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● Commonwealth of Kentucky ●  
**EDUCATIONAL BULLETIN**

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**WHY THE COMMON  
SCHOOL FUND SHOULD  
BE INCREASED**



Published by

Ky. DEPARTMENT OF EDUCATION

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Superintendent of Public Instruction

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## SHOULD THE STATE SUPPORT THE SCHOOLS?

There is but one answer to this question—"Yes." All public schools are state schools and their maintenance is, and always has been accepted in Kentucky as a state responsibility. When the state passes the burden of support to the local school districts, it is not assuming the responsibility for school support any more than it would be assuming the responsibility for building necessary roads if each county should be required to build its own roads.

There is a growing feeling that the Federal Government has an obligation to aid schools. This position is undoubtedly sound, but the case for federal aid will be much stronger when it is shown that proper educational standards cannot be maintained under even a generous plan of state school support.

This bulletin shows clearly that Kentucky has not developed a satisfactory plan of state school support. It shows that local districts carry the burden of school support and that under such a plan there are glaring inequalities of educational opportunity. It shows further that while an increased common school fund will not completely remove educational inequalities it will materially lessen them.

These materials have been brought together for this bulletin by Mr. Gordie Young, Assistant Superintendent of Public Instruction. Recent biennial reports of the Superintendent of Public Instruction, articles in the Kentucky School Journal, and The Report of the Kentucky Educational Commission contain more elaborate treatments of certain aspects of the problem of school support; however, the purpose herein has been to bring together in a compact statement the significant arguments for increasing the common school fund.

JAMES H. RICHMOND  
Superintendent of Public Instruction.

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# WHY THE COMMON SCHOOL FUND SHOULD BE INCREASED

## I. INEQUALITY OF EDUCATIONAL OPPORTUNITY

### 1. TAXABLE WEALTH

It was upon the principle of the equal right of every individual that our government was founded. From the beginning of the American form of government to the present, eminent leaders have recognized that the success of a democracy is dependent upon an enlightened and educated citizenship.

In Section 183 of the Constitution of the Commonwealth of Kentucky, we find the conviction of the makers of the Constitution as to the importance of education. This section charged the lawmakers in these words: "The General Assembly shall, by appropriate legislation, provide an efficient system of common schools throughout the state."

It is not necessary to argue the point that ignorance is a thing to be avoided, nor to insist that ignorance and poverty go together. It may be readily shown that those states of the Union and those sections of this Commonwealth which have put most of their money and time into a sincere effort to train their youth, progress fastest.

Even though many of Kentucky's natural resources have not produced for the state what might have been secured under different management, vast wealth still exists. The racial characteristics of the people are such as to form a sound basis for developing a good citizenship, if properly trained. What is needed to bring to usefulness each of these resources is the training of the children of our state. This fact has been shown in other states, as well as in sections of our own state. The best way we can train our youth is through a system of efficient public schools.

The framers of our state Constitution left no room for doubt on the part of the public, nor of the General Assembly, as to their judgment concerning the importance of educating the future citizens of the Commonwealth of Kentucky. Despite this fact, the present inequality of educational support does not tend to provide "efficient" schools "throughout" the state, as set forth in the Constitution.

Chart 1 shows thirty counties which, in the year 1931-32, levied a tax rate of 50c. It is seen that, in addition to the state per capita\*,

\* **IMPORTANT NOTE.**—The state per capita shown in this and other charts based on the same year is \$9. It must be remembered that the per capita for the school year 1933-34 is only \$6, a reduction of one-third. This lower per capita, if charted, would emphasize the inequalities which appear.

one county realized approximately \$42 per census pupil from district taxation, while another realized only about \$5 per census pupil from district taxation—less than one-eighth as much. Although the tax rates were the same in all counties, the educational opportunities afforded the children were vastly different.

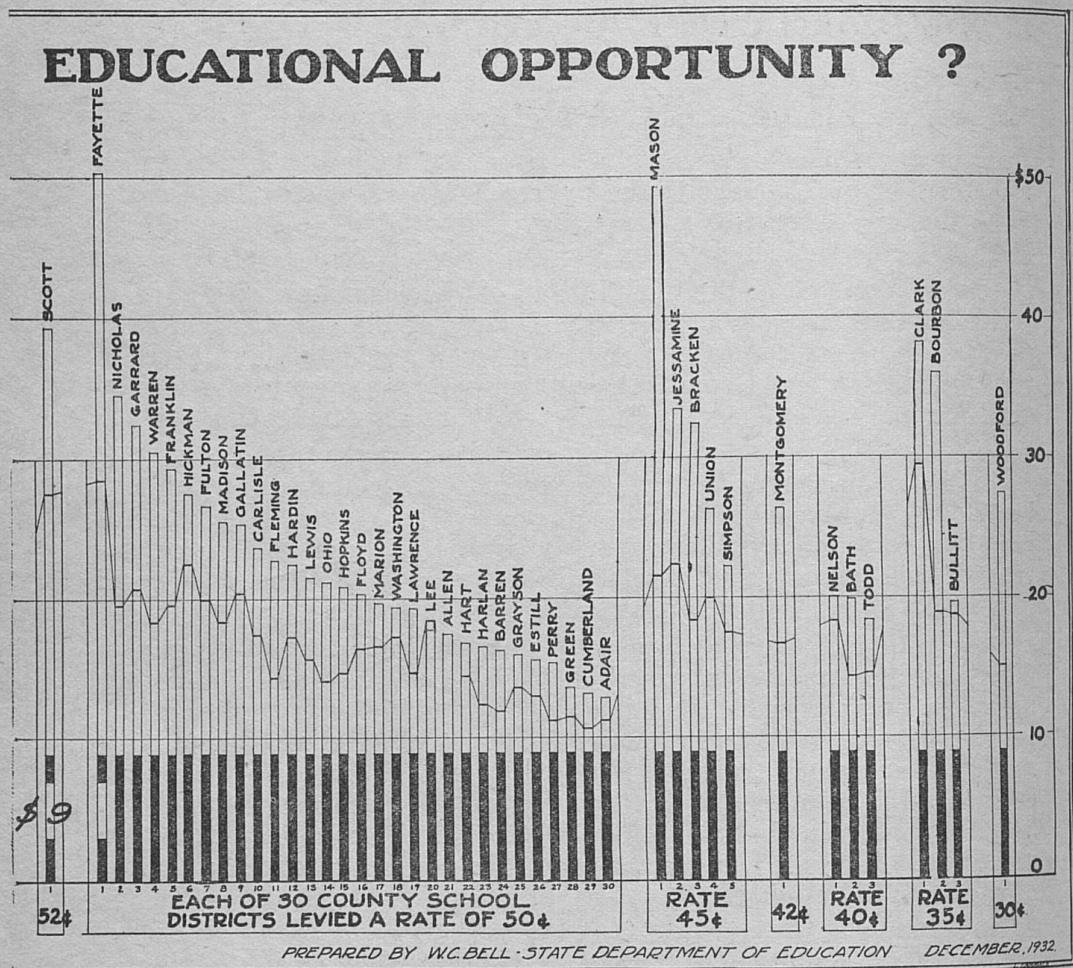


CHART 1

The inequality of educational support illustrated in Chart 1 became so apparent after a few years of operation that an attempt to correct it was made by passing a law permitting boards of education of county school districts to levy as much as seventy-five cents on the property of such school districts.

