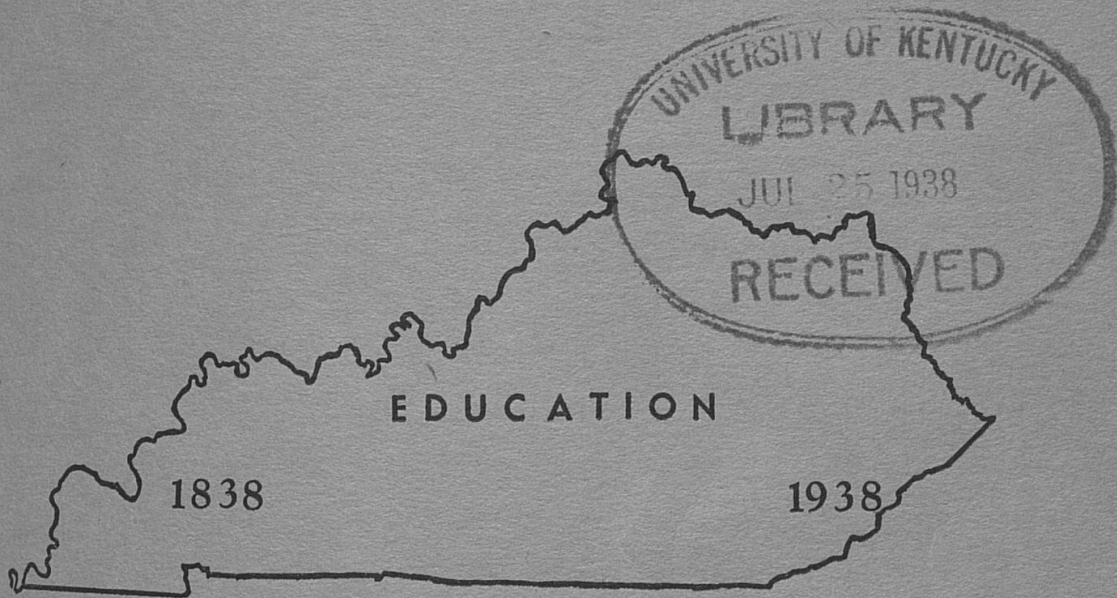


cher or
The act
school
e exist-
e board
the sole

● Commonwealth of Kentucky ●
EDUCATIONAL BULLETIN



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

ISSUED MONTHLY

Entered as second-class matter March 21, 1933, at the post office at
Frankfort, Kentucky, under the Act of August 24, 1912.

Vol. VI ● May, 1938 ● No. 3

A CENTURY OF EDUCATION
IN KENTUCKY

1838-1938



Published by
State Department of Education

H. W. PETERS
Superintendent of Public Instruction

FOREWORD

This bulletin contains facts concerning some of the more important events in the growth of public education in this Commonwealth from the time of its establishment, February 16, 1838, to the present one hundredth year of public education. The principal facts contained herein deal with the development of public elementary and public high school education for this period.

The material for this bulletin has been selected and arranged by Gordie Young, Assistant Superintendent of Public Instruction. In preparing it he used as a basis for the selection of material "History of Education in Kentucky", by Hamlett, "A Study of Local School Units in Kentucky", and biennial reports of the Superintendents of Public Instruction.

The purpose of this publication is to provide readily available material for use of those who are interested in observing educational trends, planning educational programs, and in the celebration of the century of educational effort. It is hoped that this information will be made available through the schools to the pupils and citizens of each community.

H. W. PETERS,
Superintendent Public Instruction.

TABLE OF CONTENTS

	Page
Part I. Education in Kentucky Before 1850.....	3
a. Private Education	3
b. Kentucky Common School System Established.....	11
c. Superintendents of Public Instruction Serving During this Period.....	14
Part II. Fundamental Changes Made in Public Education 1850-1938....	20
a. First Change—Free Schools—1850-1870.....	20
b. Second Fundamental Change—1870-1908.....	37
c. Third Fundamental Change—1908-20.....	57
d. Fourth Fundamental Change—1920-1934.....	79
e. Fifth Fundamental Change—1934.....	93
Part III. Trends	117
a. The gradual elimination of the one-teacher elementary and small high school for a larger elementary and high school organization	117
b. Better trained teachers.....	119
c. More transportation of school pupils.....	123
d. Fewer and larger administrative units.....	124

A

It
establi
provi

M
educa
phant

Early
W
was e
Virgin
Jeffers
Wood

T
educat
true, i
State
the ea
of Brit
progra
educat
As wa
their c
attitud
the En
effecte
of the
ment
people
forests
the pla
of a p
Englan
"daugh
must r
yet a v
Th
such a
to see

A Century of Education in Kentucky

Part I

EDUCATION IN KENTUCKY BEFORE 1850

PRIVATE EDUCATION

It was not until 1850 that a State supported common school system was established by the Commonwealth of Kentucky. The earliest schools were provided more or less by individual effort on the part of residents.

Many attempts and repeated failures of Kentucky to provide adequate educational facilities for all of its children have resulted finally in the triumphant success of the present system.

Early Schools—

What is now the State of Kentucky was originally a part of Virginia. It was established as Kentucky County of Virginia, December 31, 1776, by the Virginia Legislature. This county was divided into nine counties, namely: Jefferson, Lincoln, Fayette, Nelson, Bourbon, Mercer, Madison, Mason, and Woodford, prior to its admission to the Union, June 1, 1792.

This bit of history is cited because it has a direct bearing upon the educational system of Kentucky from its beginning to the present. This is true, in the first place, because the first school taught in what is now the State of Kentucky was while it was a part of Virginia, and, secondly, because the early settlers of Kentucky were Virginians, and, consequently, chiefly of British stock. This had its effect upon the development of an educational program in Kentucky because these people took the attitude that public education, except for higher education, was for the poor classes of people. As was practiced in England, the upper classes of people could and did send their children to private schools or employed private tutors for them. This attitude toward public education was further strengthened by the fact that the Emancipation Proclamation for the Negroes had not at that time been effected. The problem of indentured servants and the strict religious beliefs of the people settling the early colonies added to the difficulty of the development of a program of education by the State at large. Furthermore, the people were "few and far between" and were busy with the work of clearing forests and making a living. This made slaves and servants useful and the plantation holder more able to furnish his offspring with the advantages of a private education. Some of the plantation holders sent their sons to England for an education. Note the word "sons" because education for the "daughters" had not yet become a common practice. Along this line, we must not forget that the matter of living in this section of the country was yet a very dangerous one because of the frequency of Indian attacks.

These inherited attitudes and those acquired by contact with people of such attitudes together with the problems of life at that time, makes it easy to see why the first Constitution of Kentucky did not provide for a system

of public education. A study of the first Constitution of Kentucky will reveal that it was framed somewhat after the Federal Constitution which made no provision for education.

The immigrants to Kentucky for the next half century were of the same stock and opinions as were the pioneers of Kentucky; consequently, with all these factors as hindrances to a program of education paid for by the State as a whole, Kentucky was without public education in its present-day meaning for many years. However, Kentucky, was not totally without a system of education all these years, because there was growing up throughout the State a system of private education; in fact, such a system of education began, as has been previously stated, while the present Kentucky was yet a part of Virginia. Horlacker states in his thesis, page 9, "Hardly had a permanent settlement at Harrodsburg been made in 1774, before Mrs. William Coomes, a faithful Catholic woman from Maryland, taught a school in the fort. Another school was taught at McAfee's Station near Harrodsburg, in the year 1777, by John May. The next known school was that of Joseph Doniphan, in the old fort at Boonesboro, in 1779. The fourth school was that of John McKinney, in the fort at Lexington, in 1780. The fifth school in Kentucky was of a different kind."

These schools were known as the "oldfield" type of school. They probably got their name because they were usually built on waste land. They were taught by traveling pedagogues, who wandered from place to place, located wherever subscriptions and comfortable boarding places made the situation attractive. There had not yet been any system of taxation for the support of education; consequently, these teachers were paid for their services in the form of tuition, whiskey, corn, tobacco, furs and board.

The fifth school was an academy established by a land grant of eight thousand acres of public land. This became Transylvania Academy. Soon after the establishment of this Academy by the Legislature, private individuals began to establish and organize academies. This had its influence on the Legislature, and, during the latter part of the eighteenth century and the early part of the nineteenth century, the various Legislatures attempted to establish an academy in each county of the State, and for the support of such, six thousand acres of land were donated in each county. It was made compulsory that the county courts have six thousand acres of land in each county surveyed for the support of such academies. In 1808 the Legislature passed an Act providing "that a seminary of learning shall be and is hereby established within each county within this Commonwealth, except those counties in which seminaries are now established by law." This Act further provided that the several counties appoint seven trustees for the administration of the business of those seminaries or academies. This law also provided that new counties being established in the Commonwealth should establish seminaries by the same means. As time passed, the Legislature delegated to the trustees of the several seminaries the power to sell the land donated by the Commonwealth for the purpose of the support and establishment of those seminaries. Land was cheap at that time and money not so plentiful. Much of this public land was sold for a few cents per acre and the amount of money received for it was insufficient for the purpose of building and establishing the seminaries. Consequently, the system of public academies in the several counties of Kentucky was doomed to failure. Of course, these lands were not the only means of support of the academies,

because subscriptions, tuitions, gifts, etc., were authorized by the Legislature. There were a few such donations made. The towns and counties occasionally made appropriations of land and money to their respective academies and all the academies charged tuition. In 1840 the Legislature granted to the Anderson County Court the authority to levy a tax up to the amount of \$1.00 upon the tithable persons of the county provided a majority of the voters of the county approved it. Later this authority was extended to other counties.

Private Schools—

In 1825, the Legislature passed an Act which made it legal for five or more individuals in a community to get together and organize a school. These schools were chartered by the Legislature, as were the public academies, and there were approximately 230 of them established from that time until 1890. In that year Kentucky framed its fourth Constitution, which prohibited special legislation for school purposes, and, subsequently, very few private schools were chartered. By that time, public high schools had been established in many of our cities. While the public academies were owned by the State Legislature and the county courts, the private academies were the property of religious denominations chiefly, and of stock companies and private individuals. Contrary to the practice in establishing the public academy, the religious denominations placed their schools in centers of population.

Not to be overlooked is the fact that there were several popular teachers who established and maintained schools of their own. These academies were chiefly secondary schools, most of which had provisions for elementary training.

It is interesting to note that there were three types of academies, as follows: one type for boys, one type for girls, and one type which was coeducational.

These academies charged tuition, and those people who were able to pay tuition could send their children to school and those of the poor classes were very often neglected in the field of education, to which, perhaps, more than anything else, is due the fact that during this same time our present system of public education for the State at large was being developed.

Efforts to Found a Public School System in Kentucky—

The short sketch presented below recites some of the efforts to found a public school system in Kentucky. Among the first efforts to establish a public school system was an Act approved February 10, 1798, which provided for the endowment of seminaries. A short history of this effort is presented below.

Seminaries—

This might be termed the first effort to establish a public school system. An "Act for the endowment of certain seminaries of learning and for other purposes", approved February 10, 1798, enabled the county courts of a number of counties to locate each 6,000 acres of vacant land for the establishment and support of a County Academy, vested title thereto in the Trustees of each Academy, respectively, and exempted all such lands from taxation so long as they should be held and used for school purposes. Thirty thousand acres of public domain were thus donated to common schools; and it was further provided, "that all the lands lying within the bounds of this Commonwealth, on the south side of Cumberland River, below Obey's River, which are now vacant and un-

appropriated, or on which there shall not be, at the passage of this act, any actual settler under the laws of this State for the relief of settlers south of Green River, shall be, and the same are hereby, reserved by the General Assembly, to be appropriated as they may hereafter, from time to time, think fit to the use of the Seminaries of Learning throughout the different parts of this Commonwealth." The recital of the act declaring that "to aid and accelerate this most desirable purpose, must be one of the first purposes of every wise government". Subsequently to the passage of the above statute, 114,000 acres of land were donated to other Seminaries; and it was finally enacted, in a law approved December 21, 1805, "that the several county courts of counties in which Academies have not been established, or for the benefit of which no appropriation of land has been made, shall be, and are hereby authorized to have located, surveyed, and patented, of any vacant lands in this Commonwealth, 6,000 acres, for the use of such schools may be hereafter established within either of the said counties, under the like rules and regulations as are prescribed by the act approved February 10, 1798."

Provision was thus early made by enlightened legislation for the founding of Seminaries of Learning in every county in the Commonwealth. It was a noble scheme; but the wretched management of those institutions made them fall short of the wishes of the philanthropist or the liberal design of the General Assembly. By a variety of legislative acts Seminary lands were permitted to be sold, and the proceeds expended in the erection of buildings and for other purposes. Under these laws reckless sales were made. In the case of one institution, lands now worth about half a million dollars were disposed of many years since, for a comparative trifle. In a few instances, from the scarcity of good lands, no profitable locations were ever made; but in most others, through the negligence of Trustees, and the arts of speculators, nearly the whole original endowment was sunk, and with it, for many years, the success of anything like a common school system in Kentucky. I know of but one "County Seminary" in the State which deserves honorable mention for not having gone down amid the general wreck, and that is the Bracken Academy, in the town of Augusta.

It is greatly to be regretted that the County Seminary system of Kentucky was not carried forward to a consummation worthy of the State, and of the philanthropy of those by whom it was founded. Had those Seminaries been preserved, and their success promoted by all practical means, they would furnish an important, an essential link in the chain of popular education; affording advantages to thousands who are not able to incur the expenses of a collegiate education; and supplied what is now beyond all question, the greatest desideratum in our common school system—competent teachers for the district schools. In their failure they teach us an impressive lesson, that there is no public interest so philanthropic or so sacred that neglect may not impair nor speculation invade it.

Literary Fund—

This may be termed the second effort to establish a public school system.

During the session of 1821 the Legislature passed another general law in relation to common schools, which, had it been effectually executed, would have been a source of lasting benefit to the State. The "Act to establish a Literary Fund, and for Other Purposes," approved December 18, 1821, provided "that one half of the clear profits that have arisen, and may hereafter arise to the State, from the operations of the Bank of the Commonwealth of Kentucky, be, and the same is hereby, set apart and appropriated as a fund, which shall be known by the name of the Literary Fund, and forever maintained as such, for the establishment and support of a system of general education, to be distributed in just proportions to all the counties of this State, and applied to said purpose, under such regulations as the Legislature

may devise and adopt." The act further provided that one half of the clear profits realized from the branch banks at Lexington, Danville, and Bowling Green, should be donated respectively to Transylvania University, Centre College, and the Southern College of Kentucky. In the same statute, Hon. W. T. Barry (at that time Lieutenant Governor of Kentucky), Hon. John Pope, David R. Murray, John R. Witherspoon, David White, Jr., and Wm. P. Roper, were appointed a committee to collect such information in relation to the subject as they might deem necessary to enable them to digest a plan of common schools suitable to the condition of the State, and submit the same to the next General Assembly.

