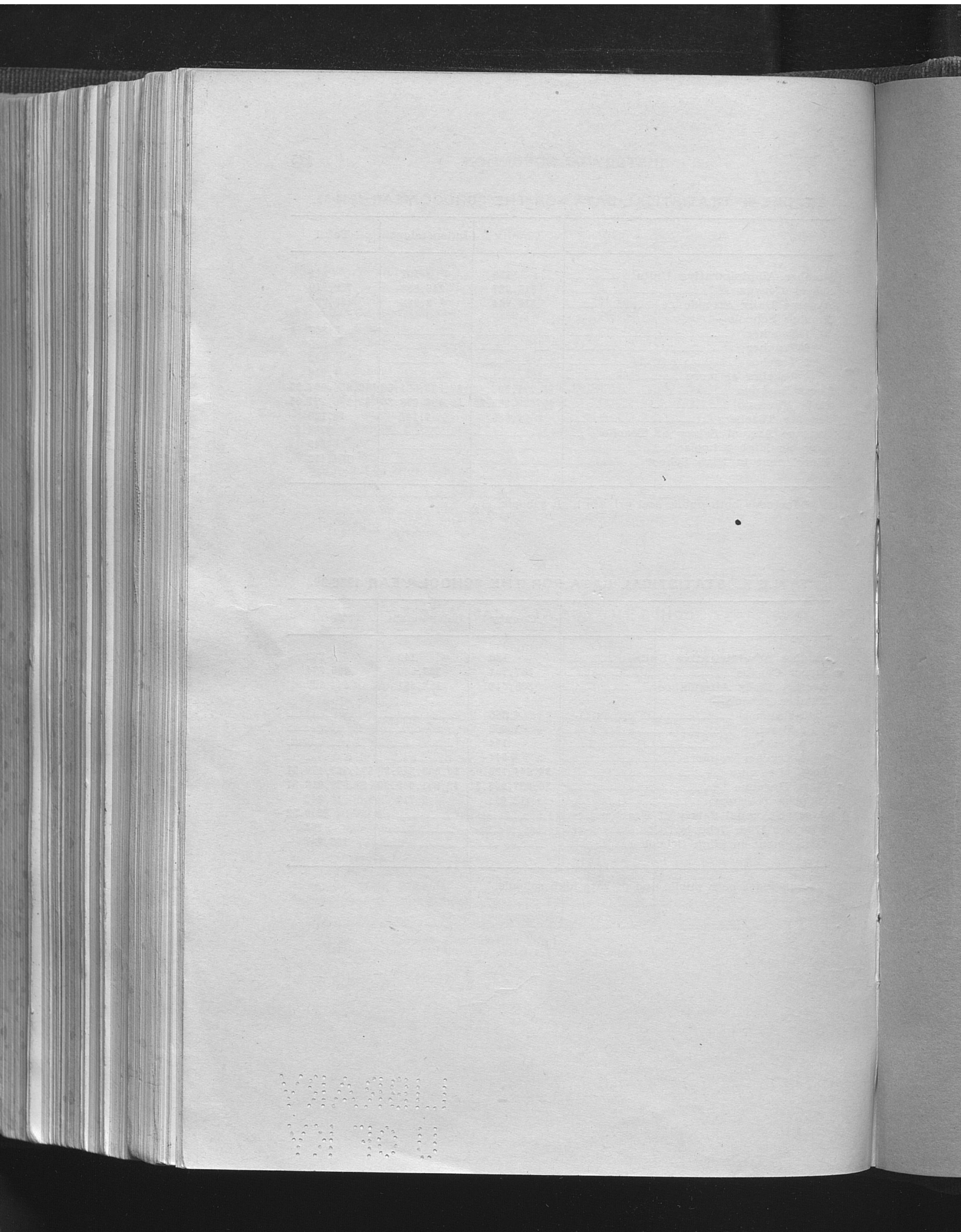
* Includes both public and private high schools.