Chart 2 shows that the inequalities in support were *not* due to the failure of local units to levy a high enough tax rate. In 1931-32,

all of the county districts shown in this chart levied exactly the same rate, 75c, the maximum tax permitted by law for county districts. In addition to the state per capita of \$9, one county realized approximately \$36 per census pupil, while another county realized only about \$4, or one-ninth as much. Yet the children in *all* of these districts are future citizens of Kentucky, and, by constitutional mandate, each is entitled to attend an "efficient system of schools."

## UNEQUAL FINANCIAL SUPPORT!

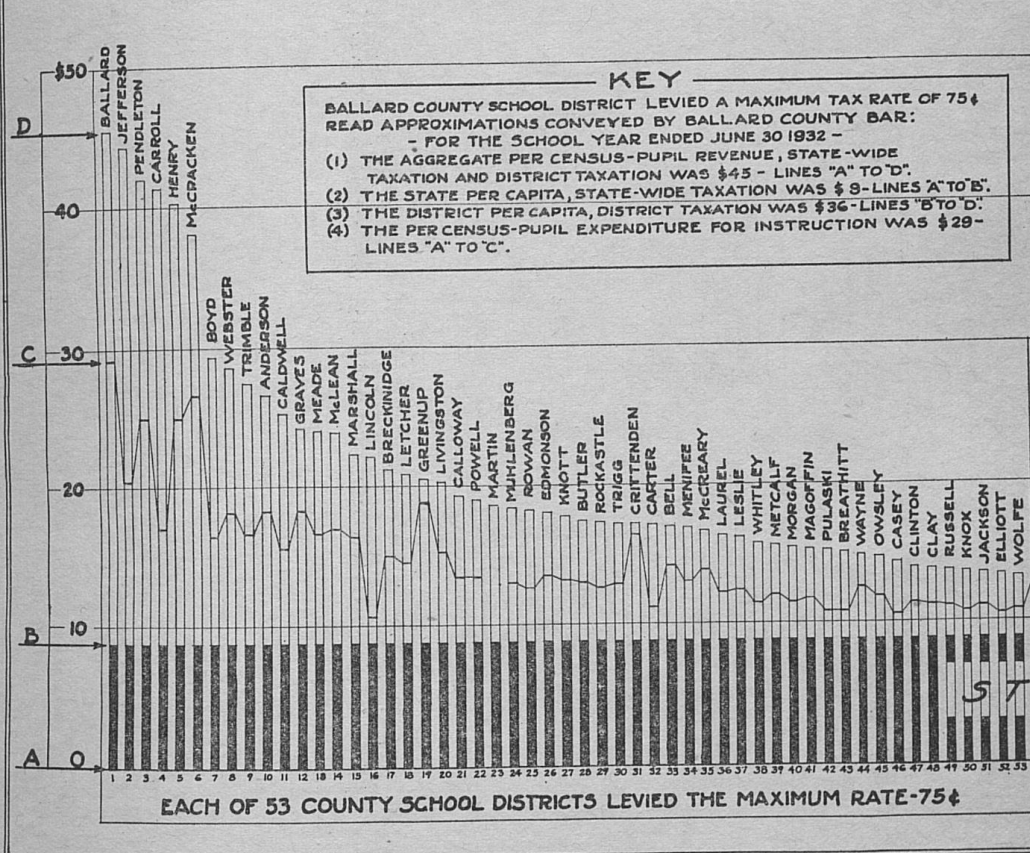


CHART 2

The facts revealed by these charts naturally led to a study of the two types of independent districts in operation. City and independent graded school districts show even greater variance in financial support than do the county school districts. This is shown by facts collected and charted in a similar fashion to the county school districts cited above.

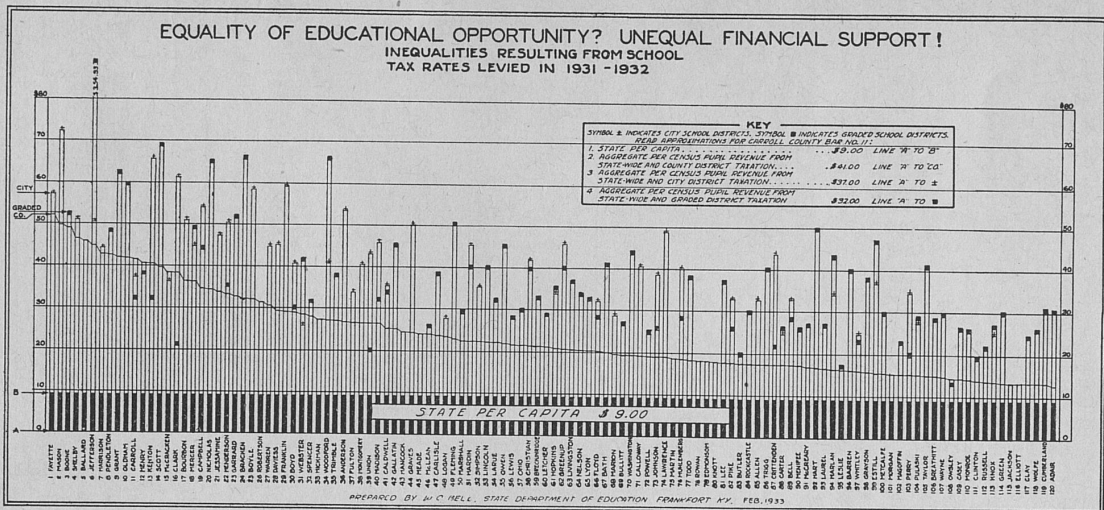


CHART 3

This chart shows *what actually happened* as a result of the 48 different tax rates levied by the 386 school districts in 1931-32. Including the \$9 state per capita, the revenue available per census child varied as follows: in county districts, from \$51 to \$14; in city districts, from \$72 to \$25; in graded school districts, from more than \$300 to \$14.