An Interesting Report—

One year afterwards, Messrs. Barry, Witherspoon, Murray, and Pope, from this committee, submitted to the Legislature an elaborate report, which will ever be ranked among the most interesting and important State papers of this Commonwealth. It embodies an unanswerable argument in behalf of common schools; it contains practical suggestions touching their establishment which it will be well to engraft even upon our present system; it is replete with passages of the highest truth and eloquence. Popular education, say the committee, "is the prop which sustains free institutions, and the lever which overturns the oppressor's throne. Happily, we are not laboring to undermine a fabric of despotism; but to remove the rock on which tyrants build. It was not Caesar that overturned the liberties of Rome—it was ignorance. It was not Napoleon that made France a despotism—it was ignorance. It was not the Holy Alliance that keeps Europe in bondage—it is ignorance. Knowledge maintains there a silent warfare, which now and then bursts forth in open revolution. In Spain, in Naples, in brave, deserted Greece, she lifts her voice and calls upon Europe to shake off the incubus which oppresses the mind and energies of man; but seas of blood must be waded before she assumes her legitimate empire over the affairs of nations. Even on American soil, bordering on our own happy country, ambition has found this broad rock, and is attempting to erect thereon a despotism more terrible than that of Montezuma. While monarchs and usurpers understand and pursue their own interests, by extinguishing the lamps of knowledge, and punishing with death the free expression of opinion, let us not be blind to the means of preserving and perpetuating our own liberties. Bind the minds of men in chains of ignorance, and it requires but a moderate portion of art and talents to enslave their bodies. Wherever these chains exist, let us break them. Let us wage on the citadels of ignorance a perpetual and exterminating war. Let us remove every fragment upon which ambition can seize to erect his gloomy edifice. It is the first of our political duties—we owe it to our principles, to our institutions, to our posterity, and to mankind!

A principal feature of this able report was the instructive and interesting correspondence it contained, from eminent men throughout the Union, on the subject of common school education. The committee had prepared domestic and foreign circular letters, and addressed the same to gentlemen in this and other States, for the purpose of eliciting information concerning the schools in their respective localities. Their domestic circulars (as is still the case whenever they are issued from this department) were almost totally disregarded. Their foreign circulars shared a better fate. In response to them the committee received letters, of nearly the same date, from

John Adams and Thomas Jefferson—another item in a list of strange coincidences exhibited in the lives and labors of the men who were the chief authors in the work of American Independence! The following extract will show that the letter of the venerable Mr. Adams—then considerably beyond octogenarian age—is characterized by the patriotism and eloquence of earlier and memorable years:

“The wisdom and generosity of your Legislature in making liberal appropriations of money for the benefits of Schools, Academies, Colleges, and the University are an equal honor to them and their constituents; a proof of their veneration for literature and science, and a portent of great and lasting good to North and South America, and to the World.

“Great is truth—great is liberty, and great is humanity, and they must and will prevail. I have communicated your letters to as many of my friends as I have seen, and requested them to assist me in complying with your views. If the taper thread of life should continue to burn a little longer, I hope that you will hear more from me. At present, blind and paralytic, I am incapable of research or search. I can only give hints from memory. A law in this colony, almost two hundred years ago, obliged every town to maintain a school master, capable of teaching the Greek and Roman languages, as well as reading, writing, and arithmetic in English. Those schoolmasters were to be examined by the clergymen and magistrates; and the clergymen in those days were learned men. This law is in force to this hour, though not so punctually executed as it ought to be. I had myself the honor to be a schoolmaster from 1755 to 1758 in the town of Worcester, under this law. Those schoolmasters and school-houses are maintained by taxes, voluntarily imposed on themselves by the people, in town meeting, annually; and the ardor of the people in voting money for this noble purpose is astonishing. In this small town of Quincy, consisting of not more than 1,400 inhabitants, I think they voted this year \$1,700 for the support of schools—more than a dollar a head for every man, woman, and child in the place. The principal school, which is not more than half a mile from me, pours out of its doors, at twelve o'clock every day, from one hundred to two hundred boys and girls, as happy as Scott or Shenton has described them and their masters, in their romances.”

Jefferson writes: “Your favor of the 15th June is received, and I am very thankful for the kindness of its impressions respecting myself; but it ascribes to me merits which I do not claim. I was only one of a band voted to the cause of independence, all of whom exerted equally their best endeavors for its success, and have a common right to the merits of its acquisition.

“To the printed inquiries respecting our schools, it is not in my power to give answer. Age, debility, an ancient dislocated and now stiffened wrist, render writing so slow and painful that I am obliged to decline everything possible requiring writing. An act of our Legislature will inform you of our plan of primary schools; and the annual reports show that it is becoming completely abortive, must be abandoned very shortly, after costing us to this day \$180,000, and yet to cost us \$45,000 a year more, until it shall be discontinued; and if a single boy has received the elements of common education, it must be in some part of the country not known to me. But on this subject I must refer to others more able than I am to go into the necessary details.”

Letters in response to the circular of the committee were also received from Hon. Robert Y. Hayne and ex-President Madison. "The liberal appropriations," writes the latter eminent statesman, made by the Legislature of Kentucky, for a system of general education, cannot be too much applauded. A popular government without popular information, or the means of acquiring it, is but a prologue to a farce or a tragedy, or perhaps both. Knowledge will ever govern ignorance, and a people who mean to be their own governors, must arm themselves with the power which knowledge gives."

Notwithstanding the ample means provided for it, and the auspicious manner in which it was begun, this second system of popular education in Kentucky was doomed to a failure even worse than that of the first. Governor Adair, in an able message to the Legislature, called their attention to the report of the educational committee, and recommended their adoption at once of a practical plan for the establishment of common schools. This work—though the report of the commissioners, and an accompanying report upon it by the Hon. George Robertson, were largely published—was never accomplished by that or by the succeeding Legislature. Unfortunately, the Commonwealth's Bank failed in a few years, involving the State in irretrievable embarrassment; and a common school fund of about \$60,000 per annum soon dwindled to nothing. Still more unfortunately, the Legislature, about that time, inaugurated a pernicious policy, which was continued until within a few years since, of making the school fund subservient to every other public interest. The revenue proper became insufficient to defray the expenses of the State government; the little all of the common schools was seized upon for that purpose. It is almost needless to record a second failure of our educational system.

A Third Effort—

After the school system—if such it might then be called—had languished in Kentucky for many years, an opportunity was again afforded the Legislature to revive it, in another form, but far more permanently and successfully than ever. As early as 1821 the General Assembly had, by "Resolutions in relation to a portion of the public lands of the United States," requested our Senators and Representatives in Congress to urge the passage of law allowing to Kentucky her equitable proportion of the public domain held by the general government, to be used by this State—I quote the language of the General Assembly—"for the purpose of education." These resolutions recite the facts, that the total amount of literary appropriations made up to that time, by Congress, to the new States and Territories, was nearly 15,000,000 acres; that the additional amount required to extend the same system to those States for which no appropriation had yet been made, would be nearly 10,000,000 acres, and that Kentucky, as her part of such appropriation, would be entitled to more than 1,000,000 acres. They look to the public lands as a source from which appropriations for the purposes of education may with justice be claimed by those States for which no appropriations have yet been made." There is, in one sense, a memorable significance in this act of legislation.

Kentucky presented her claim to the United States for a due proportion of the public lands. Wherefore? "For the purposes of education"—to establish (as her sister States and Territories which had been the recipients of that great bounty, had uniformly done) a system of common schools. This, and none other, was the foundation on which the claim rested. To

divert the funds which might be received from the general government to any other object than that of education, was something which the State could not do without dishonor; and yet the subsequent history of our school system shows that those funds were thus diverted.

The School Fund—

The appropriations were finally made. By the Act of Congress, approved June 23, 1836, the government of the United States distributed among the several States a very large sum of money, which had accumulated in the National Treasury, by reason of immense sales of the public lands. Under the provisions of this act, New York, then, as now, the most populous State in the Union, received the sum of \$2,750,000, the whole of which was dedicated to common schools, and yields now, at an interest of six per cent, \$165,000 annually. Kentucky received the sum of \$1,433,757. Although the right was expressly reserved to withdraw those funds, still it was evidently the intention of Congress to make of them a permanent distribution rather than a temporary loan. Although there was no designation of the mode in which those funds were to be used still, this State, and others, had claimed them "for the purposes of education." Kentucky accepted her distributable share on the conditions proposed; but her first act of legislation concerning it was a partial violation of plighted faith. The "Act to invest in profitable stocks the surplus revenues of the United States," approved February 23, 1837, dedicated \$1,000,000 only of that large fund towards founding and sustaining a general system of popular education; thus ignoring from the beginning the grounds on which this magnificent gift had been claimed of the nation and perverting a trust which every consideration of honor and duty required to be executed with perfect fidelity.

Later History—

It would have been well for the cause of public instruction had the partition of the school fund ended here. But the act of 1837 was an entering wedge for further appropriations. Embarked in an extensive and costly system of internal improvements which was the absorbing topic of its time, the State speedily exhausted her treasury; and, in order to preserve her credit, drew again upon the resources of the common schools. By the first section of the act approved February 16, 1838, the fund dedicated to public instruction was reduced from \$1,000,000 to \$850,000. For this latter sum bonds were caused to be issued to the Board of Education, a corporation created by act of the General Assembly. In 1840 a deficit appeared in the amount necessary for the payment of interest on the internal improvement bonds; and, to supply it, the Commissioners of the Sinking Fund suspended the payment of the interest due upon the bonds held by the Board of Education—the Chief Executive of Kentucky, for the time being, alleging in extenuation of the act, "as this course could be pursued without the slightest detriment to the credit of the State, they did not feel it imperative on them to borrow money at an interest of six per cent to pay the State a debt due to herself." The friends of the common schools appealed to the General Assembly not to sacrifice a fund sacredly consecrated to education; but they appealed in vain. They were answered, by those then in power, that it was not the intention of the Legislature to rank either the principal or interest or the common school fund among the legitimate debts of the State. The acknowledgment of either as a public debt was pretermitted by successive

administrations. The report of the Superintendent for 1843 shows that there had been paid in all by the Commissioners of the Sinking Fund, for the benefit of common school, \$2,504; that there was interest due and unpaid to the amount of \$116,375.

State Bonds Burned—

Utterly ruinous as this course was, impolitic legislation on the subject of common schools had not yet reached its consummation. By an "Act to increase the resources of the Sinking Fund, and to provide for the burning of certain State bonds," approved February 10, 1845, the General Assembly required all the bonds held by the Board of Education to be delivered to the Governor of the Commonwealth, and to be by him burned in the presence of the Auditor and Treasurer of the State. Duplicate lists of the burnt school bonds were, in the same act, ordered to be made out; and though these lists could not be passed by delivery, transfer, or assignment, still such figments of property were to be considered and held as sacred and violate as though the bonds had not been burned—that is, as has been well remarked, "sacred enough to be burnt themselves, whenever the exigencies of the public credit might seem to render such a proceeding desirable against defenseless creditors." Thus our common school system, a third time auspiciously begun, was about to be a third time most disastrously finished under this reckless spoliation of one State interest for the temporary protection of another.

People appealed to—

But things apparently evil are sometimes really most fortunate, and this last law of the General Assembly was, in the end, a signal benefit to the cause of popular education. Despairing of success through the efforts of legislation, which had founded a system but to destroy it, the friends of education made a final move in the right direction, by appealing the whole subject, from administrations and Legislatures, to a power whose interests had hitherto been but little consulted in reference to it—and that power, the people of Kentucky. There was a profound wisdom in this method of determining the question. An internal improvement system had cost the State millions for works, many of questionable utility, and was likely to cost millions more. A large share of its funds had been drawn from the resources of the common schools. Not a small portion thereof had been exhausted in the visionary scheme of metamorphosing brooks and rivulets into navigable streams; in appropriations for roads "to the Sounding Gap," and acts "to improve the navigation of Goose Creek"; and these at the expense of all the children in Kentucky. To render the policy or impolicy of such legislation manifest could be best accomplished by referring it to the judgment of all who were expected to share its benefits or its burdens.

Kentucky Common School System Established

The first act of the Legislature of the Commonwealth of Kentucky toward establishing a system of common schools and a permanent school fund was the Act of February 23, 1837. This was done at the urgent request of Governor Clark that a system of common schools be established. This act of the Legislature provided that:

A million dollars of the \$1,433,757 received from the National Government for the purpose of education be set apart as the basis of a permanent school fund. Acts of 1836, page 321.

Law Establishing a Common School System—

A general law establishing a system of common schools in the State was approved February 16, 1838. The most important features of that law (Acts of 1837-38, page 274) are as follows:

The School Fund—

Notwithstanding the previous Legislature had solemnly set apart the sum of \$1,000,000 as a basis of the school fund, this Act reduced the amount to \$850,000; thus really plundering the school fund out of \$583,757 at the very beginning of its existence. True it is that no provision of Federal law imposed upon the State the legal obligation to devote the entire sum received from the National Government to purposes of education exclusively; but the State had asked for it upon that plea and the Federal Government had granted it with that expectation. Therefore, every consideration of public honor and good faith demanded that the entire sum of \$1,433,757 should be kept inviolate as a school fund. This act of legislation was a type of the treatment the common school system was to receive at the hands of future Legislatures and executives unfriendly to a system of schools for all the children of all the people.

The school fund then consisted of the interest at five per cent on this sum of \$850,000, amounting annually to \$42,500, which sum was to be distributed among the counties in proportion to the number of children reported to the Commissioner. No school was entitled to any part of this fund unless a school had been organized, a school house built, and a school tax levied in the district. The method of distribution was as follows: First the entire school fund was divided by the number of children of school age reported to the Auditor; this gave the per capita. Second, the number of children reported by the school commissioners in a given county was multiplied by the per capita; this gave the county's share of the fund.

The State Board of Education—

By the provisions of this act, the State Board of Education consisted of the Attorney General, the Secretary of State, and the Superintendent of Public Instruction, who was appointed for two years by the Governor and confirmed by the Senate.

The Superintendent of Public Instruction—

This officer was to receive a salary of \$1,000 a year, and his duties were practically the same as at present.

School Districts—

The school districts were to be laid off in the counties by surveyors named by the County Court. No district was to contain more than one hundred pupils nor fewer than thirty pupils. This provision of the law materially delayed the adoption of the school system in many counties, because the law was construed to mean that the districts had to be actually surveyed by a competent and practical surveyor. To secure the services of such surveyors proved an expensive business, so expensive that the county courts in several counties refused to make an appropriation for this work.