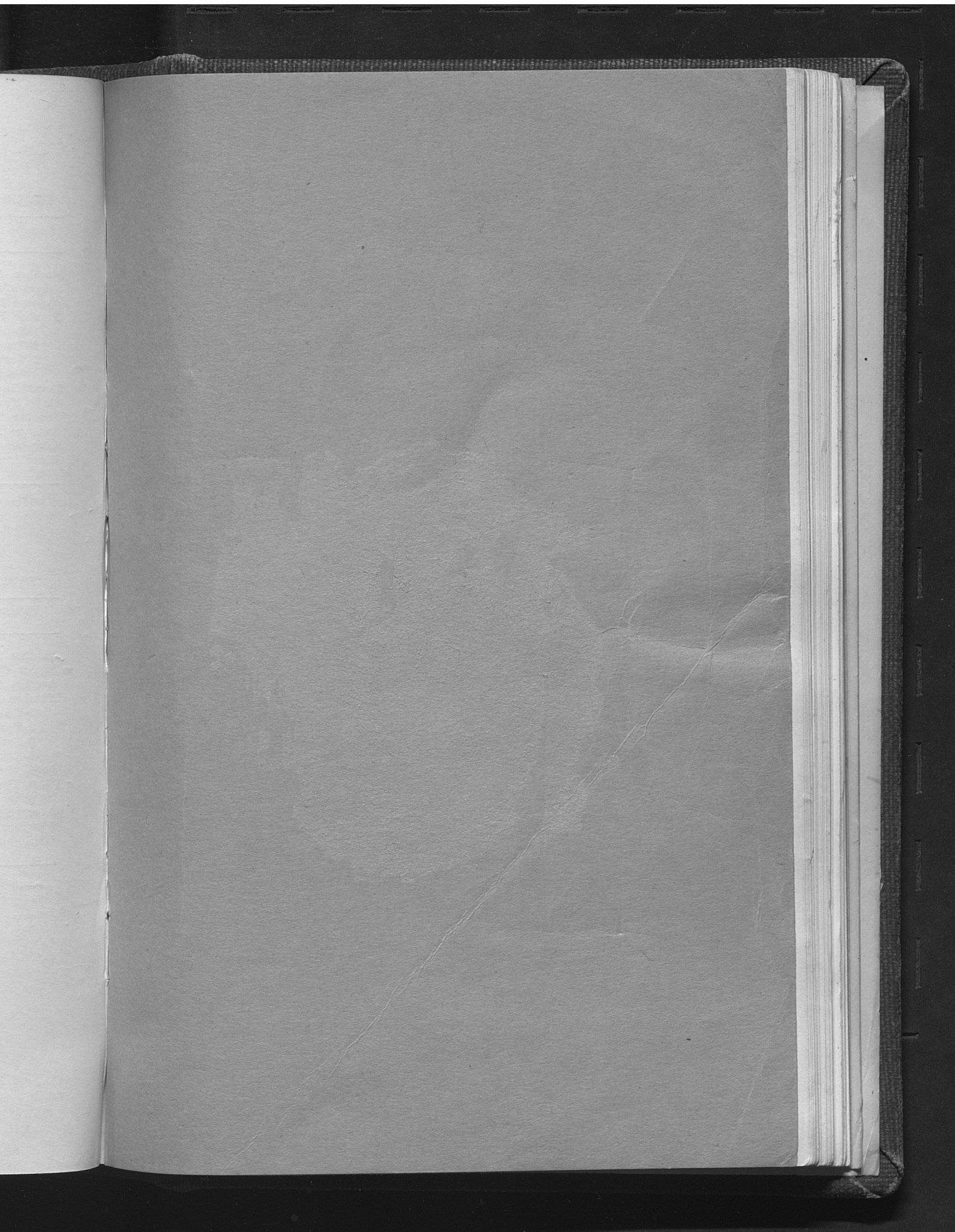
TABLE 7. STATISTICAL DATA FOR THE SCHOOL YEAR 1938-39.

Total	County	Independent	Total
381	120	142	262
688,941	557,794	237,580	795,374
440,743	335,648	158,691	494,339
	4,383		
6,202	1,052		
1,135	194		
397	644		
939	\$6,644,133.03	\$8,083,346.88	\$14,727,479.91
3,841,422.83	\$6,687,963.61	\$2,891,049.90	\$9,579,013.51
3,039,915.00	12,624	5,718	18,342
17,188			\$890.32
			783
\$897.30			136,037
806			
65,643			

* Includes both public and private high schools.

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