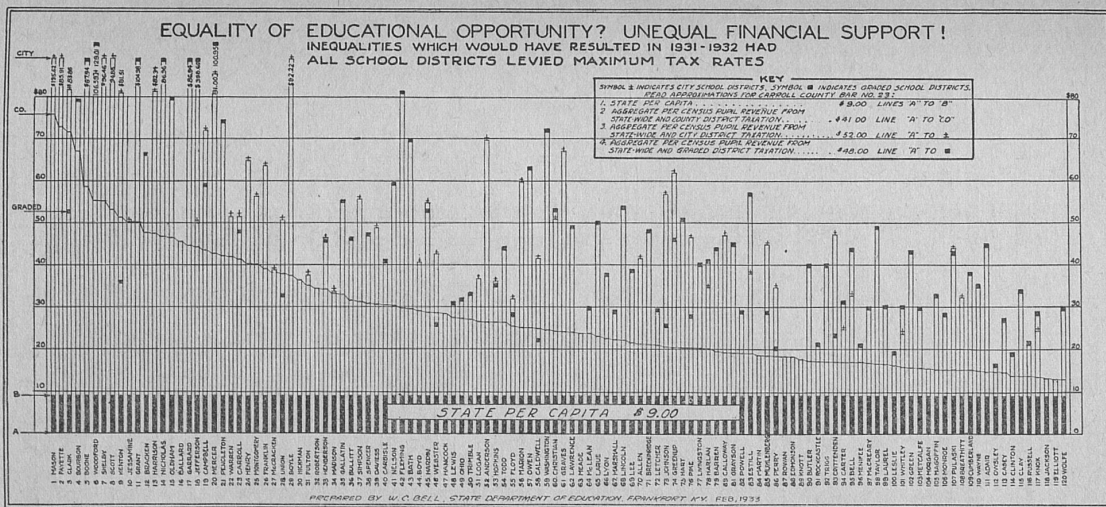


CHART 4

This chart shows *what would have happened* if all school districts had levied the maximum tax permitted by law during the school year 1931-32. Disparities in support, instead of tending to disappear, simply become more pronounced. Including the \$9 state per capita, the revenue per census child would have varied as follows: in county districts, from \$75 to \$14; in city districts, from \$135 to \$25; in graded school districts, from more than \$300 to \$18.

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This variance in income for the school year 1931-32, may be illustrated by the following examples. In the Packard independent graded school district, with a levy of 75c the revenue arising was approximately \$2.62 per census pupil, while for the same school year with a levy of only 50c the Anchorage independent graded school district had a revenue arising from it of approximately \$860 per census pupil. In the same school year revenue arising from city district taxation ranged from approximately \$15 per census pupil in the Corbin city district with a tax rate of \$1.50, to approximately \$80 per census pupil in the Ft. Thomas city school district with a tax rate of 85c.

The inequality of opportunity in Kentucky appears in striking fashion when all districts of the three types are brought together for comparison. This is done in Charts 3 and 4. In these charts there is one bar for each county. Where there are several independent graded districts within the county, the revenue indicated by the symbol is a composite for all independent graded districts within the county; the same is true of the city school districts.

By a comparison of these two charts, it can be seen that both the levy actually made and the maximum levy which could have been made show the same general curve from a comparatively large amount of revenue available per census pupil to a very small amount. This is true with respect to all three types of districts and clearly shows that more adequate state support for all schools is the solution to the problem.

In Chart 5, there is a comparison of the revenue available for the school year 1930-31 in five counties representing a cross section of the state from West to East. This shows, in a striking way, that inequality in educational opportunity is true not only with respect to various parts of the state but that great disparities exist even within the boundaries of a single county when such a county includes several school districts. In Pulaski County, for example, a child in the county district had educational opportunity available for \$15 (including the state per capita) while a child *in the same county* but residing in one of the independent graded school districts, received educational advantages which may be purchased for \$50—more than three times as much.

From the studies represented by these charts, and from other comparisons of the various types of school districts, certain definite conclusions may be drawn with respect to school districts in Kentucky:

1. There is a variance in income available for instruction.
2. Major responsibility for financing the school program of the state is borne by district taxation.
3. The revenue varies in each case according to property valuation.
4. The cost per census pupil for instruction varies according to the total revenue realized from district taxation for instruction purposes and the number of census pupils.



## UNEQUAL FINANCIAL SUPPORT ! EQUALITY OF EDUCATIONAL OPPORTUNITY ?



CHART 5

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5. Variance in financial support gives necessarily inequality of opportunity.
6. There is a wide difference in training and experience of teachers.
7. There is a wide range in payment of teachers for rendering very similar service.
8. Our dual plan of financing the state's public schools needs adjusting in such a manner that the burden of taxation will be more nearly equalized, so that more nearly equal educational opportunities may be provided.

One major factor, therefore, which contributes to the variation in the financial support of the public schools is the great variation in the value of taxable property in these districts. It may be noted that the per census pupil revenue varies in each of these instances according to the property evaluation behind each pupil.

It is apparent that when there are wide differences between the distribution of wealth and school population, there is *gross inequality of educational support*, which must result in inequality of educational opportunity, whether the same or different tax rates are levied. Some adjustment must be made so that the burden of school taxation may be more nearly equalized and that more equity of educational opportunity may be provided.

In order to do this, the common school fund must be materially increased. This would relieve county, city and independent graded school districts, where little wealth exists, of the necessity of taxing themselves beyond reasonable limits. *It would also enable school districts having more wealth to reduce materially their school district tax rates.* This would result in more nearly equal tax burdens and would provide greater assurance of an efficient system of common schools throughout the state.

## 2. SCHOOL CENSUS

A second major factor contributing to existing inequalities is the distribution of pupils as revealed by the school census. Thus far comparisons have been made on the basis of taxable wealth of the different school districts. Discovery of the fact that the same comparative inequality in educational support exists in county districts whether a levy of 50c or the maximum of 75c was made has led some to wonder whether raising the maximum rate for the county to as much as is permitted for independent graded school districts would provide the educational advantages desired. A study of the independent districts, however, shows a variation similar to that found in the counties. It is therefore necessary to examine other factors and, in this connection, studies based on population have been made.

Charts 6 and 7 reveal two interesting things: first, that Kentucky's children are located in all parts of the state, there being relatively few centers of dense population; second, that the wealth of the various communities as indicated by the amount of money available for school purposes is not distributed as evenly as are the children. In other words, every school district has children to educate,

but some districts have ten times as much money per child as others for educational purposes.

It must be remembered, too, that the effectiveness of school support cannot be measured alone in terms of tax revenue available for each census child because it does not tell the entire story. It is more expensive to finance a given standard of rural education if the school population is sparse than it is if it is dense. For example, in a county where there are five children per square mile, the responsibility of financing a given standard of education is greater than it would be where there are ten to fifteen children per square mile. When the census shows five children per square mile, it should be borne in mind that in calculating the number of children per square mile the population of the villages, towns and cities is taken into account. When there is deducted from the total school population the number of children that reside in these areas, the density of the population outside of them is less than it really appears to be from figures derived by calculating the number of pupils per square mile on a population that includes the children in these centers.

*Large sections of our state, having great numbers of children and limited property valuation, cannot, through district taxation, provide adequate funds to support the minimum educational program required by law.*

Because of the court decision in the case of Talbott, Auditor, v. State Board of Education, 244 Ky. 826, which was filed for the purpose of determining whether the Equalization Fund provided by the 1930 Legislature was constitutional, it is felt that the Court of Appeals would declare unconstitutional any law which provided for the distribution of the common school fund by any method other than on the census basis. Since the money must be distributed on the per capita basis, the only means left of providing educational support that may be as evenly distributed as is the enrollment of children, is by enlarging the common school fund.

Chart 8 offers another striking illustration of the unequal distribution of wealth as compared with the distribution of children. It shows three groups of county districts, each having the same number of census children. The average revenue per pupil for the first group is \$46.63 while that for the third group is \$14.25—a ratio of about three to one. It is interesting to note, in this connection, that when revenues from local taxation alone are compared, the ratio is about seven to one. This is a concrete illustration of the manner in which an increase in the state per capita brings about a rapid decrease in the ratio of disparities in financial support.