Not only did this unwise provision of law seriously delay the adoption of the system in the counties, but it also at this early day engrafted upon

the system a practice that probably did more to injure it than any other one thing. Allusion is here made to the practice which persists to this day of dividing a county into territorial divisions for purposes of education only. Evidently this was done because the schools of that early day were expected to be supported largely by local taxation or subscription, the State fund being used as a stimulus only to the districts to tax themselves. This subject will be more fully discussed further on in this story. Mention is here made of it that it may be kept in mind as one of the hindering causes delaying the full adoption of the system, especially after the principle of local taxation was abandoned.

Method of Adoption—

As said before, the law prescribed that the County Court should first have the county laid off into districts. This done, the same court provided for taking the sense of each individual district as to adopting the system and levying a local tax. The amount of this tax and the length of the school were indefinite matters. A majority vote decided the case. At this meeting called by the court the question to be decided was whether or not to adopt the new system.

School Commissioners—

The schools within the counties were to be managed by a board of five commissioners appointed by the State Board of Education in theory, by the State Superintendent in fact. This was the beginning of the office of County Superintendent of Schools.

School Trustees—

Five trustees were to be elected in each school district at a public meeting called for that purpose. The amount of the school tax was fixed at the same meeting. Any widow or feme sole having property subject to taxation for school purposes could vote in these elections in person or by proxy; and any infant having property could vote by his guardian.

Examinations of Teachers—

The commissioners and district trustees were empowered to examine teachers and to grant certificates to teach in the common schools.

Public Money—

No district was entitled to any part of the State fund until a common school had been regularly organized, a school house procured at the expense of the inhabitants thereof, and a tax levied upon the inhabitants thereof sufficient, when added to the State fund, to equal the expenses of the school.

School Age—

The whole number of white children over seven and under seventeen were by law pupil children.

Summary of Important Features of the Law of February 16, 1838

1. The Secretary of State, the Attorney General, and the Superintendent of Public Instruction shall constitute the State Board of Education.
2. There shall be a Superintendent of Public Instruction appointed by the Governor for a period of two years.

3. The Superintendent shall prepare and submit an annual report to the Legislature, etc.

4. It shall be the duty of the county courts to divide the county into a convenient number of school districts.

5. The county courts are authorized to vote in the respective school districts as to the expediency and propriety of adopting the system in such district.

6. Five competent persons in each county shall be appointed by the Board of Education for a period of twelve months for service as Commissioners of Education.

7. The Commissioners should be a corporate body to administer the affairs of education in each county.

8. The Commissioners, in conjunction with the trustees of the common schools, shall constitute a committee to examine candidates for certificates to teach.

9. The Commissioners shall make to the State Board of Education full and complete reports annually.

10. The officers of a district shall consist of five trustees, a clerk, and a collector.

11. The trustees shall have full charge of the schools in their respective districts and shall report annually in writing to the county Commissioners.

12. No teacher shall be deemed a qualified teacher, within the meaning of the Act, who shall not have and shall not hold a certificate of qualification from the Commissioners and the trustees of the common school in the district in which he proposes to teach.

13. Taxes voted by districts shall be levied upon all the taxable inhabitants residing in a district.

14. The trustees shall have power to levy a poll tax of 50c on every white male inhabitant over twenty-one years old.

15. The provisions in this Act did not apply to the cities of Louisville, Lexington, and Maysville.

Superintendents of Public Instruction During this Period Were—

J. J. Bullock	1838-39
H. H. Kavanaugh	1839-40
B. B. Smith	1840-42
G. W. Brush	1842-44
R. T. Dillard	1844-48
R. J. Breckinridge	1848-50

Improvements in the System During these Administrations—

On the 20th day of February the Governor appointed the Reverend Joseph J. Bullock the first Superintendent of Public Instruction. Superintendent Bullock submitted his first annual report to the Legislature on January 3, 1839. From this report, we get most of our information relative to the beginning of the common school system. The work of Bullock's administration was to begin and to establish a new system and to popularize it with the people. From his report, we secure certain facts concerning the establishment of the common school system for the Commonwealth:

Public Sentiment—

Soon after the inauguration of the system it became apparent that it would be necessary to create public sentiment in favor of adopting it. On this point, Superintendent Bullock says in his report. "It soon became evident to my mind that there was need for a public sentiment to be created in order for the success of the new system. It is too often taken for granted that the general benefit of education is sufficiently appreciated. The great defect is that the people do not value education as it deserves." These words are as true today as they were when written a century ago. Again he says: "Great changes cannot be effected at once. Where the means employed are of a moral kind—calm addresses to the understanding and interests of men—a gradual and steady progress is all that can be expected. In all my travels I witnessed few indications of hostility to the scheme; the discouraging symptoms were coldness, indifference, and ignorance of the subject; which are as fatal to any great enterprise as open opposition; but all of these may be remedied by constant agitation of the subject. I found many persons who were prejudiced against what they conceived to be the law; but their prejudice was frequently changed into friendliness when they came to understand it."

Illiteracy—

The Superintendent requested that the County Commissioners in districting the counties, would ascertain the number of children between the ages of seven and seventeen who were unable to read. The commissioners in only one county—Rockcastle—fully complied with his request.

From that county it was reported that out of 486 males and 403 females there were 245 males and 222 females unable to read, a percentage of illiteracy of over 53 per cent. The Superintendent says in his report: "From other sources of information, I am confident that at least one third of the children of schooling age are unable to read, and have no means of common school education. From the report from Christian, one of the best and most intelligent counties in the State, it appears that not more than half the children are going to school; and it is not probable that two-thirds can read. I have conversed with clerks of counties, lawyers, physicians, preachers, and public men of every description and they all concur in the opinion that one-third of our white population is entirely uneducated. This is a frightful fact to every reflecting man who loves his country." Such were the facts in 1839. The recent report of the Commissioner of Education of the United States shows that the percentage of white illiteracy in this State has been reduced to 6.6 per cent 1930. When we consider the "coldness, indifference, and ignorance" which beset the beginnings of the systems; when we consider the difficulties that surrounded it for fifty years and more after its beginning; when we consider the period of war during which the Common School system was almost suspended; when we consider all these facts and others too numerous to mention, we cannot fail to be astonished and delighted with the remarkable progress already made, and encouraged with the prospects of a still greater advancement that lie in the immediate future.

The School Fund—

It will be kept in mind that the school fund at first consisted only of the interest at five per cent on \$850,000 received as a loan from the Federal Gov-

ernment. This yielded an annual income of \$42,500. At the time of Supt. Bullock's report the interest accrued amounted to \$65,978.27 and the expenditures of the system amounted to \$1,005.25. The principle of the system, we will repeat, was that which was appropriated by the Legislature should act as an incentive to the people to tax themselves as a lever to raise the additional sum required. The amount of the school fund was too small to encourage the people to tax themselves and the Superintendent recommended that the fund be increased by a tax of "one-third of a mill on the dollar"—three-and-one-third-cents-on-one-hundred-dollars—to be collected in the same way and at the same time, with the other revenues of the State. On this point the Superintendent said: "It should be kept in mind that money raised by law for the support and establishment of schools is not an addition to the expenditures of the people; but the most economical disbursement of a necessary expenditure—or as Burke beautifully expresses it, 'Taxes for education are like vapors which rise only to descend again to beautify and fertilize the earth.'"

Under the law governing the distribution of the school fund, if any county or district failed to receive its pro rata such pro rata went into the general expenditure fund and not to increase the school fund. This fact and the further fact that the school fund drew only five per cent instead of the usual rate of six per cent are important as showing the attitude of the leaders in the Legislature toward the Common School system. Supt. Bullock says: "I think it would be well to amend the law so as to add to the permanent fund, the interest which has accrued during the last year, except what is needed for necessary expenses."

Object of the Common School—

In this able report of Superintendent Bullock, he discusses with great learning and power the purposes of a Common School system. The following extracts are typical: "The great object of the Common School law is to give to every child in the Commonwealth a good common school education; to develop the whole intellect of the State. 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; and which is to take the lead in after life is to be decided not by one's being born to wealth, and another to poverty, but by diligence and force of mind. 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. That the education of all the children of the State will cost much, I do not wish to conceal; 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. Parsimony on this subject is extravagance. Nothing is so wasteful as ignorance; it has impoverished every nation on earth where it has prevailed. 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. The elevation of an entire people is beyond all price. Under no arrangement can the people be relieved from bearing the burden of expense; the only question is as to the best method. To provide for the education of all the children in the State is the most economical expenditure of money that can possibly be made. Ignorance

keeps inactive the mind, which is the productive agent of the community and leads inevitably to poverty; intelligence keeps it employed and as certainly leads to wealth."

In concluding his able report, Superintendent Bullock eloquently said: "Guardians of the public weal, I appeal to you with confidence in behalf of the vital interests of our common country. Her prosperity, I know you cherish with all the pride and ardor of patriotic feeling; and let it never be forgotten that all her prosperity is suspended on the virtue and intelligence of her children; that these are her strongest bulwarks, composed with which her ocean ramparts, the thunders of her navy and her chivalrous soldiery are nothing." How well his confidence in the good will of the Legislature was placed, the history of subsequent administrations will show.

H. H. KAVANAUGH—1839-40

No material change was made during the administration of Supt. Kavanaugh. The work was very similar to the preceding administration.

B. B. SMITH—1840-42

During Supt. Smith's administration, the first census of school children was taken. From Supt. Smith's report, we find progress of the common school system which had so recently been established.

Progress of the System—

Up to the time of Superintendent Smith's report, on January 9, 1841, twenty-four counties had been reported as fully or partially organized under the new law. From these counties six hundred and eighty-six districts were reported as beginning to operate. Of nineteen districts in Woodford County to which the plan was submitted, seven adopted it, and most of them were then in successful operation. The first common school in Kentucky was organized at Versailles in the summer of 1840. The organization of Franklin County followed closely that of Woodford, seven out of nine districts to which the plan was submitted adopting it.

The Superintendent tried, with some success, to interest certain religious organizations in assisting with getting the system adopted over the State. The Conference of the Methodist Episcopal Church passed resolutions approving the system and recommended that all preachers and people extend countenance and encouragement to the system. Other religious bodies rendered substantial assistance.

The Census—

The first census showed 129,650 children of school age, Carter County not reporting. It was estimated that this census was short several thousand and that the true census would show about 170,000 white children of pupil age. Upon the basis, however, of the census as reported, the first apportionment to the counties was made. The per capita thus declared was forty cents. In the same report a table was exhibited showing that the tuition of 32,924 children in private schools amounted on the average to twelve dollars apiece. Attention was called to the fact that the year before Ohio had school children in public schools at an expense of \$1.75 apiece. The Superintendent used these comparisons as arguments in favor of the complete adoption of the common school system.

G. W. BRUSH—1842-44

Probably the two most important legislative Acts of Superintendent Brush's administration were:

1. To enable a district to tax itself for school purposes provided a two-thirds majority voted for it. This law virtually killed local taxation.
2. A bill to professionalize teachers.

From his Report, we find the following concerning these two Acts:

An Interesting Bill—

One of the most suggestive pieces of legislation of that early day, and one showing the attitude of the leading thinkers upon the subject of education was a "Bill for Professionalizing the Profession of Teachers." This bill aimed at putting teaching upon the same professional basis as theology, law, and medicine. Among other new ideas it strongly urged that agriculture be made a part of the course of study for all professional teachers. It was clearly in advance of that day. The bill will be found in the Legislative Documents of 1842-3, page 257.

School Legislation—

Some important changes and additions were made to the school laws in the session of the Legislature, beginning in December, 1842.

The School Fund—

The report of the State Superintendent bore fruit in this session. By the provisions of an act introduced and passed the school fund was to be paid into the treasury "as other revenues were paid, and drawn out by the Superintendent under the directions of the State Board of Education. But if a surplus accrued in the treasury, the Board could invest it in bonds as before

District Taxation—

The law was changed as to district taxation so that no tax could be levied in a district except by a vote of two-thirds of the voters living in the district. When it is considered how difficult it is to secure a full vote in a district, and how difficult it is to secure a two-thirds' majority for a taxing proposition, it will be seen that this change in the law practically amounted to a repeal of the law regarding district or local taxation.

R. T. DILLARD—1844-48

Probably the most important developments during Superintendent Dillard's administration were:

1. The reduction of the Commissioners from five to three.
2. The first textbook law provided that parents and guardians might select the textbooks for their children.
3. The school fund was used for general purposes, such as buildings and equipping houses.

His report gives the following information concerning these items:

Trustees—

By an act of this Legislature the number of trustees was reduced from five to three. The number of commissioners was also reduced from five to

three. Trustees were empowered to buy a Common School Library to be kept at the school house or at a private residence.

The School Fund—

A significant act of this Legislature was one which provided that "Any surplus in the school fund which may be due from year to year over and above the amount necessary to pay the school districts regularly organized and reported, may be drawn for any other purpose required to maintain the credit of the State which shall be credited accordingly." Again, it was further provided that no more than fifteen thousand dollars could be used for school purposes any one year and that at least five thousand dollars must be kept in the Treasury to meet contingencies. It should be remembered that the school fund January 15, 1844, at the close of Brush's administration, was the original \$850,000 plus \$116,375 accrued interest. The interest on this amount at five per cent was \$48,318.75, and yet only \$15,000 could be used for school purposes with \$5,000 remaining in the Treasury. What of the other \$28,318.75? It could be drawn out for any other purposes required to maintain the credit of the State. That is, if the Legislature made appropriations which the ordinary revenues did not warrant, said Legislature had no scruples about using the school fund, notwithstanding the principal of that fund had been asked for on the plea of education and accepted with that understanding, and later on solemnly set apart for school purposes. It is well as we go along not to forget these lessons.

The State Superintendent—

By an act of this Legislature the Superintendent was required to visit and to deliver a public lecture in at least twenty-five counties a year until all are visited.

Three Months Schools—

Districts maintaining a school for three months were entitled to their proportion of school money provided for common schools. It should be noted here that the State Fund was originally intended only to stimulate the local fund for school purposes. The founders of the system never dreamed of the State's taking upon itself the entire burden of a school system.

First Text-Book Law—

The first text-book law was passed at the session of 1844-45. It provided that parents and guardians of children should select the text-books for their children, provided no books of an infidel or immoral nature were selected.

Revision of School Laws—

But the most important act of the Legislature of 1844 as regards schools was the "Act, approved February 10, 1845, to reduce into one the several acts concerning the common schools and more effectually to establish the same in the Commonwealth." It will be noticed in reading this bulletin that the Legislature has from time to time "reduced into one the various acts of the Legislature."

Since this revision was the law at the time of the adoption of the Constitution of 1850, it is important that it be understood. We, therefore, give a pretty complete synopsis of this law.