A larger school fund is essential in order to furnish educational opportunity for the children of those communities less fortunately situated as to wealth.

Schools are maintained for the benefit of the children and their welfare is the primary consideration. It is the children who suffer

# KENTUCKY'S SCHOOL CHILDREN ARE EVERYWHERE IN THE STATE

## ENROLLMENT OF CHILDREN IN THE PUBLIC SCHOOLS BY COUNTIES FOR 1930-1931

ONE DOT EQUALS 500 CHILDREN

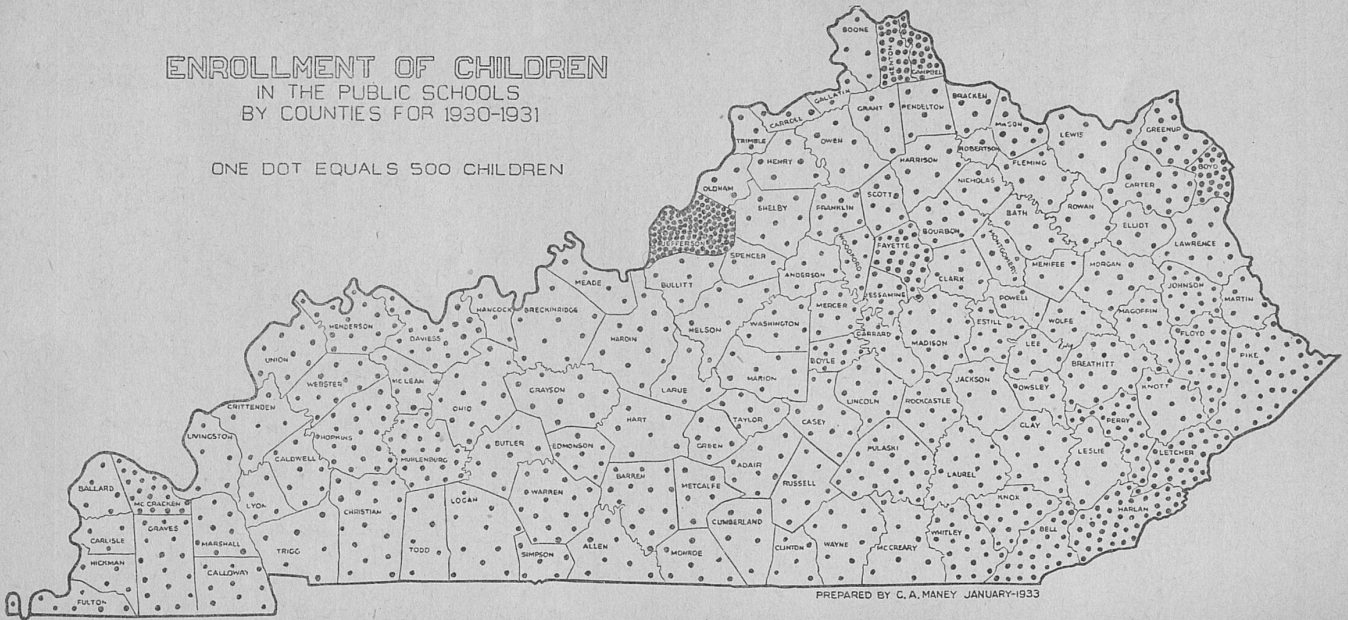


CHART 6

This map shows where Kentucky's school children are located. Although there are a few centers where the school population is more dense than the average, the striking fact shown by this map is the comparatively even distribution of children in all sections of the state. Contrast this with the map shown below.

dense than the average, the striking fact shown by this map is the comparatively even distribution of children in all sections of the state. Contrast this with the map shown below.

## BUT—KENTUCKY'S EDUCATIONAL DOLLARS ARE NOT EVENLY DISTRIBUTED

COMPARISON OF COUNTIES  
IN TOTAL DOLLARS EXPENDED YEARLY  
FOR EACH PUBLIC SCHOOL CHILD  
ENROLLED

12-19	20-29	30-39	40-49	50-59	60-75	85-127
[White]	[Horizontal lines]	[Vertical lines]	[Diagonal lines /]	[Diagonal lines \]	[Cross-hatch]	[Dense cross-hatch]

AVERAGE DOLLARS PER YEAR FOR THE TEN YEARS  
19 21-19 31

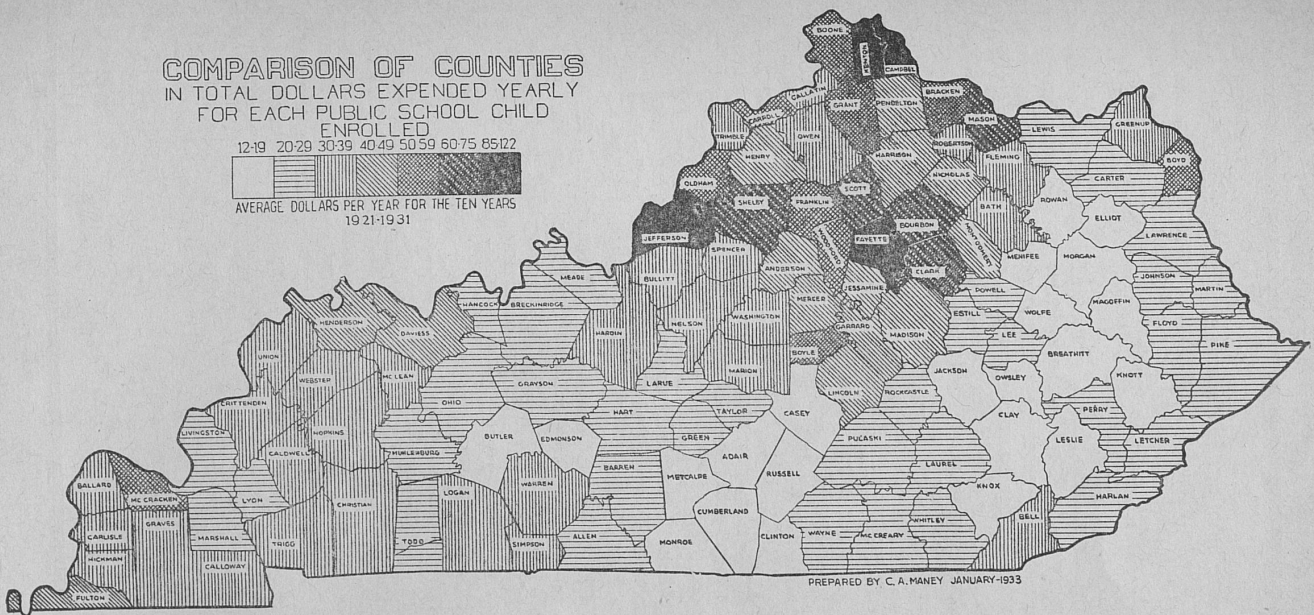


CHART 7

This map shows that Kentucky's educational dollars are not distributed according to the needs of Kentucky's children. In some sections, education receives only one-tenth as much support as in others. Under these conditions, equality of educational opportunity is impossible. It should be noted that the shading shows total dollars per child, and not total dollars per county.