Part II
FUNDAMENTAL CHANGES MADE IN PUBLIC EDUCATION
1850-1938

FIRST CHANGE—FREE SCHOOLS—1850-1870

The Superintendents of Public Instruction Serving from 1850 to 1870 Were—

R. J. Breckinridge	1850-54
J. D. Mathews	1854-60
Robert Richardson	1860-64
Daniel Stevenson	1864-68
Z. F. Smith	1868-70

Improvements in the System During These Administrations—

R. J. BRECKINRIDGE—1848-54

It was during the administration of Superintendent Breckinridge that the school system became fully established and that a controversy between Governor Helm and Superintendent Breckinridge arose over the question of whether or not the sinking fund commissioners were in honor bound or legally bound for the payment of interest on the school fund. This controversy was finally settled by the Legislature in favor of Superintendent Breckinridge. A detailed account of this is contained herein.

It is here that we have the beginning of state taxation for school purposes, when a 2c tax was voted by an overwhelming majority.

During Superintendent Breckinridge's term of office, the Constitutional Convention of 1850 was held. By Article Eleven of the Constitution adopted by that Convention, the school system was made a part of the State's organic law. The office of the Superintendent of Public Instruction was changed from an appointive office to an elective office for four years.

Some very important school legislation was enacted by the Legislature of 1851:

1. The schools were made free.
2. The per capita system for distributing the school fund was fixed.
3. The selection of books was taken out of the hands of parents and guardians and given to trustees.
4. A policy was established of using the common school fund exclusively for schools.

Further details concerning the improvements in this administration are listed below:

The Controversy Between the Governor and the Superintendent—

When Governor John J. Crittenden resigned to accept the position of Attorney General in the Cabinet of President Fillmore, he was succeeded by Lieutenant Governor John L. Helm. Soon after Helm became Governor a controversy arose between the Governor and the Superintendent as to the

real status of the School Fund. Governor Helm took the position that the School Fund was a debt the State owed to itself and, therefore, the State could refuse to pay the interest in the fund without dishonor; this Superintendent Breckinridge denied, and supported his position with unanswerable arguments and great earnestness. The dispute was later settled by the Legislature which took Superintendent Breckinridge's view of the matter. Governor Helm in his message to the Senate and House of Representatives during the December Session, 1850, had taken the position "that it is destructive of the financial system of the State, inconsistent with the obligations of public faith and the maintenance of public credit and utterly contrary to the plain provisions of the new Constitution, which was adopted June 11, 1850, and went into operation the following year, that the Sinking Fund should be held responsible either for the interest or the principal of the bonds of the State of Kentucky held by the Board of Education".

On January 21, 1851, the Senate passed the following resolution: "Resolved, That the Superintendent of Public Instruction be requested to lay before the Senate all statistics and facts which he may have in his possession and any argument he may see proper to lay before the Senate in relation to the Governor's late message to the House of Representatives and the Senate on the subject whether the Sinking Fund is responsible for the interest on the bonds of the State held by the Board of Education, or not." Signed "J. Russell Hawkins, C. S."

In answer to this resolution, Superintendent Breckinridge made a special report in which he discussed fully the history of the school fund, and maintained his position with convincing logic and overwhelming argument. This special report is found in the Legislative Documents of Session of 1850, under date of January 30, 1851. Every careful student of educational history should read this report, pages 140-164. It concludes with these eloquent words:

"Forbearing to utter many things which the occasion might allow and craving a candid construction of many things which the nature of the case, and not my own desires have obliged me to utter; I submit to you, gentlemen of the Senate, the results of a most laborious investigation, undertaken at your command, and executed in the hope of promoting at once the glory of the State and her most lasting interests. Results infinitely deplorable, may follow any want of fidelity on the part of the State at the present moment to that great cause which has baffled so long the hopes of the people, and which is now threatened with ruin at the very moment of its first great triumph. For myself I expect nothing and I fear nothing. I have done my duty, and whatever personal verdict the government or the people may pass, will be received by me with perfect tranquility. But I confess I feel the profoundest anxiety concerning the vast interest I have tried to promote, and whose destruction, I believe and aver, no party can or ought to survive."

New Legislation

School Fund—

By an act approved February 29, 1848, it was ordained that "Whereas the State Board of Education owns in State Bonds \$917,500, and in Bank Stock \$73,500, and it appearing from a report of Theo. S. Page, who was appointed Commissioner under an Act of the General Assembly of Febru-

ary, 17, 1847, to settle with the Superintendent of Public Instruction, that there was due the Board of Education on January 1, 1847, in interest on said bonds and in dividends on said stock \$259,256.20, and, whereas the additional interest for 1847 would make \$294,000 due the Board, the Governor is authorized and directed to cause a State Bond to issue for \$294,000." This bond was to draw five per cent interest and was not assignable.

The Commissioners of the Sinking Fund were directed to pay to the State Board of Education the interest on bonds; "Provided, however, that the payments required by this section shall not be made by the Commissioners of the Sinking Fund except out of such resources of said fund as shall remain after the semi-annual interest on the bonds of the State of Kentucky now outstanding other than bonds of the Board of Education shall have been paid."

The balance of interest due the Board of Education was to be paid out of the ordinary revenue "as far and as fast as the condition of the Treasury from time to time permits."

The Second Auditor was directed to settle the interest account, and the Governor to issue a bond therefor.

The Board of Education was directed to invest the surplus funds from year to year.

Two-Cent Tax Proposed—

By another act of the same session, a vote was ordered to be taken to ascertain the will of the people as to whether or not a 2-cent property tax should be levied upon the property of the State "for the purpose of establishing more permanently a Common School System." This was the beginning of the State Tax for school purposes.

The vote in favor of a two-cent property tax having carried by a large majority, the following law was enacted: "Whereas, the good people of the Commonwealth of Kentucky by a vote of 74,628 in its favor, to 37,746 against it, have instructed the Legislature to impose an additional tax of 2 cents on each \$100.00 of property in the State subject to taxation for the purpose of establishing more permanently a common school system in the State: Provided, however, that said tax so hereby imposed shall forever and inviolably be appropriated to the purposes as aforesaid for which it has been raised."

This money was to have been distributed among the counties in proportion to the number of children from 5 years to 16 years, inclusive.

Pupils—

The number of pupils that might constitute a district was reduced to 20.

An Explanation—

The principal of the school fund at the time of which we are writing consists, as will be remembered, of \$850,000.00 received by the State of Kentucky from the United States Government for school purposes. It was in the nature of a great trust to be held inviolate for the good of the children of the State.

At the time this money was given to the State and for years previous, the State of Kentucky had been engaged in the costly business of internal improvements. To pay for these improvements bonds had been issued by the State. In other words, the improvements had been made on credit—the

State had gone into debt. Now when this \$850,000 came to the State—a much larger amount had originally been received—it was turned into the Treasury and "Improvement Bonds" were issued to the Board of Education therefor. Upon these bonds the Sinking Fund Commissioners were to pay to the Board of Education annually 5 per cent interest, amounting to \$42,500, to be used to establish a common school system.

But it often happened that when the time came around to pay the interest on the bonds held by the Board of Education, the Sinking Fund Commissioners for one reason or another simply did not pay such interest. Therefore, between the time of the establishment of the system and the time of which we are writing, the interest was frequently in arrears. When the Legislature would meet, the Superintendents would report to it that the interest had not been paid when it should have been paid, and the Legislature would direct the Governor to issue a new bond for the interest due, thus paying interest on one bond with another bond. So far as we have been able to find, no bond was ever issued to pay interest upon interest which had not been paid when due. There is no question that the school fund lost thousands of dollars in this way.

Article Eleven of New Constitution—

In the acts of the same Legislature there is found Article Eleven of the New Constitution relative to education, in which the status of the school fund is fixed in the organic law, and the Office of State Superintendent of Public Instruction is made elective by the people. It is as follows:

"Sec. 1.—The capital of the fund called and known as the 'Common School Fund,' consisting of \$1,225,768.42, for which bonds have been executed by the State to the Board of Education, and \$73,500 of stock in the Bank of Kentucky; also the sum of \$51,223.29 balance of interest on the School Fund for the year 1848 unexpended, together with any sum which may be hereafter raised in the State for taxation, or otherwise, for the purpose of sustaining a system of Common Schools. The interest and dividends of said funds, together with any sum which may be produced for that purpose by taxation, or otherwise, may be appropriated in aid of Common Schools, but for no other purpose. The General Assembly shall invest said \$51,223.29 in some safe and profitable manner, and any portion of the interest and dividend of said school fund or other money or property raised for school purposes which may not be needed in sustaining common schools shall be invested in like manner. The General Assembly shall make provision by law for the payment of the interest of said school fund: Provided, that each county shall be entitled to its proportion of the income of said fund, and if not called for for common school purposes, it shall be reinvested from time to time for the benefit of such county."

"Sec. 2. A Superintendent of Public Instruction shall be elected by the qualified voters of the Commonwealth at the same time the Governor is elected, who shall hold his office for four years, and his duties and salary shall be prescribed and fixed by law." June 11, 1850.

It may be well to call the reader's attention to four important facts at this point.

First: That the school System is made a part of the Constitution. No longer could the schools be made subject to the whims of the Legislatures.

Second: That the General Assembly shall make provision by law for the payment of the interest of the school fund.

Third: That each county shall not lose its share of the interest by failing to use it.

Fourth: That the Superintendent of Public Instruction shall be elected by the people.

School Fund Exclusively for Common Schools—

The Acts of 1845, Sec. 1, provide that the School Fund is "set apart, and faithfully dedicated forever, as a fund for the benefit of Common Schools, and a system of general instruction."

The Acts of 1851-52 enacted the very law against which Mr. Breckinridge so vigorously protested. Those Acts provided as follows:

"Sec. 1. The net revenue of the fund is the sum to be distributed, and whatever expenses may be incurred according to law by the board of education, shall first be paid out of the gross revenue of the fund. No part of said income shall be expended for the establishment of any school or seminary, other than common schools, in each county.

"2. The revenue of the school fund, and the proceeds of all taxes levied in aid thereof, shall be paid into the treasury, but shall never be drawn or appropriated otherwise than pursuant to this chapter, in aid of common schools.

"3. The balance to the credit of the counties, not called for each year, shall be transferred by the board of education to the commissioners of the sinking fund; and the Governor shall execute to the Board of Education a bond of the State therefor, redeemable at the pleasure of the Legislature, and not transferable, bearing six per centum interest, payable annually, and specifying therein the amount due to each county. The interest accruing to each county may, at the call of the school commissioners, be used for common school purposes in such county, and shall be paid by the Commissioners of the Sinking Fund."

Common Schools—Free Schools—

From the foregoing it will be seen that no part of the school fund can be used except for common schools. Now the question arises, what is a common school in the sense that a school was entitled to its share of the State Fund? The Acts of 1843, Sec. 37, sets forth: "It is hereby declared that the true intent and meaning of the act is to encourage and aid the citizens in each school district, which now is, or may hereafter be, laid off by the County Commissioners, to organize and maintain Common Schools; that so soon as the citizens of any school district shall raise, by voluntary subscription or otherwise, money or property sufficient to maintain a school and have the same taught for a term of three months by a competent teacher, in any one year, having also elected their trustees and made their report to the School Commissioners of the County, according to the provisions of this act, such district shall be entitled to their just proportion of the money provided for the support of Common Schools; Provided, also, That all the children in the district of the proper age, shall be privileged to attend the said school, and no district tax shall be required."

The question here is, does the proviso mean that all children of proper age shall be privileged to attend free? Mr. Breckinridge denies it. He

maintains that common school is used in opposition to select school to which certain children might not go even though offering the proper tuition fees. The weight of evidence seems to be in his favor.

The Acts of 1851-52 thus define the term "common school":

"The object of this chapter is to carry into effect the intention of the people of Kentucky, as expressed in their Constitution, in promoting the establishment throughout the State of a system of common schools, which shall be equally accessible to the poor as to the rich. It is therefore declared that every school which is put under the control of trustees and commissioners pursuant hereto, which has been actually kept for three months during the year by a qualified teacher, and at which every free white child in the district, between the ages of six and eighteen years has had the privilege of attending, whether contributing towards defraying its expenses or not, and none other, shall be deemed a 'common school,' within the meaning of this chapter, or entitled to any contribution out of the school fund."

Clearly the Legislature intended to set at rest all differences of opinion as to the meaning of the term, common school. Clearly the Legislature intended to embark upon a system of universal education, at least of an elementary nature.

In connection with the foregoing, it may be interesting to read the 12th paragraph of the 8th section of the laws of 1852, which is as follows: "It shall be the duty of the trustees to invite and encourage all the indigent children in the district to attend the school and to inform them and their parents that such is their right, for which the State pays, though they themselves may contribute nothing toward paying the expense of the school."

These are extracts from the School Laws enacted immediately after the adoption of the Constitution in 1850. It will be noted that the schools thus provided were of the most primary sort; they were to be free schools paid for with State money; and they were schools for indigent children. Would a prophet be needed to foretell their future?

School Legislation

The first session of the Legislature under the New Constitution was held in the winter of 1851-52 following the first general election under that instrument. From the standpoint of school history this was a most important session since it fixed educational policy for more than fifty years. At the time the legislature met the school system was being administered under the laws of 1845, which were based upon the principles alluded to in Superintendent Breckinridge's discussion of the proposed redraft, and need not be restated here.

It will be recalled that in his report of December, 1851, he referred to the redraft being prepared by the Commissioners on the Revised Statutes, and very earnestly opposed some changes in the school laws proposed by them. Notwithstanding the powerful opposition of this really great man, the Chapter 35 on schools and seminaries was enacted into law. This chapter is of great interest for two reasons: First, it changed the school system fundamentally; second, it sets forth the principles upon which the school laws of today are based.

Fundamental Changes in the System

First. The greatest change in the system, in fact, the change that made the others almost necessary, was the one making every common school a free school. Section 10, Chapter 35. This law did away with all required tuition fees. At the same time it made no provision for local taxation. The result inevitably was that free schools must be supported by the State. This principle led to two things—the enormous increase of the State fund, and to districts with as large a number of pupils as possible.

Second. Another change was in the method of distributing the school fund. Hitherto the school fund had been divided by the number of children of pupil age living in the State. This gave the per capita. This per capita was then multiplied by the number of children reported as pupils in the county; this gave the amount due the county. Under this plan there was always a surplus which was added from year to year to the general fund. Under this plan, the school fund had grown from \$850,000 to \$1,326,770.01. Under the new law, the Auditor was required to apportion the entire fund among the several counties according to the number of free white children in each as shown by the returns of the assessors in his office. According to this principle, the general fund could not grow. It would seem that this change was a corollary to the one making the schools free schools, since it would take all the fund, and more, to support the schools. This change also was the basis of the special funds belonging to certain counties.

Third. A third change took the selection of books from parents and guardians and lodged it with the State Board of Education.

Fourth. Another change of principle, and one possibly necessary following the making of all common schools free schools, was the one prescribing that no part of the school fund should be expended for any purpose other than common schools. Of course, this meant that high schools and colleges could receive no part of the common school fund. This was probably another necessary corollary to the free school principle.