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from the poor buildings, inadequate equipment, and inferior teaching personnel which result from insufficient support. Since the teacher, however, is the most important single factor in the child's education, reference should be made to the injustice which the present method of support works upon the teachers.

Two teachers, twin sisters, graduated from college at the same time. They were both ready for positions at the same time. On a certain day there appeared at the college where these sisters were finishing their college course, a superintendent from County X, and he agreed to employ one of the twins, whom we shall designate as A. The training, experience, etc., of this teacher would provide a salary of approximately \$100, according to the salary schedule of that county.

In another building, on the same campus, there came the superintendent from the county of Y and employed the other twin, who had exactly the same training, amount and kind as the other sister. We shall designate this sister as B. The training and experience of teacher B was such that in accordance with the Y county salary schedule she would receive approximately \$30 per month. These two sisters were employed to teach the eighth grade in the schools of the respective counties.

It may be said that it is very unfair to have two teachers of exactly the same training and ability, and who are to do the same character of work, to be employed at such a variance in salary. But the inequality and unfairness is much greater than that. The sister employed in X county will teach for a term of nine months, while the one employed in Y county will teach for a term of only six months. Since the salary in Y county is approximately one-third of that paid in X county, it will be interesting to find now what per cent the total yearly salary of the sister who teaches in Y county is of the total yearly salary of the sister who teaches in X county.

Even though imaginary counties have been used, and the figures may not be exactly accurate, they are so nearly so that the example well represents the disparities of educational support in our state. This is not only unfair to the teachers who teach in those communities, but the children who go to school in those communities are not provided the equity of educational opportunity which they justly deserve, and for which the state is surely responsible according to its Constitution.

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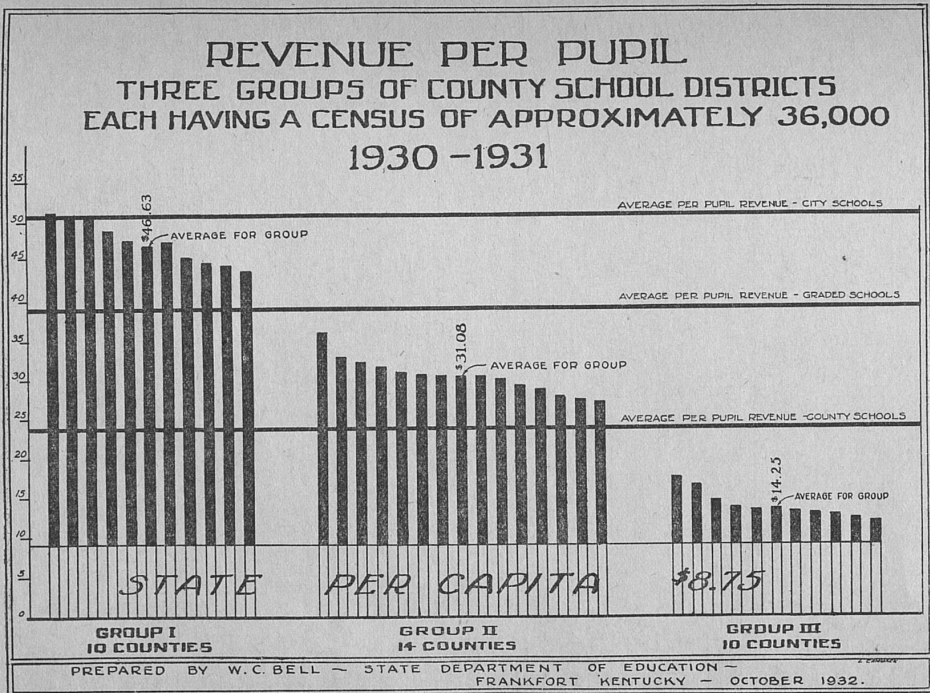


CHART 8

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## II. EDUCATION A STATE RESPONSIBILITY

The Constitution of the United States originally made no mention of education of the people. It does not appear that education was mentioned in any debates on the Constitution in the Federal Constitutional Convention. The Tenth Amendment to the Constitution, and which was ratified in 1791, states:

“The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively or to the people.”

By the terms of this Amendment, education became one of the many unmentioned powers “reserved to the states.”

Gradually, but slowly, after the establishment of our Republic, the different states made laws governing education. The history of this gradual expansion of our educational system and the gradual transfer of powers from district to county and to state in the interest of better organization and more efficient administration, form an interesting part of our nation's growth. Lack of space prohibits a full discussion of this development. During this growth, new needs and new problems have arisen in our democratic life. For many of these new problems, education has been seen to be almost our only remedy. Thus public education has been established as an essential state interest, and the principle that the wealth of the state must educate the children of the state needs to be firmly fixed in the minds of all.

Free public education today is conceived as a birthright of every child on the one hand, and as an exercise of the state's inherent right to self-preservation and improvement on the other. It is, therefore, one of the most important duties of the state, because the children of today are the voters of tomorrow. To prepare them well for their duties is the opportunity and responsibility of the state.

The relation of the public school to the state is clearly defined in the case of *City of Louisville v. Commonwealth*, 132 Ky. 488, decided by our Court of Appeals. The court said:

“Whilst public education in this country is now deemed a public duty in every state, and since before the first federation was regarded as a proper public enterprise, it has never been looked upon as being at all a matter of local concern only. On the contrary, it is regarded as an essential to the preservation of liberty—as forming one of the first duties of a democratic government. The place assigned it in the deliberate judgment of the American people is scarcely second to any. If it is essentially a prerogative of sovereignty to raise troops in the time of war, it is equally so to prepare each generation of youth to discharge the duties of citizenship in time of peace and war. Upon preparation of the younger generation for civic duties depends the perpetuity of this government.”

Assuming that the state has the responsibility for educating its children, and that it has authority to do so, we are at once faced with the question of how much of the total educational program it must



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assume. If it sets educational standards which must be met, as a minimum, it seems but logical that it should assume financial responsibility for such a minimum program as it prescribes.

To guarantee financial support of the public schools of the Commonwealth, will guarantee, by the state, an amount which will provide an essential minimum program of education for every child in the state. This is in accordance with Section 183 of the Constitution of the state, which states that the General Assembly "shall provide for an efficient system of common schools throughout the state."

#### RESULTS OF AN INCREASED STATE SCHOOL FUND

In order to illustrate the effect which an increase in the common school fund has on the state's educational program, four interesting charts have been prepared. Charts 9, 10, 11 and 12 show, respectively, what distribution by the state of per capita amounting to \$9, \$12, \$16, and \$20 will accomplish. All of the charts are based on 1931-32 tax collections in the county districts, and, in every instance, as the state per capita has been increased, the local tax rates have been correspondingly reduced so that the total amount expended for the state as a whole will be approximately the same. The information contained on these charts for county school districts presents a picture which is also typical of the independent graded and city school districts.