Other School Legislation

Course of Study—

“The instruction prescribed by the board—State Board of Education—shall not go beyond the elements of a plain education in English, including grammar, arithmetic and geography.”

Supervision—

“One of the trustees shall visit the school at least once in each week; see that the regulations for its government are complied with and that the teacher performs his duty. They shall perform this duty in rotation.” This legislature believed the schools needed supervision. Here is found one important reason for having three trustees. In theory at least, one of them could look after the school.

Trustee Vacancy—

“In case of a vacancy in the office of a trustee, or his refusal to act, the other trustees shall appoint another to supply his place till it is filled at a regular election.”

Teachers—

“The commissioners may appoint one or more persons as examiners of

teachers whose duty it shall be carefully to examine all applicants as to their qualifications to teach the elements of a plain English education. A certificate from an examiner shall constitute a qualified teacher for the county; or the examination may be made and the certificate granted by a commissioner. The certificate may be permanent or only for a year, may be revoked by the commissioner and shall not be granted to an applicant of known bad moral character. The person making the examination may charge the applicant a fee of fifty cents."

JOHN DANIEL MATHEWS—1854-60

Three important events took place during this administration:

1. Transylvania University was changed to a State Normal School by an Act of the Legislature, which was soon repealed.
2. A 3c additional property tax was voted by the people.
3. The number of commissioners for each county was reduced from three to one.

Three-Cent Tax—

The Superintendent reports in his third report that the additional tax proposition carried at the preceding August election by the vote of 57,526 for the tax and 25,239 against it. Out of 103 counties, only five gave a majority against the tax.

State Normal School—

"An act to reorganize Transylvania University, and to establish a school for teachers," passed the House of Representatives on the 4th day of March, 1856, by a vote of 56 ayes to 36 noes, and the Senate on the 8th day of March. Party ties and geographical lines were alike merged in what was honestly believed to be for the public good and the advantage of common schools. The bill was approved by the Governor on the 10th day of March, and the board of trustees created by the act, at a full meeting in the month of July following, having, "within ninety days after the passage of this act, by agreement in writing, tendered to the Governor of the State their consent to all the alterations in the organization of Transylvania University made by this act," elected a president and five professors, "in the academic department of said university"—men of talents, learning, and aptness to teach, in this impartial judgment of all intelligent men, composing a faculty not surpassed by any other institution of learning in the great valley of the west." "And in order to carry out more fully the purposes contemplated in this Act, the chair of the president and that of each of the professors shall be considered a school in itself, whose particular course of studies shall be such as may be prescribed by the board of trustees; and all branches of learning usually taught in the district schools of this Commonwealth, together with the theory and practice of teaching shall be embraced in some one or other of the professorships of Transylvania University.

The State Normal School was opened in the city of Lexington on the first Monday of September, 1856, with about eighty pupils. No school of similar character in this country ever commenced with that number of pupils, or under such favorable auspices, and with a full corps of instructors.

The Normal School of Kentucky opened its career with vigor. The day of its birth was the day of its manhood. Six months' instruction have borne

testimony to the cheering and gratifying success of the institution. One hundred and nineteen pupils have been returned to this office by commissioners from ninety counties. Some have declined their appointments, and a few, in view of pecuniary difficulties and personal perplexities, during the first week of the session, left the school, but they had not tested its advantages, nor become acquainted with the faculty of the school. Others were promptly appointed and occupied their places. Better selections of more deserving young men could not have been made; and the opinion is expressed, without the fear of contradiction, that a collection of students cannot be found in any institution of more studious habits, purer morals, and general good deportment. The State has every reason to be proud of her school for teachers, and to cherish it as the apple of her eye."

Normal School Killed—

The bill repealing the law of 1855-56, passed both branches of the Legislature, by large majorities. It is unnecessary to state, or to analyze that vote. It will become memorable in the annals of State legislation for all coming time. It has given a retrograde movement to State education, which cannot be retraced for at least a quarter of a century. Whilst the gallant State of Kentucky, the pioneer in free schools among the slave States, was cleaving down the Normal School, so amply endowed and so marvelously commenced, the chivalric and venerable State of South Carolina was, by her Legislature, creating and endowing one. Whilst southern orators were eloquently and earnestly rallying their people to educate their teachers, in self-defense, Kentucky orators were as loudly inviting foreigners to take possession of their schools—throwing wide open the doors to empirics and adventurers, by demolishing their own school for teachers. Whilst the glorious old "Mother of States" and of statesmen was enriching her unrivaled University with an addition of \$100,000, her favorite first-born daughter was emboweling her University of \$12,000; that University which was the gift of maternal love—her birth-right present—her primogeniture.

If the intelligent and independent citizens of Kentucky had been fully possessed of the facts, and thoroughly aware of the interests involved in this school for teachers, they never would have consented to raze this fair and symmetrical structure to the dust. Or had sufficient time been allowed to test the practicability and the outcome of such an institution, they would not have laid violent hands upon it. Had it proved an utter failure under its first presentation, even then, prudent counsels and sober forecasts would have suggested modifications, changes and improvements, in order to secure ultimate success. But to tear down an institution, every way worthy of experiment, and in all respects suited to its purpose, and more than realizing the warmest desire and fondest hopes of men of education, to lay the axe at the root of the tree, when it was bending with blossoms, was unparalleled recklessness.

For more than eighteen years Superintendents of Public Instruction, in their annual reports to the Legislature, in their addresses to the people, had urged and argued the importance and necessity of such a school, to complete the system of State education. Our Governors, when the subject was presented by them, had concurred in their arguments and recommendations. The Legislature, regardless of party feuds and bickerings, and with a single eye to the advancement of education in our State, had passed the act establishing a School for Teachers. It had commenced, was favored

with complete success, and the act which awakened it into maturity, repealed in the middle of its second year: This is the history of the rise, progress and the ruin of the State Normal School.

"The employment of the undisciplined and unchastened youthful preceptor, a necessity forced upon us by the ruthless slaughtering of our State school for teachers, will make more imperious the demand upon our people, to exercise great caution and vigilance in selecting teachers. Unwarrantable negligence in regard to the moral character of teachers for common schools, has created the uncomfortable doubt, in the minds of intelligent and religious men, as to the immoral tendencies of our State systems of education. Hence, the increasing advocacy of parochial and sectarian schools."

Moral and religious instructions may not be the particular business of promiscuous schools; there is, however, a moral and religious training which may be formally secured, by the honest and laborious teacher, as vicious and debasing impressions will be imparted to children by the dishonest, unworthy and immoral instructor. There is a dreadful contagion in vice and licentiousness. An immoral teacher may contaminate, by his example, without uttered precepts, an entire district. Like the upas tree, the distillations will fall in blight and mildew upon the sensitive hearts of the youth. Those who are employed to teach in our free schools, should be known as moral and truthful characters. There should be a gentlemanly or lady-like demeanor. The doubtful should be rejected as unworthy. Cheapness is more eagerly caught at by the trustees, than firmness, for the sacred and vast undertaking. If the instructor of the youth does not present a marked and manifest example of strict morality to his pupils, his power for evil and only evil, is incalculable. "In the schoolhouse" every trait of character is an educator. Manners are formative of "morals." Here the gentle and susceptible heart, just opening to the realities of existence, should be trained to good manners, so essential to practical life. The most comprehensive experience has demonstrated, that pure religion and thorough education cannot be divorced. Let them be taught among the first and chief of all lessons, not to act from mere blind impulse, but to be guided by a love of good morals and manners, and not by the fear of the rod. "Manners easily and rapidly mature into morals." As childhood advances to manhood, the transition from bad manners to bad morals, although scarcely perceptible, is none the less certain and natural. Parents and guardians of youth must give earnest heed and importance to this business.

Additional Legislation During Mathew's Administration

County Commissioners—

By an act approved March 10, 1856, the County Court of each county was empowered to appoint one commissioner for each county for a period of two years. He was to receive \$2 per day for each day spent in school work not to exceed fifty days. It was made his duty to visit the schools at least once a year. He was empowered to appoint trustees in case of failure of the people to elect. He could form districts with as few as fifteen pupils.

Transylvania University Made a School for Teachers—

By an act approved March 10, 1856, Transylvania University was reorgan-

ized and a school for teachers was established. The general provisions of this act were:

1. The board of trustees consisted of the Governor, Lieutenant Governor, Secretary of State, the Chief Justice of the Court of Appeals, the Attorney General, the Speaker of the House of Representatives and the Superintendent of Public Instruction together with the gentlemen who were trustees of the University at the time of its organization.

2. Each county was entitled to one pupil continuously; every city having separate representation was entitled to one pupil for each representative, and each county having more than one representative was entitled to one pupil for each member in the House of Representatives.

3. The students in the school were required to attend one year and then to go back to their county and teach a year. Then they could return to the school for another year after which they must return and teach another year.

4. "The whole system of instruction and course of studies in Transylvania University shall be arranged with special reference to the fact that the department of said university is intended to furnish the Commonwealth of Kentucky with a sufficient and constant supply of good teachers, who are to be citizens of this State."

5. "And to meet those expenses" (the salaries of teachers of Normal School) "the sum of \$12,000 is hereby set apart, out of the common school fund, and to be paid out of the treasury on orders to be drawn as aforesaid."

Additional Three Cent Tax Imposed—

By an act of February 5, 1856, an additional property tax was imposed for school purposes. This made a property tax of five cents on each \$100.00 of taxable property in the State.

Pupil Children—

An act of March 10, 1856, provided that the Commissioners might form districts with a less number than 20 pupils where, in their judgment, circumstances require it. The pupil age was fixed at from six to eighteen years, an increase of one year.

Legislation—

An act of the Legislature in the December Session of 1853, provided for taking the sense of the voters at the election in 1854 as to levying an additional three cent property tax for school purposes. By a subsequent act the time of taking the vote was changed to the election of 1855.

By another act at the same session the salary of the Superintendent was increased to \$1,000.

ROBERT RICHARDSON—1860-64

Superintendent Richardson served from 1859 to 1863. During this term, the schools were seriously interfered with by the Civil War. Many of them were suspended or entirely broken up. About the only school legislation was of a local nature and that was for the purpose of relieving schools that had suffered because of the war.

Extracts from Superintendent Richardson's report concerning local school taxation are submitted here in order to preserve the history of the changes in education during his term of office:

Local Aid for Schools—

"The immense impulse in behalf of popular education already communicated by the State, will be badly sustained and imperfectly directed, if a corresponding force is not imparted by the people of every community in which a district school has been established. Individual as well as State aid is demanded in order to insure the success of our common school system. If not so granted, then the chief end for which the system was established will be defeated; and, in many instances, revenue, and not education, will be the primary object in organizing district schools and reporting them to this department. The reasons for this opinion are abundantly confirmed by the experience of other States, in some of which common schools were established by law long before the time when Kentucky dates her admission into the Union. Immense appropriations by the State in behalf of education had to be discontinued as utterly unequal to the accomplishment of the great end in view; and necessity dictated that a system of instruction should be so modified as to provide that education should be conducted jointly, by the efforts of the State at large and of the local communities.

Example of Cities Valuable—

"It is a matter of very great importance in the further development of the common school system that the example of our cities should be soon followed by the rural districts. These same causes which have been so abundantly fruitful of good results in one locality may be expected to work well throughout the State. The objection to any plan of local taxation in Kentucky, that we have never had in our State any permanent and well defined territorial divisions smaller than counties, is one of much force; and one that peculiarly attaches to the present organization of our common school districts arranged for a single or special object, extending themselves sometimes into two and even three counties, liable to alteration annually, and exhibiting in themselves the greatest inequalities in wealth, population, and territorial extent, present formidable obstacles not only to any plan of local assessment and taxation, but really to the success of anything like a thorough and permanent system of general education. In all these districts, if the whole number of children is duly reported, and a school taught three months, the law is complied with. It matters not, in a merely legal sense, whether a majority of the children attended school. The legal requirement is that so many children inhabit a district, and that a common school be kept in such district three months in every year. In one of the county tables for the year 1859, a district, No. 24, reported one hundred and six children, of whom the highest number that attended school was only 28, lowest 3, average 18, and the number of months the school was taught three. This district was legally entitled to and received the sum of \$127.20. Another district in the same county, No. 37, at the same time reported a whole number of but thirty-nine children, of whom the highest number that attended school was 29, lowest 3, average 20, and the number of months the school was taught six. Yet this district, whose school was in all respects superior to that of the other, received from the State but \$46.80, hardly one-third the amount allotted to the former district. Instances like the above are of frequent occurrence in almost every county of this Commonwealth. The proper, indeed the only method of reaching such evils, is to reform this feature of our school system altogether. When all idea of local contribution

or taxation for the benefit of the school is lost sight of, the cause of education must need decline, even though the State should apply to common school purposes double the amount that is now expended. It is necessary that a greater home interest should be manifested in popular education; a people who directly incur none of the burdens will be hardly able to appreciate, to their full extent, the inestimable advantages of a school system.

District Taxation—

“There are two steps necessary to the attainment of this result: First, a better and more permanent organization of the school district; second, a provision that the inhabitants of each district shall be authorized, if they deem it expedient, to raise by tax an additional amount equal to their share of the State fund, to be appropriated to same purposes. It may be objected to such a scheme that the duty of local taxation is one that the people separate of Kentucky are not yet prepared to submit to; and, therefore, a resort to it at present might retard instead of promoting any further development of our common school system. But that such objections are hardly tenable, can be demonstrated both by reason and experience. They were interposed against every method of raising money in behalf of common schools by general taxation, when that plan was first proposed; but the people of our State, by a majority of more than fifty thousand, showed that they were more thoroughly impressed than some of their legislators with the importance of general education, and of their own duty to make the most vigorous efforts to secure it. Whatever an efficient plan of local taxation has been adopted, in Kentucky to some extent as well as elsewhere, the ardor of the people in voting money in behalf of common schools has been equally great. The adoption of such a plan is necessary to impart greater efficiency to the schools, and to secure a more universal interest in their prosperity. Besides, the additional labor contemplated would be purely a voluntary one on the part of each district. Each might, by the expenditure of a comparatively small amount, doubly enhance advantages which are now enjoyed, or depend, as heretofore, only on contributions received from the State.

“It may be asserted with perfect safety, that there is no neighborhood or local community in Kentucky, or on the continent of America, which is too poor to contribute, by special taxation, an amount equal to that allotted to it out of the public treasury for educational purposes. That poverty which is complained of in many of our school districts, exists in the lack of will, rather than in the want of means or the ability to command them. A district numbering one hundred children has hitherto received annually \$120 from the State to defray the expenses of keeping a three months' school. What is there to prevent such a district from raising an additional \$120, and securing for itself a six months' school? Is there a neighborhood in Kentucky, containing one hundred children of teachable age, in which the 'children of older growth' do not annually expend ten times \$120 for objects less beneficial to themselves and to posterity than the education of youths? Throughout the land there can be, I think, but one answer to the question.