Chart 10 shows the county district revenue per census pupil based on tax collections for the year 1931-32 with a state per capita distribution of \$9 (the amount actually distributed in that year) and assuming that all counties throughout the state impose a local tax rate of 50c. Note the large number of counties which fall into the three lower classes.

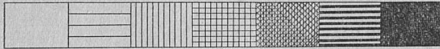
Chart 10 shows the results of distributing a \$12 per capita derived from state-wide taxation and the income from a 41c tax levy in all the county school districts. In comparing this with Chart 9, it will be noted that such a distribution would completely eliminate the lowest class and would substantially reduce the number of counties falling in the second lowest class.

Now compare both of these with Chart 11 showing the measure of equalization which would result from enlarging the common school fund to a \$16 per capita and effecting a uniform reduction in local taxes equal in total amount to the increase provided by the larger common school fund. This would mean a reduction in the county tax rate from 50c to 32.6c, and, although some inequalities remain, it can be seen that, with a \$16 per capita, no county would receive less than \$17.51 per census child, thus entirely eliminating the three lower classes which appear in Chart 9.

Chart 12 represents the county district revenue per census pupil with a state per capita distribution of \$20 and with the county school tax rate reduced to 27.4c or approximately one-third of the present

COUNTY DISTRICT REVENUE PER CENSUS PUPIL  
 BASED ON 1931-32 TAX COLLECTIONS

1175-1350 1354-1515 1516-1750 1751-2030 2031-2470 2471-3020 3021-5050



DOLLARS PER CENSUS PUPIL ASSUMING:  
 1. STATE PER CAPITA DISTRIBUTION \$9.00  
 2. COUNTY SCHOOL TAX RATES 50¢

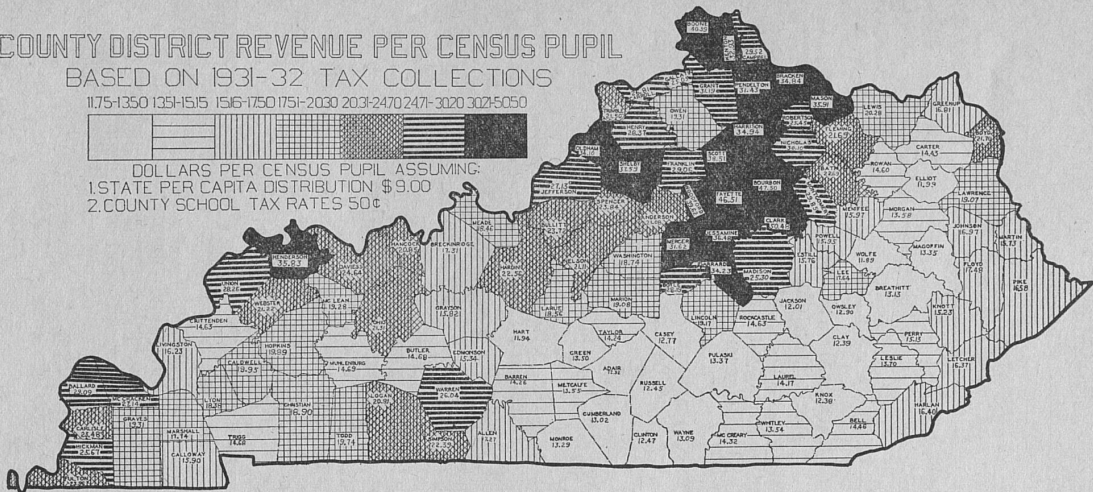
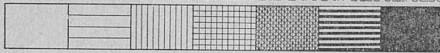


CHART 9



COUNTY DISTRICT REVENUE PER CENSUS PUPIL  
BASED ON 1931-32 TAX COLLECTIONS

1,75-4,350 1,354-5,15 1,516-7,50 1,751-20,000 20,313-24,700 24,713-30,200 30,213-50,500



DOLLARS PER CENSUS PUPIL, ASSUMING:  
1. STATE PER CAPITA DISTRIBUTION \$16.00  
2. COUNTY SCHOOL TAX RATES 32.6¢

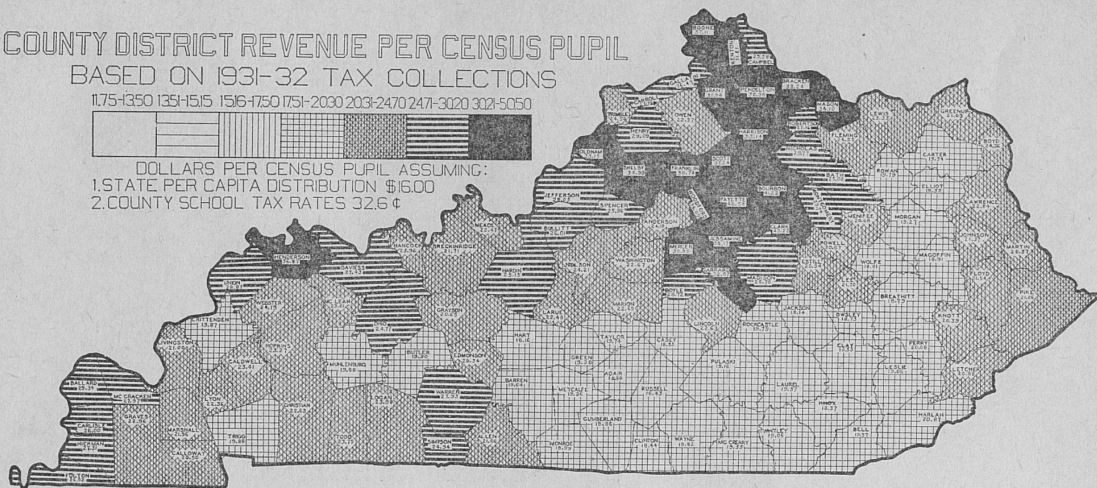
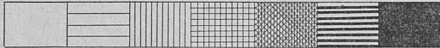


CHART 11

# COUNTY DISTRICT REVENUE PER CENSUS PUPIL BASED ON 1931-32 TAX COLLECTIONS

1.75-1.350 1.351-15.15 15.16-175.0 175.1-200.0 200.1-247.0 247.1-302.0 302.1-505.0