“Elsewhere local contribution, by taxation or otherwise, is of indispensable utility in every successfully conducted plan of popular education. So it needs must be here. Nothing can more deeply impress the popular mind with a conviction of the manifold advantages of the system, than that

each citizen in the land should make it a part of his personal interest and duty to sustain it. I am far from underrating those benefits which the State confers on the cause of education. Equally far am I from underestimating the benefits that may be conferred on the same cause by the efforts of each one of the five thousand school districts throughout our land.

"Wherever the local communities have been accustomed to contribute liberally in behalf of popular education, the common schools not only soon become the best attended, but, in all other respects, the best in the land. The rich and poor, the 'first families', and the second families, alike send to them. Proud trophies won from prejudice, selfishness, and ignorance do such schools become. But it may be well questioned whether any school dependent upon a State tax only, however large it may be, will ever be so successfully conducted. The most gratifying advances are sometimes realized in a few years by a very small expenditure of money on the part of the people of a district, in aid of their common school. Almost every parent becomes personally interested in the success of such a school, almost every child regularly attends it. 'The scholars are encouraged to fresh efforts by the visits of those whom they know to be interested in their welfare.' It soon becomes necessary to dispense with the services of the traveling empiric who has been hitherto employed, and employ a person whose virtues and qualifications enable him to be that which he is called—a teacher. The three months' school term is extended to at least six months; and the school itself, from having been an indifferent pensioner on the public bounty, becomes an instrumentality for public as well as private good, which no community would like to lose."

DANIEL STEVENSON—1864-68

Important developments during this administration were:

1. An Act of the Legislature defining the term "common school" as we have it in the laws today.
2. A dog tax was levied—the proceeds to go to the schools.
3. All school taxes collected on the property of Negroes should be used for negro schools and to take care of negro paupers.
4. The limit of the school age was extended.

In this, as well as in some of the preceding administrations, we find a plea of the Superintendent of Public Instruction for trained teachers.

Extracts from the Superintendent's Report will be found below. These are included for the purpose of treating more in detail the changes mentioned above:

Age Limit Extended—

"Besides thus taxing themselves with a view of realizing more fully the benefits of the system, they have, from time to time, through their representatives in the General Assembly, extended the limits of the school age in order to admit into the schools a larger number of the children of the State. The law of 1838 declared that the children in the State between the ages of seven and seventeen should enjoy the privilege of attending the common schools. The system had scarcely gone into operation when the law was changed and the privilege extended to all between the ages of five and sixteen. The law thus changed had been in force but a short time when it was amended by declaring that all the children between the ages of six and

eighteen should enjoy this privilege. And at the last session of the legislature it was thought that the school age was not yet sufficiently extended, and six and twenty were fixed as the limits. Under the law of 1838 the difference between the limits was ten years. The first amendment extended that difference to eleven years; the second, to twelve; and the third and last, to fourteen. These changes in the law go to confirm the conviction that the system has gradually but surely risen in the estimation of the people from the date of its establishment down to the present time, and may also be received as evidence to their readiness to respond heartily at all times to any and all efforts on the part of the legislature to increase its efficiency

Teachers Should be Trained—

"It is a very grave error to suppose that the only qualifications needed by the teacher is a knowledge of the branches of study proposed to be taught by him. That a knowledge of these is necessary will not be denied, for it is utterly impossible for a man to teach to another what he does not know himself. It is possible, however, as all who have given any thought to the subject will affirm, for one to have the most thorough acquaintance with all kinds of knowledge usually taught in the school room, without being competent to take charge of a school and impart that knowledge to others.

"But it is very common for men to assume the responsibility connected with the business of teaching, when they are ignorant both of the studies required to be taught and of the best methods of teaching them. They expect to learn by experience. A few are able to attain to excellence with no other preceptor or guide, but such possess extraordinary natural ability. To most men experience is most truly a 'dear teacher'. In many cases it leaves them almost in the very position in which it found them, without discovering to them their ignorance, but leaves them in despair of ever being able to have it removed. Meanwhile many a piece of work is marred in their hands; many a lump of fine clay is formed into a misshapen vessel, when by skillful handling it might have been fashioned into a thing of beauty. However 'dear', therefore, experience may be to teachers, it is dearer still to the pupil; and the man who enters the school room without a competent knowledge of the studies required to be taught therein, and the best manner of teaching those studies to the pupils committed to his care, and expects to fit himself for the work which he has taken upon himself, while actually engaged in the places in which experimenting ought not to be adventured or allowed. The sensible farmer does not select a man to superintend the planting of his grain or the dressing of his vineyard or orchard, who is ignorant of the nature of the work to be performed, and expects to acquire a knowledge of it while engaged in the performance of it. The prudent merchant does not commit the selling of his goods or the keeping of his books to the oversight of an unskillful clerk. The master mechanic does not put fine tools into the hands of his ignorant apprentice and set him to performing nice work. Large business houses never trust the management of their affairs to agents who are unacquainted with the markets and the course of trade. The owners of boats never put them under the care of pilots whom they know to be ignorant of the shallows of the rivers in which they are run. Nobody thinks of intrusting any important material interest to the care of any one who is not believed to be competent to protect that interest. But hundreds and thousands of men who possess all

this caution in regard to matters of this nature, seem to give themselves very little concern about the qualifications of those to whom they are asked to commit the oversight and training of their children; frequently intrusting them to the care of teachers to whose care they would be willing to intrust nothing else.

Common School Defined—

"The object of this chapter is to carry into effect the intention of the people of Kentucky as expressed in their constitution, in promoting the establishment throughout the State of a system of common schools, which shall be equally accessible to the poor as the rich. It is therefore, declared that every school which is put under the control of trustees and commissioners thereto, which has been actually kept for three months during the year by a qualified teacher, and at which every free white child in the district between the ages of six and twenty years has had the privilege of attending, whether contributing toward defraying its expenses or not and none other shall be deemed a 'common school' within the meaning of this chapter or entitled to any contribution out of the school fund.

Private or Select Schools—

"Schools kept part of the year as common schools might be kept the rest of the year as private or select schools to which only contributors might have the privilege of sending pupils.

School Month—

"Twenty-two school, or days in which teachers are actually employed in the school room shall constitute a school month in the common schools of this State."

Dog Tax--

The school fund was increased by a tax of \$1.00 on each dog. Bona fide residents were allowed two dogs each free of tax. The owner of each dog was made liable for all damages done by his dog.

Apportionment of Funds—

The Auditor was required to furnish to the Superintendent whose duty it was to make the apportionment facts on which he could base the amount due each county.

Commissioners—

Under certain conditions the State Superintendent could appoint a commissioner from his own, the commissioner's, county or from an adjoining county.

Local Taxation—

A local tax of 5 cents on each \$100 worth of taxable property in a given district was provided for by a majority vote for purchasing a site for building, repairing or furnishing the school house for contingent expenses and the better payment of the teacher.

Exemptions—

Lands of public schools were exempted from taxation.

Negroes and Mulattoes—

By an act approved February 16, 1866, all taxes derived from the property of negroes and mulattoes was set aside to be used to provide for taking care of their paupers and the education of their children.

Certificates—

By law certificates were of two classes. First class, renewable, good for two years, granted to persons well qualified to teach; second class, good for one year, not renewable unless teacher shows improvement, to persons "passably qualified" to teach.

SECOND FUNDAMENTAL CHANGE—1870-1908

(State School Fund Made 20c in 1870)

The Superintendents of Public Instruction Serving from 1870 to 1908 were:

Z. F. Smith	1868-72
H. A. M. Henderson	1872-80
Joseph D. Pickett	1880-88
Ed. Porter Thompson	1888-96
W. J. Davidson.....	1896-1900
H. V. McChesney	1900-04
James H. Fuqua	1904-08
J. G. Crabbe	1908-

Improvements in the System During These Administrations—

Z. F. SMITH—1868-72

It was during Superintendent Smith's term of office that the school fund was raised from 5c to 20c. This is listed here as the second fundamental change during the period from 1850 to 1908.

The important changes during this administration were:

1. Raise of the school tax from 5c to 20c.
2. Election of commissioners placed in the hands of the county judge and fiscal court.
3. State Board of Education given power to recommend textbooks, from which lists local boards were required to make adoptions.
4. County teachers' institutes established.
5. Teachers first required by law to follow a course of study.

Superintendent Smith was an aggressive officer and impressed himself strongly upon the school system of his day, as well as upon subsequent times. This fact may be seen from the extracts of the Superintendent's Report included herein:

Twenty Cent Tax Needed—

"In adopting a free school system under the patronage of State aid, it is the professed intention to provide a sufficiency of means to extend its benefits to every district of the State. In view of this most evident proposition, the question to be decided is, not whether a tax of ten, twenty or forty cents will be popular, but what amount of tax is necessary to accomplish the purpose desired?

"After a full survey of the premises and a careful study of the wants of Kentucky, my estimate is that an additional tax of fifteen cents on the one hundred dollars is necessary as the basis of an effective and vigorous system, that will guarantee a free school for five months in each year, in every district—the shortest time for which tuition should be given, to educate the masses for good practical results. The present tax of five cents produces about \$185,000. Fifteen cents additional tax would increase the amount to \$740,000. Estimating the school revenues from all other sources at \$90,000, would give an aggregate of \$830,000, to be annually distributed from the

State Treasury for free school purposes, or about two dollars and thirty-seven cents per capita, supposing there are 350,000 children to be schooled. A proper re-districting of the State will leave but one hundred as the maximum number, of pupil ages. The amounts to be distributed, therefore, to the various country districts, would range from \$95 to \$237. Supposing that the more populous districts employ two teachers for each school, this estimate will give from nineteen to twenty-five dollars per month towards the wages of teachers; or from one-half to three-fourths of the full amounts required, estimating the salaries paid at from twenty-five to fifty dollars per month. I would recommend that the balance of the salaries, ranging from one-fourth to one-half of the amounts thus estimated, be required from the people of the district by local taxation, or substitute voluntary subscription, if preferred. The law should provide for the assessment of a local school tax at the option of the people of each district, not exceeding twenty cents on the one hundred dollars, to be used in co-operation with the State funds; thus guaranteeing five months' free school and securing the use of the distributable share of the State funds for the benefit of the district and no district should be allowed to draw its quota from the State Treasury unless it thus provides by local liberality and enterprise to continue the school. This is the law of Illinois; and so admirable has been its effects, that ninety-one per cent. of the school districts of that State kept open free schools for an average of six and one-half months in the year, 1865 and 1866. The importance of the State funds to the district, and the apprehended contingency of its total loss, operate as a powerful stimulant to urge vigorously measures for the organization of means, with a well-adjusted and ably-administered school law, will kindle an enthusiasm for education among the people of our beloved Commonwealth such as never inspired them before; and will result in establishing elementary schools of excellent character in every neighborhood of the State besides grade and high schools at all central points.

System Needs Remodeling—

"Our school system needs remodeling throughout, on the basis of modern reforms which have been fully tested and approved by practical experience. It is not necessary or proper that I should here formally present a plan, but will simply refer to some of the leading defects of the present system, and suggest some outline features of a needed revision. Such revision could not be properly matured and perfected for adoption before the next meeting of the Legislature; for which work I trust the Legislature, during the session at hand, will make suitable provision, in conjunction with the proposed increase of tax. The remedies and changes needed are—

"1st. The character and qualifications of County Commissioners should be more strictly guarded, their duties and responsibility made more imperative, and an adequate compensation provided and paid for their official services. Reason and experience teach the impracticability of administering the local details of so vast and complex a system with vigor and success, without competent and reliable local agents. The county official representative is justly described by an able State Superintendent to be 'the right arm of power to the system.' The position should be made to command first-class men. His legitimate functions are, not simply those of statistical reporter and financial agent, but to superintend the districts, organize the schools, visit and inspect the same, lecture upon the importance of them, mix and counsel

with the parents in public and at their homes, examine and certify teachers, conduct teachers' institutes, adjust difficulties, encourage educational interest, provide teachers, and do all in his power for the promotion of education. If competent and faithful, the county superintendent will revolutionize his county in a year or two, and bring it in to complete and active harmony with the general system.

"2d. There should be provisions made to rear up a corps of professionally trained teachers from our own population, for the supply of the public schools. The neglect of this essential feature of a State system is seriously felt, both in regard to quantity and quality of teachers, by us. It would open a useful and an honorable field of industry to seven or eight thousand young men and women of our State, who, as a resident and professional class of enlightened educators, would become a valuable and powerful agency towards the advancement of our social, civil, and material interests and institutions while the wages paid them, being residents, would be nothing lost to the aggregate wealth of the body-politic.

"3d. The promotion of an educational literature. While this is held to be an active and powerful stimulus of educational interest and enterprise, we are utterly destitute of any such agency. We need an educational journal—which should be nearly if not quite, self-supporting; the establishment of district libraries; the introduction of books upon the science and art of teaching, popular lectures, &c. The State could do much to accomplish these ends without cost to its Treasury by proper legislation.

"4th. More effective legislation looking to the organization and support of grade and high schools in our towns and populous centers. Our present law simply permits this, but enjoins no decisive or definite measures upon the local authorities to accomplish it. There should be a free grade-school in every village-district of one hundred and fifty children, and an additional free high school department in every town district of two hundred children.

"5th. We should endeavor to have a uniformity of text-books. The great variety and frequent changes of those now in use have become a costly and serious evil, under our unprotected system.

"6th. The reconstruction of our district organization upon the plan of consolidation. This has been done by most of the States north of us, under the style of the township of six miles square which embraces one district, all the schools of which are under one board of trustees. It is simply adopting for the country the same kind or organization that controls the free schools of cities, and is done to simplify and energize the local operations of the system, by getting rid of three-fourths of its official machinery, and securing a better selection of managers."

Additional Legislation

Commissioner for Louisville—

An act approved February 20, 1868, provided for a Commissioner for Louisville to be elected by the General Council in November, 1868, and biennially thereafter. This law was the beginning of city superintendencies in Kentucky.

Negro Schools—

The law was so amended that no part of the tax derived from the prop-

erty of negroes could be used for schools until the paupers were all provided for.

Fifteen Cent Tax Proposed—

By an act approved January 22, 1869, the Legislature provided for taking the sense of the people of the State at the August election following as to levying an additional fifteen cents upon each \$100 of all taxable property in the State for school purposes. The tax was to be levied upon the property of white people exclusively for the benefit of white schools. This was one of the most important pieces of school legislation ever proposed. So important was it that it may well be regarded as one of the four greatest events in the history of Kentucky Schools.

Increased Taxation—

The proposition to increase the State tax for school purposes from five cents to twenty cents on each \$100.00 of taxable property in the State was submitted to the voters at the August election 1869 and carried by a majority of 24,677 votes; and the Legislature of 1869-70 passed an act putting into effect the plan for increased taxation.