DOLLARS PER CENSUS PUPIL ASSUMING:  
1. STATE PER CAPITA DISTRIBUTION \$ 20.00  
2. COUNTY SCHOOL TAX RATES 2.74¢

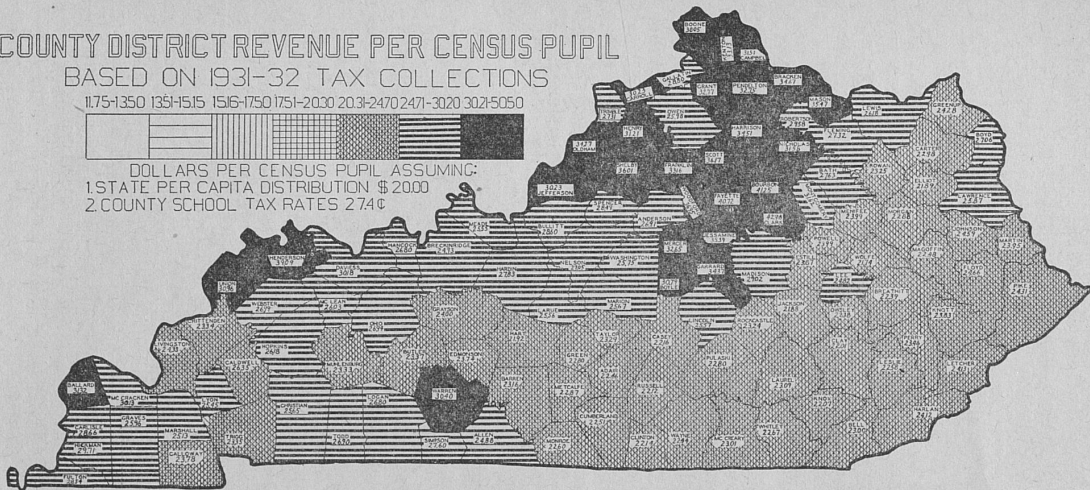


CHART 12

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maximum rate which counties may levy. An examination of this Chart shows that the four lowest classes have entirely disappeared and the measure of equalization brought about would be considerably greater than if distribution of \$9, \$12, or \$16 were made as shown in the three previous charts.

It must again be pointed out that in each of the four charts, the total amount of money available for the educational program would be approximately the same and that the equalization shown is brought about not by merely increasing the amount of money available for educational purposes, but by shifting to a larger state support with a corresponding decrease in local taxation and a consequent relief to taxpayers in the various school districts.

Unless the state constitution can be amended so as to provide a plan of more effective equalization, it appears that the distribution of a \$20 per capita, or even a greater amount, is highly desirable in order to provide equity of educational income and thereby equality in educational opportunity.

“Doing away with a general property tax on real estate is generally advocated now. The expediency of this proposal is not the primary concern of those most interested in public education. Before this tax is removed, however, the state’s obligation to her 720,000 children must be recognized and given precedence. PROVISION SHOULD FIRST BE MADE FOR SOURCES OF REVENUE ADEQUATE TO FINANCE THE PUBLIC SCHOOLS OF THE COMMONWEALTH.

The state should provide a common school fund adequate to carry out the mandate of the state Constitution—“—to provide for an efficient system of common schools throughout the state.”

In the light of court decisions, this mandate clearly means that the General Assembly shall provide equal educational opportunity for each Kentucky child without reference to its place of residence.

The amount distributed from the common school fund for the year 1931-32 was a little more than one-fourth of the total expenditures for common schools that year. (It has already been pointed out that the state per capita which was \$9 in 1931-32 has been reduced by one-third and is only \$6 for the present school year.) In other words, approximately three-fourths of all expenditures for the maintenance and operation of the state’s common schools were provided by district taxation. Enormous differences in the ability to support education prevail in various school districts. The common school fund is distributed on a per capita basis; hence, when local districts having wide ranges of property valuation per census pupil attempt to supplement the common school fund by district taxation, gross disparities in the actual support of schools necessarily result.”

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## SUMMARY

### Why The Common School Fund Should Be Increased

#### 1. CARRY OUT MANDATE OF SECTION 183 OF THE CONSTITUTION OF KENTUCKY

This section states: "The General Assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the state." Under our present Constitution it is impossible for the Legislature to provide for an efficient system of common schools throughout the Commonwealth unless the common school fund can be increased. By increasing this fund, the state can, in a measure, equalize educational opportunity throughout the Commonwealth.

Education has been recognized as a function of government. It is an attribute to government. This fact places upon the state an added responsibility, and, in order that the state may assume its just portion of this responsibility, a part of the burden now borne locally for the support of schools should be shifted to the state. Kentucky is able to support its functions of government. *It is not a question as to whether Kentucky can afford to support an adequate public school system, but that she cannot afford to neglect her most important function.*

The only other plan of financing the school is by local district taxation. This plan now fails to provide equality of opportunity. It gives a spotted service, high spots and low spots, long school terms and short terms, good buildings and school shacks, with trained teachers and untrained, poorly paid, with discrimination against those living on the wrong side of school district lines. Such a system is unfair, undemocratic, unstatesmanlike.

The only way in which public education can actually become a state function is for the state to assume the major portion of the responsibility for financing public education.

#### 2. GUARANTEE MINIMUM PROGRAM BY STATE

A material increase in the common school fund would be tangible evidence of acceptance, on the part of the General Assembly, of the principle that education, in the last analysis, is a responsibility and function of the state. *This philosophy will never be accepted by our people until the state assumes a major part of the responsibility of financing the schools.*

A general program of school reorganization can be effected more readily if the common school fund is increased. There must be a certain amount of local control in order to stimulate local initiative in the operation of local school systems, but the assumption by the state of a larger measure of support of the schools would certainly

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make the work of central coordinating agencies, such as the State Department of Education, much easier. Emphasis in the field of school administration could be placed primarily upon the point of view of the state rather than the local school unit. This change would bring about a much more satisfactory way of coordinating and unifying the activities of the various units of our school system.

The function of public education is in our Federal Constitution reserved to the states. This duty is assumed by the state in our state Constitution. Our district school taxes are state revenues appointed for use in the state's public schools in their respective districts. Our school board members are not mere district or county officers. They are *state* officers appointed to serve the state's schools in their respective districts. Tax laws exempt certain classes of property from local taxation and permit a very low rate on other classes. This makes it difficult for some communities. People are inclined to feel the burden less if it is levied from a remote source and is collectible by an indirect method.

A larger school fund will tend to guarantee that the children will be provided a minimum program.

### 3. PROVIDE EQUALITY OF OPPORTUNITY

A larger school fund would provide equal educational opportunity for all the children of the Commonwealth by equalizing the length of term and teachers' salaries.

An increase in the common school fund means that the centers of wealth must bear a larger proportion of the burden of maintaining public schools. Such a procedure can be justified for the following reasons:

a. Increasing the common school fund will enable the state to collect money where wealth abounds and distribute it where children abound. This is no injustice to the wealthy section, since lack of education contributes to delinquency and crime, and it costs the Commonwealth ten times as much to send a boy to a "reformatory" as to send him to school.

b. Wealth that has been concentrated in richer sections of the state has been produced from poorer sections of the state to a very great extent. Although the farmer must produce the tobacco for which Kentucky is noted, the great portion of the wealth that comes from the tobacco industry in Kentucky is centered in our cities. The same is true of our coal and timber industries, as well as of all other products of rural Kentucky.

c. Cities draw heavily upon the rural sections of the state for their increase in population. The migration of people from the rural districts to the cities is doubtless a greater loss to the rural communities than is the migration of wealth from the rural communities to the cities. Along with this migration of population often goes the rural leadership.



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d. Cities have a much larger adult population in proportion to the total population than do rural communities. As an illustration—66.6% of the population of one county is twenty years of age or over, while 40.4% of the population of another county comes within the same age limit. This means that in the first county there are two adults to feed, clothe, shelter and send to school one child, while in the other county there are more children under twenty years of age than there are adults. In the second county, out of every ten people, six are children. Everything else being equal, one county has three times as hard a task maintaining its schools as does the other. The problem for the richer county is made much easier when we realize that the per capita wealth of that county is more than ten times the per capita wealth of the other county.

e. The wealthier sections are usually more densely populated and can, therefore, get their children together for school purposes at much less expense than can more sparsely settled communities. One county in the state has an average of less than six white children of school age per square mile. This county would have to establish school districts more than seventeen square miles in area in order to get one hundred children in the same school building, while another county of the state has an average of 150 children of school age for each square mile of area in that county. The latter county can easily get together enough children to give its teachers an average teacher load while the former county finds it absolutely impossible to give its teachers a pupil load that anything like approaches the latter county without furnishing transportation for the pupils or compelling them to walk an unreasonable distance to school.

f. Another thing that works for inequality of educational opportunity in Kentucky, and, therefore, justifies the taxing of the wealthier sections in order to maintain schools in the less favored portions of the state, is the fact that the wealthier sections have better roads, and, therefore, do not have to spend so much on road construction and upkeep, and can, at the same time, get their children to school at less cost.

g. From a purely selfish standpoint, the people of the urban communities are interested in better educational opportunity for the rural sections in Kentucky. Many of the city dwellers have come from these rural sections and have left relatives there. They are vitally interested in the type of training their rural nieces and nephews will receive. Cities will continue to draw a large part of their population from these rural sections. The city, therefore, is very much interested in the type of training these future citizens are to have. The city dwellers depend upon the rural citizens for consumers of the commodities manufactured in the urban centers. Better education tends to raise the standard of living of the rural people and, therefore, greatly extends the market for goods manufactured in the cities.

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The shift in population makes it a social necessity that the child in remote areas have adequate advantages. Children born in one section move to another to serve the state. Therefore, they are state problems.

“An efficient system of common schools throughout the state” will justify the fund necessary to provide for it.

It was never intended that any community or county should merely educate unto itself. The children are not responsible for their place of birth, but the state does have responsibility of educating the children, regardless of their habitation. A larger school fund will, in a measure, eliminate inequalities of support and educational opportunity throughout the state by collecting taxes on property where it is located and distributing the funds to educate the children where they may seek an education.

A larger school fund may make it possible for each child to have an intelligent, alert and vigorous teacher, trained especially for the level of school work in which she is engaged, by the payment of a minimum salary to teachers throughout the state.

A larger school fund may make it possible to provide transportation in districts where such is desirable, to consolidate in other districts where a program of consolidation is needed, and to furnish more adequate library facilities than now exist.

An increase in the common school fund, equal to the needs of an advancing civilization, would mean for Kentucky better teachers, better physical equipment, richer and fuller courses of study, longer terms, more satisfactory financial and social conditions, better trained citizens, and a higher, prouder and more satisfactory position among the states.

#### 4. GUARANTEE LIVING WAGE

A substantial increase in the common school fund would raise the teachers' salaries to a living wage. Many teachers are carrying on their work under serious monetary handicaps. One teacher said her salary would be adequate for living expenses *only if* she used the evenings for tutoring and so earn enough money for her room and board. No teacher can carry out such a program for any length of time without undergoing physical handicap, which would eventually result in lowering her teaching efficiency.

No organization or industry can survive unless its employees are paid a living wage. An increased common school fund will enable teachers to continue their professional training, and thus improve the general level of training in this state. It would enable boards of education to secure well qualified and efficient teachers and pay an adequate salary so they can live without fear of not being able to take the place in society that rightfully belongs to them. It

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would enable teachers to make the teaching profession their lifetime work and not a stepping stone to some other calling with a more lucrative income. A substantial common school fund would produce funds for teachers' salaries that would be an inducement and justify the spending of more time in training schools, which would result in better prepared teachers who would be content and willing to put forth every effort to train the youth of Kentucky in a way that would make them the kind of citizens that this state would be proud of.

#### 5. PROVIDE BUILDINGS AND EQUIPMENT

A larger school fund would enable district boards to plan for a more efficient system of schools by using local taxes for the repair, replacement and erection of new and modern school buildings.

Under the present law, one-half of local revenue must go toward paying teachers' salaries. In many counties the remaining half is not sufficient to operate and maintain the present minimum school system, much less build adequate school houses and provide suitable equipment. A larger portion of local school funds should be available for providing appropriate buildings and adequate playgrounds. Such is not now always possible.

Many county and graded schools have absolutely no library books. They are unable at present either to levy or collect taxes which are adequate for their needs. Their resources are being strained to the utmost to pay teachers' salaries, meager as they are. An increase in the common school fund would enable local districts to provide those printed materials which are necessary in attaining the objectives of a modern school program, and enable the State Department to extend special services—agriculture, home economics, trades and industries and junior high school—to all boys and girls.

#### 6. PROVIDE ECONOMY OF ORGANIZATION AND CASH BASIS

An increased common school fund would permit the State Board of Education to effect certain desirable reorganizations in local districts. At the present time most county boards of education and many independent graded and city boards of education are forced to operate upon a credit basis. If a large common school fund were guaranteed and funds from the source were distributed monthly throughout the year, it would help many boards of education to meet their obligations as they fall due. This would not only result in a more business-like method on the part of local boards of education, but would also save a large sum of money which is now being spent for interest on short term loans. It could be made to provide a plan whereby the common school fund could be distributed to school districts during the period when they receive little money from local taxation, and would discontinue, to a material extent, the vicious

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practice of operating our schools on a credit basis. Incidentally, if the present plan of collecting state and local taxes continues, we will soon be paying an enormous amount for debt service.

#### 7. PROVIDE FOR THE CONSTANT DEMAND OF THE PUBLIC FOR BETTER THINGS

This demand has required such extended school service as kindergartens, courses in home economics, agriculture, trades and industries, junior high school organizations, night schools, classes for adults, etc.

This demand has also—

- a. Decreased employment of child labor from approximately 18% to 4%.
- b. Increased high school enrollment five times as much as it was twenty years ago.
- c. Required better trained teachers.

It is not argued that these demands are not justified. In order that the child may be prepared to meet the demands of the times when he assumes his part of the responsibility of a good citizen, such facilities are necessities. It should be remembered, though, that each of these add to the cost of providing educational facilities.

#### 8. EDUCATION IS A GOOD INVESTMENT

Education is an insurance against crime. It is the best insurance of national and state integrity and safety, and the best preventive of social disintegration.

Three factors enter into the ability of a nation, state or community to produce wealth, viz., natural resources, racial characteristics of the people, and the training of the people. At present nothing can be added to the natural resources of Kentucky, and it would take many generations to change the racial characteristics of the people, but the training of the people is a state responsibility which can have effect now.

School authorities, parents and lawmakers, have a duty and obligation to enter protest against unwise or destructive retrenchment in education, in order that the state may discharge its responsibility for a minimum program for every child and guarantee educational privileges to all the children.