School Law Revised—

An act to amend, revise, and reduce to one the school laws was passed. Below we submit some of the principal points of the revision:

The School Fund—

The State fund consisted of one bond for \$1,327,000, dated January 1, 1870, drawing interest at six per cent, and the dividend on 735 shares of stock in the Bank of Kentucky and the annual tax of 20 cents on each \$100. Except as otherwise provided the school fund was to be used exclusively to pay teachers. Under the provisions of this act 40 per cent of the teacher's salary was due at the end of the first half of the session.

Board of Education—

The Board of Education had power to adopt regulations for the government of the schools, to recommend a course of instruction and the class books to be used. The course of instruction embraced a plain English education, including grammar, arithmetic, geography and history.

The board further had the power to organize a State Teachers' Association and a State Teachers' Institute, but no school money could be expended in this way.

Salary of State Superintendent—

The salary of the State Superintendent was increased from \$1,500 to \$2,000 a year, and the salary of his clerk from \$500 to \$1,000 per year. The duties of the Superintendent were also largely increased.

Appeals—

An act provided for appeals from the County Commissioners to the State Superintendent. At the same time the Commissioners were required to conform to such rules as the State Superintendent might make for the Government of the Schools.

Election of Commissioners—

It was also enacted that the Commissioner should be elected by the County Judge and the Justices of the Peace.

Certificates—

Teacher's certificates were of three classes—First Class, good for two years, issued to teachers of "thorough and accurate knowledge"; Second Class, good for one year, issued to teachers of "imperfect knowledge." Third Class, good for one year, issued to teachers of "indifferent knowledge," not to be issued more than twice.

Examinations were held in July and August and in December and January. A fee of one dollar was charged each applicant.

Course of Study—

Teachers were required by law to follow the Course of Study.

Teachers' Institute Established—

A County Institute for Teachers was provided for. A fee of \$2.00 could be charged each teacher. If there were any surplus left after paying the expenses of the Institute it was divided among the schools that had library funds.

Complete Law—

The entire law covers 23 pages of the reports; it consists of 11 articles and 107 sections. The law is full and complete and while it contains much matter that has been repealed or changed it forms the body of the laws of today. This law to revise, amend and to reduce into one the laws relating to the common schools was approved March 21, 1870.

A Later Historian's Estimate—

"In the fall of 1867, on the accession of Zach. F. Smith to the office of Superintendent of Public Instruction, he projected and planned a series of liberal reforms for the system of common schools, designed to secure an ample endowment of money, and to introduce measures of improvement in the organic laws, which would place our educational regime on a scale of excellence and efficiency equal to the best in the United States. His programme of action and development was set forth in a special report, prepared by the first of December, 1867, and made an accompanying document by Governor Stevenson, in his message to the Legislature at that date. Superintendent Smith advocated the immediate increase of the ad valorem tax for school purposes, from five to the maximum of twenty cents, the addition of a poll tax of one or two dollars per head, and the privilege given in the law to the people of any county, district, town, or city, to vote an additional ad valorem local tax of thirty cents to build, repair or furnish the school house, pay better wages to better qualified teachers, or extend the free session beyond the prescribed limits of the law, etc. He, at the same time, advocated the complete remodeling of the law and reconstruction of old and effete system—the improvement of school house accommodations—the normal training of the teachers, and the organization of these into a professional class—the consolidation of districts, and the extension of the jurisdiction of district boards, the enforced uniformity of text-books in the schools, the elevation of the qualifications of local school officers, the encouragement of graded schools in all cities, towns and populous centers, and the extension of the legal session of the common schools from three months to five or six months.

Early in the session of 1867-8 he prepared and caused to be introduced a bill inaugurative of this programme of reform. Great opposition was aroused

in the Legislature to the measure, under many and varied pretexts; but by vigilant and persistent effort, the bill was passed through the House the same session, and through the Senate at the adjourned session of the winter following, submitting at the August election of 1869, for popular ratification, the proposition to increase the ad valorem school tax fifteen cents, and in the event of success, instructing the Superintendent to draft a bill for a new school law to be submitted to the Legislature of 1869-70. Though active efforts were made to prejudice the public mind against the proposition during the canvass—at a time, too, when it was peculiarly morbid and apprehensive—yet these were counteracted by the arguments and measures of the Superintendent and the zealous friends throughout the State. The proposition was ratified by a majority of 24,677 votes.

The last step was reached which, if rightly and boldly taken, would have placed our Commonwealth in the honorable list of the most favored among the sisterhood of States, in her educational provisions—the enactment of a wise, efficient, and liberal school law. A bill for such a law was carefully prepared and presented to the succeeding Legislature by the Superintendent. But an unfriendly spirit was engendered, which led it to reject the overtures for a liberal policy, for the present. A law was enacted, however, which, although modeled much upon the provisions of the old one embodied some features of improvement over any former policy, though this new law is far below the standard which is represented in the modernized system of mature and studied professional experience of some of our more fortunate States, yet with the large increase of school revenues from increased taxation, the first year's operations under it developed that a vital and grand impetus had been given to our common school interests by the active and persevering labors of reform between the years 1868 and 1871. More auspicious even than these material results, a profound interest on the subject has been awakened in the public mind on the importance of a liberal educational policy. The question has been forced to engross a considerable share of the proceedings of legislation for the past four sessions, and has been carried to the arena of journalistic discussion. It has more than ever attracted the attention of public men and political parties, and cannot any longer be slighted or ignored in the politics of the State. This interest has become deep and widespread. The popular demand has grown fierce and clamorous, and the waves of agitation refuse to be quieted until the consummation of a grand and efficient school system, fully endowed and equipped for its mission of statesmanship and philanthropy, shall honor the name of Kentucky throughout the civilized world. The wheels of progress do not turn backward among the enlightened and free of earth; and the day is near at hand when the labors of the friends of education shall be crowned with eminent and satisfactory success, and the hearts of parents and children made glad with the proffered and priceless heritage of free and universal education.

Of the material results of the first year's operations under the effects of the late school reforms, and the status of the common school interests of 1871, the following data will furnish some idea:

The number of white pupil children reported in the school census for the State, for the school year beginning July 1, 1871, is 405,719, against 376,868 reported for the last school year under the old system, ending December 31, 1869—showing an increase of 28,851 within less than two years.

The amount of school fund disbursed for the year 1869—the last under the old law—was \$282,948.61, while within two years after, under the operation of the more liberal policy, the amounts for disbursement was increased to \$968,176.80.

The number of school districts reported in 1869 was 4,477, and the number of schools taught 4,477; while for the year of the new law the districts reported are increased to 5,177, and the schools taught to 5,068.

The legal sessions of the schools up to 1869 were three months each; while under the new system, and by the increase of funds, the sessions are five months each.

Thus the aggregate amount of schooling given has been more than doubled by the recent liberal and energetic policy throughout the State. But this advance is fully equaled by the improvement in the quality of the education given. While the old system only secured the teachers from twelve to thirty dollars per month, for three months, the new guarantees wages from thirty to forty-five dollars per month, for five months. Under such inducements, a far superior class of teachers has conducted the common schools, and a far superior education has been given than during any previous year of our common school policy. The interest awakened in the public mind to the importance of a liberal system of education, the stimulus given to professional pride and improvement among teachers, the earnest and active reformatory steps taken by the friends of education, and the introduction of the question as a living issue in our State politics, by the persistent and uncompromising advocacy of the past two or three years, are an indication that the animus and principles are at work which must steadily advance our system of popular instruction to the highest attainable standard of excellency, and, in time, give it rank with the best system of the more favored States of the Union.

The School Fund proper, on July 1, 1871, consisted of one State bond, payable at the pleasure of the Legislature, bearing interest at six per cent per annum for \$1,327,000 and seven hundred and thirty-five shares of Bank of Kentucky stock, \$73,500.00. Total \$1,400,500.

Besides the interest and dividends on those above, the revenues of the School Fund are increased by:

1. An annual tax of five cents on the one hundred dollars of property.
2. An additional annual tax of fifteen cents on the same, which was collected for the first time in 1870.
3. A tax on the capital stock of certain banks named below.
4. A tax of one dollar on each dog over six months old, in excess of two, kept by a housekeeper; or in excess of one, if kept by other than a housekeeper.
5. Fines and forfeitures for gambling, including a tax on billiard tables.
6. The proceeds of sales of certain carriers, over and above charges.

H. A. M. HENDERSON—1872—1880

Some of the important events of this administration were:

1. A one-trustee system was established, but later repealed.
2. The State Board of Education was increased from three to five members by the addition of two professional members.
3. A textbook adoption was made.

4. A two-year normal school was established by the State.
5. Election of a commissioner by county board of education proposed.

Report of Superintendent Henderson, October 1, 1876

A Centennial Exhibit of Education in Kentucky—The Common School System of Kentucky Organizations

1. A State Superintendent of Public Instruction, elected for four years by the people; salary, \$3,000; allowed two clerks, an office, fixtures, postage and stationery.
2. A State Board of Education, composed of the Superintendent, Attorney General, Secretary of State, and two professional educators elected by them. It adopts rules and regulations for the government of Common Schools, recommends text-books, and sits as a Court of Appeals from the decision and acts of the County Commissioners.
3. A State Board of Examiners, composed of the Superintendent and two professional educators. Examines teachers for State certificates—good in any county for five years.
4. A County Commissioner is elected by the Court of Claims; receives reports; visits the schools; grants teachers' certificates; holds Teacher's Institutes; disburses money, and decides all questions of difference, difficulty or doubt; holds office two years.
5. A County Board of Examiners. Examines teachers for county certificates. Certificate good from two to four years, according to class. Selects text-books from those recommended by the State Board of Education.
6. A Trustee for each District. Employs the teacher; superintends him under the law and rules; reports statistics; builds and repairs school-houses, etc.

Fund—

The annual revenue consists of the interest (six per cent) on the State bond for \$1,327,000; the dividends on 735 shares of Bank or Kentucky stock; certain fines and forfeitures, and twenty cents tax on every one hundred dollars' worth of property. There is also a surplus bond amounting to \$308,000 due the Counties from which six per cent interest is derived. The gross annual revenue approximates a million of dollars.

School Ages and Census, and Per Capita—

From six to twenty. The number of white pupil children reported, 448,142. The school apportionment for the year ending June 30, 1876, was \$1.90 to each pupil child.

Miscellaneous—

Five months a school year for districts having over 40 pupils, and three months for districts having less number. Twenty-two days of actual teaching a school month. Teacher must have a certificate, and must attend the Institute or forfeit it. There are about six thousand school districts in the State, and schools are taught in nearly all of them. Provision is made for local taxation. Any city can vote an additional tax of thirty cents, and country districts twenty-five cents on the one hundred dollars' worth of property. A capitation tax of two dollars can be levied on each property-holder in a

district to pay for the building of a school-house. The Superintendent is required to furnish models for school-houses.

Graded Schools—

Most of the cities and larger towns have Graded Schools, and there is a growing disposition to establish them in those places where they do not exist.

Schools for Colored Children—

The General Assembly passed in February, 1874, a school law for the benefit of the colored people, and measures were at once taken for the organization of the system. The fund at immediate command is small, furnishing only fifty cents for each pupil child. Should Congress pass what is known as the Educational Bill, appropriating to Public School purposes the proceeds of the sales of the public lands Kentucky's proportion of this fund would aggregate nearly \$60,000. This would, by law, be dedicated to the support of Colored Schools, and would furnish a fund sufficiently large to make their per capita equal to that now apportioned to the whites. Commissioners are enjoined to give the colored people all the facilities possible for the organization of their schools, in which endeavor they will have the hearty co-operation of the Superintendent.

The Colored School Fund consists of the present revenue tax of forty-five cents on each \$100 of property owned by colored persons; a capitation tax on each colored male over twenty-one years of age; all taxes levied and collected on dogs owned or kept by colored persons; all State taxes on deeds, suits, or any license collected from colored persons; all the fines, penalties and forfeitures imposed upon and collected from colored persons due the State; all moneys hereafter donated by Congress from the sales of public lands, the pro rata share to each pupil not to exceed that to the whites. The assessors are to keep separate lists of property of colored citizens; ages of pupil children from six to sixteen; three colored Trustees to a district, appointed by the County Commissioner; duties of Superintendent and Commissioners similar to those under white laws, separate State Teachers' Association and County Institutes. The State Board of Education makes rules and regulations for the government of Colored Schools.

Louisville, Lexington and other cities of the State have made handsome municipal provisions for the education of their colored children."

Educational Associations

Society for the Advancement of Education in Kentucky—

The first session of this organization was held in Frankfort, July 15, 1874, in response to a circular call from Prof. N. S. Shaler, State Geologist, and Dr. Howard A. M. Henderson, State Superintendent. Its object is to concert measures to mature a system of public education that shall extend to the training of teachers for our Common Schools and of our young men for classical and technical pursuits. The second meeting was held at Mammoth Cave last July, and the next will be held some time during the State Teachers' Convention at Bowling Green. The officers are: H. A. M. Henderson, President (Frankfort, Ky.); Wm. J. Davis, Secretary (Louisville).

The object is to promote the cause of Common Schools. It is composed of all the officers and teachers connected with Common Schools, and such other teachers and friends of education as the Association may invite.

Louisville Educational Association—

The objects contemplated are the general encouragement of popular education in the State of Kentucky and City of Louisville, and the improvement of teachers. It convenes monthly during the scholastic year.

County Associations and Institutes—

It is made the duty by law of each County School Commissioner to hold one Institute "for the normal instruction, improvement and better qualifications of the teachers of Common Schools." County Associations are held in many counties, the objects of which are "to discuss and devise the best ways and means of promoting the interests of Common Schools, and the improvement of teachers and the methods of teaching."

The colored people have an Educational Convention annually.

An Experiment with Normal School—

During the last General Assembly I drew and secured the passage of a bill, which was intended as an experiment, providing for a provisional Normal School at "The Kentucky Military Institute," to be conducted under the auspices of the State Board of Education. The act, itself, best explains its object:

CHAPTER 948—An Act to establish a Normal School.—Whereas, The State Board of Education contemplates organizing a Normal school, to be conducted by the professional member thereof, assisted by other representative teachers, for a term of ten weeks in the months of June, July and August, of the years 1878 and 1879; and whereas, the Superintendent of Kentucky Military Institute has tendered the use of the buildings, apparatus and library of that institution so admirably suited for the purpose, thus securing a minimum price of board; and whereas, the Superintendent of Public Instruction has secured all the aids necessary for the illustration of the most approved modern methods of teaching; therefore

1. Be it enacted by the General Assembly of the Commonwealth of Kentucky, the Superintendent of Public Instruction, Professors R. D. Allen, W. H. Bartholomew, and S. P. Browder, are hereby constituted a faculty, for the conduct and instruction of said Normal School; and are hereby empowered to determine the curriculum of study that shall be pursued, and to enact and enforce such rules and regulations for the government of the pupils as in their judgment may be deemed proper.

2. When a teacher shall complete the course prescribed in said Normal School, and in the opinion of said faculty is worthy of such an honor, they shall report the fact to the State Board of Examiners and they shall issue a State certificate without charge, which shall entitle the holder thereof to teach for five years in any of the Common Schools of Kentucky, unless such certificate shall be revoked by the Common School authorities for immorality, neglect of duty, or other causes.

3. Any teacher attending said Normal School for more than one week shall not be required to attend any County Institute for that year.

4. The Superintendent of Public Instruction shall make known to the

teachers of Kentucky the establishment of said schools, and their advantages and privileges with reference thereto.

5. This act shall take effect from its passage.

Approved April 9, 1878.

This school has been successfully conducted for two years, and the term prescribed in the act has expired by limitation. The first year between thirty and forty students were in attendance, and a majority of them completed the two months' course, and received State certificates. Besides the members of the State Board, Prof. Thomas Gaines, of Louisville, an expert teacher, and one fully abreast with the improved methods of the age, was diligent in making the best possible use of the brief time to improve the pupils. Every night was utilized. Sundays were especially arranged for, that the obligations to recreation and rest might be acknowledged and discharged, and yet made tributary to the general design. The session of July and August, 1879, has also been well patronized and successful in the production of remunerative results.

Legislation During Henderson's Administration

Commissioners—

A very interesting law related to the payment of the salary of Commissioners. It was provided that his salary should be paid out of the surplus fund due the counties if such surplus were sufficient to pay him, otherwise he was to be paid out of the county levy. The amount of his salary was fixed as follows: The salary was to be \$100 plus one per cent of the amount due the County out of the State Fund, plus \$3 for each district in his county.

The Odious Rate Law—

It was enacted that when the pro rata share of the State Fund due a district was found to be insufficient to pay a competent teacher, the trustees of the district were authorized to apportion among the patrons the balance according to the number of children sent to school and have it collected.

This was the hated "rate law" referred to by the Superintendent.

One Trustee—

The Legislature passed an act February 23, 1874, to amend the Common School Laws. One of the principal features of those amendments was the change in the laws from a "Three Trustee System" to a "One Trustee System." Under this act each district had one trustee whose powers and duties were the same as the three trustees of former years.

Colored School System—

The same Legislature passed an act establishing a system of schools for colored children. This system of schools was supported by taxes upon the property of colored people, the rate of taxation being 45 cents on each \$100 of taxable property. In addition to this property tax there was a poll tax of \$1.00 on each male colored person and all taxes collected on dogs owned by colored persons together with all State taxes on deeds, suits, and licenses collected from colored persons. To these sources of revenue was added all the fines, penalties and forfeitures collected from colored persons, except the amount allowed attorneys. Thus it will be seen that all taxes paid by colored people went into their own school fund.

This system of schools was placed in charge of the white school officers, except that each negro school was to have three negro trustees. In other respects the system was modeled after the white system.

Changes Made in the System by the New School Law

Surplus Bond Fund—

Formerly the unexpended surplus was placed to the credit of the county in a bond executed by the State, and the interest, six per cent, was added to the distributable share of that county and pro rated to its children. Now the bonded surplus of the several counties will remain in the State Treasury, to the credit of each county to which it is due, and is to be expended only for the purpose of extending the time and improving the character of the Common Schools; such fund can only be used upon the order of the court of claims, the Commissioner to pay it over to the Trustee of the district entitled to receive the same. All surpluses left over at the end of any school year are to remain in the Treasury to the credit of the county in which such district is situated, to be distributed next year for the benefit of said county. It will be seen—

First—That it will be impossible for this bond to increase in the future, but must constantly diminish until it has been consumed.

District Taxation—

This takes the place of the "rate feature" of the old law. The levying of a rate hereafter will be illegal. The will of the people is clearly to be ascertained at the polls as to whether or not they favor a district tax in aid of the common School therein. The vote must be taken at the annual election for Trustees on the first Saturday in July. The tax cannot exceed twenty-five cents, in any one year, used for the following purposes: 1. The purchasing of a site for a district school house. 2. The building, repairing of a site for the district school house. 3. The better payment of the salary of the teacher, or for the extension of the free school for a longer term than five months.

Graded Schools—

Cities desiring to establish a system of Graded Schools, can, by a vote of the majority, tax their citizens, not exceeding thirty cents, in any one year, on the one hundred dollars' worth of taxable property.

Board of Education—

Formerly the Board consisted of the Attorney General, Secretary of State, and Superintendent of Public Instruction. To these have been added two professional educators who, together with the Superintendent, constitute a standing committee to prepare rules, bylaws, and regulations for the government of the Common Schools, and also to recommend a proper course of study, and suitable series of text books, to be adopted at discretion by the County Board of Examiners.

Contested Elections—

In cases of controverted right to the office of Commissioner, the Superintendent is empowered to recognize a Commissioner from among the contestants until the case has been litigated.

Must pay teachers their salary direct upon the certificate of the trustee.

To buy a teacher's claim at a discount subjects to a penalty of a removal from office by the Superintendent of Public Instruction,

Trustees—Only One to a District—

Elected first Saturday in July. A corporation sole. Trustee to keep a record of his official transactions.

A State Board of Examiners—

With power to grant State certificates, good in any county for five years.

County Board of Examiners—

To select a uniform series of text books for a county—not to be changed for two years.

STATE SUPERINTENDENT

Salary—

His salary shall be three thousand dollars per annum; besides which he shall be entitled to all office fixtures, stationery, books, postage, and fuel needed to carry on the work of his office. He shall have power to appoint a clerk, who shall be paid a salary of twelve hundred dollars.

Certificates—

Shall be first-class or second-class, and each class shall be first-grade or second-grade. Those who understand clearly the principles involved in the subject to be taught, as well as the forms in which they are expressed, shall be entitled to first-class, first-grade certificate; those who know the forms well, and have a knowledge of principles, but not clear, shall be entitled to first-class, second-grade certificate; those who know the forms well, but not the principles, shall be entitled to a second-class, first-grade certificate. When the Board of Examiners are satisfied that a particular district will not be able to procure a qualified teacher, they may issue a special license to a teacher, to whom they have refused a certificate, to teach in that district, but not elsewhere, in a specified school year. No certificate of the same grade, except first grade, first-class, shall be issued to the same person more than twice. Certificates of the second-class, and of the second-grade of the first-class, shall expire in two years from their date. A first-class, first-grade certificate shall be valid for four years from its date, and may be continued four years longer by the Commissioner indorsing thereon "Renewed," and subscribing his name, for which no fee shall be charged. But no certificate shall be valid out of the county in which it was granted. The State Board of Education shall define the qualification necessary in order to procure a certificate of the several classes and grades.

One-Trustee System Abandoned—

By an Act approved February 20, 1878, the Legislature repealed the One-Trustee System and returned to the Three-Trustee System.

A Normal School Established—

By an Act of April 9, 1878, a ten weeks Normal School was established with a faculty composed of State Superintendent of Public Instruction Henderson, and Professors R. D. Allen, W. H. Bartholomew and S. P. Browder. This faculty was given the right to prepare the course of study;

and any teacher completing said course was entitled to receive a State Certificate, good for five years. This school was to be held in June, July and August of the years 1878 and 1879.

Election of Commissioner by County Board of Education Proposed—

"The bill presented by the House Committee provides for the election of a Commissioner by the County Board of Education. This Board is constituted of the Chairman of the District Board of Trustees. It is fair to presume that a Board, thus composed, would represent the best interests of education in each county. That it would be actuated by the purest motives in the selection of that officer, and being directly related to the School System by their office, that they would be more scrutinizing as to the moral, mental and business qualifications of the Commissioner than the Court of Claims, composed, as it is, of magistrates, entirely disconnected from the Public Schools, except in this single matter."

JOSEPH DESHA PICKETT—1880-88

The principal events of this administration were:

1. The state tax for school purposes was increased from 20c to 22c on each \$100 worth of property.
2. Graduation of pupils from the common school was provided for by law
3. The election of county superintendent was taken out of the hands of the county judge and fiscal court and made elective by the people for a term of four years.
4. A county board of examiners was provided for by law.
5. The county tax law was repealed and a district law was substituted therefor.

Legislation

State Superintendent's Salary Reduced—

An act of May 5, 1880, reduced the salary of the Superintendent of Public Instruction from \$3,000 per annum to \$2,500 per annum. At the same time the salary of the First Clerk was fixed at \$1,000, and that of the Second Clerk at \$600 per annum.

Two Cent Additional Tax—

An act of April 24, 1882, provided for taking the sense of the voters of the State upon the proposition to levy an additional two-cent tax for school purposes. The act was to take effect upon its endorsement at the polls. In the event that carried, the law establishing a separate system of schools for colored children was repealed, and the school fund distributed among the white and colored children alike. At the same time mixed schools were prohibited.

School Laws Amended and Revised—

By an act of May 12, 1884, the school laws were amended, revised, and reduced into one. The principal amendments were:

The school term was three months in districts with 35 pupils or fewer; four months in districts with between 35 and 45 pupils in the census, and five months in schools with more than 45 pupils. The school month was fixed at twenty days.

Graduation of pupils from common schools was provided for.

The rate of taxation was increased from 20 cents to 22 cents on each \$100 worth of property.

County Taxation for school purposes was provided for on a petition of fifty voters. The rate was fixed at a maximum of 25 cents.

A State Board of Education was created, composed of the Superintendent of Public Instruction, the Attorney General, the Secretary of State, and two professional members elected by them. This board was given the power to make rules and by-laws and regulations for the school to recommend a course of study and a suitable list of textbooks from which lists the trustees of the districts were required to make an adoption for five years. The Laws of Health were added to the Course of Study.

Provision was made for books for indigent children.

The Board, also, was given power to maintain a State Teachers' Association.

The salary of the Chief Clerk was raised to \$1,500, and the first clerk to \$850 per annum. The Superintendent of Public Instruction was allowed his expenses up to \$300 per annum.

The County Superintendent was to be elected by the people at the August election, 1884, and every two years thereafter. Before he could be eligible, it was necessary for the Superintendent to be examined publicly before the Judge of the Circuit Court by an examiner appointed by the Judge of said court.

The salaries of teachers must be paid to them direct by the County Superintendent, who was forbidden by law to buy any teacher's claims.

The County Superintendent was empowered to appoint a board of examiners to act with himself in examining teachers.

Extra Clerical Help in Superintendent's Office—

The State Superintendent was allowed \$1,000 for extra clerical help such as may be necessary to employ in accomplishing the full measure of the work required by his office.

Election of County Superintendent—

It was provided that the County Superintendent should be elected in August, 1885, and every four years thereafter. Before he could be eligible it was necessary that he should receive a certificate from the State Board of Education, equivalent to a first-class certificate. His salary was paid out of the county levy, and should not be less than ten nor more than twenty cents per pupil in the county.

Patron Tax—

Trustees were given power to levy a \$2.00 patron tax on each patron, to pay the expenses of the school. It was also made their duty to act as supervisors.

Prompt Payment of Teachers' Salaries—

By an act of April 7, 1886, provision was made for the prompt payment of teachers' salaries by allowing the County Superintendent to borrow money at 6 per cent interest on the credit of the fiscal court.

County Tax Law Repealed—

Article III of the Act of 1884 was repealed and district taxation was substituted for County Taxation.

Revision of School Laws—

The Legislature of 1888 passed an act to amend, revise and reduce to one the school laws of the State.

ED. PORTER THOMPSON—1888-96

In this term, the law provided that—

1. Graded schools may be established. On May 4, 1888, this law provided that, upon a written petition of ten voters, a vote should be taken upon the proposition of establishing independent graded schools. Each graded school was required to have six trustees.
2. All schools be made five months in length.
3. The State Board of Education again be reduced to three members.
4. Textbooks be adopted by counties for five years.

W. J. DAVIDSON—1896-1900

No important changes were made in the system. For the second part of Superintendent Davidson's term, no report is available.

H. V. McCHESNEY—1900-04

This administration is characterized by a number of valuable amendments proposed and movements started. Among the improvements and reforms which he advocated are:

1. Increase of the school term from five to six months. He showed how it could be done without increasing the tax rate.
2. Recommendation for adoption of state uniformity of textbooks.
3. Urged that we change our system from a district to a county system and recommended a county board of education.
4. Secured the passage of a law increasing the minimum salary of a county superintendent from \$250 to \$400 a year.

He championed the "Chinn's School Book Law", providing for state-wide adoption of textbooks, but the law did not pass.

It may be truly said that he started many big things which later came to pass.

EXTRACTS FROM SUPERINTENDENT McCHESNEY'S REPORTS

Longer Term of School—

"As stated in another part of this work what Kentucky's schools need more than anything else, more than all things else, is an increase in the length of the term of the rural schools. There is a provision of the law in existence whereby the individual district has the right to vote a tax to lengthen the term. But little good has resulted from this law, and for several reasons. A great many districts are so poor that with an ordinary rate of taxation only a very small amount could be realized. Another obstacle has been that the people have been inclined to doubt the authority of a local treasurer to collect the taxes and so, where such a tax has been voted, a great deal of litigation has grown out of the efforts to collect it. The average citizen will pay the sheriff of his County ten dollars as taxes much more cheerfully than he will pay two dollars' school tax to one of his neighbors as treasurer. There are other defects, but it is not neces-

sary to mention them all; suffice it is to say that the law is practically a failure. It is believed that a law making the County the unit of taxation, that is authorizing the people of the County to vote on the proposition of levying a tax to extend the term, would be practicable. About 80 per cent of the total State revenue for school purposes is derived from the tax of twenty-two cents on the one hundred dollars' worth of taxable property. This being true, an additional County tax of twenty-two cents, in a County of an average wealth in the State, would increase the five months' term to nine months, and a County tax as low as ten cents would increase the term to about seven months. In the poorer counties it might require a twenty-five cent tax to extend the term to seven months. This tax should be, of course, collected by the sheriff of the county at the same time other taxes are collected, but the sheriff might be required to collect it at a lower rate of commission.

The Trustee System—

"To say that the present common school trustee system is an absolute failure would probably be too severe a criticism, but to say the least, it is very unsatisfactory. There are twenty-four thousand common school trustees in Kentucky, and to say that at least twenty thousand of them did not want the office when elected, wanted it less after qualifying, and are shirking as many of its responsibilities as possible, is to express it mildly. If the trustee is criticised the criticisms have but little weight in determining his future course of action, as he does not feel under any particular obligation to discharge faithfully the duties of an office that was thrust upon him. However, derelict he may be, it is a rare case that any patron can be found who is willing to attempt to enforce the law and punish him; the patron realizes that he might have the position himself some time in the future. In short, there is not public sentiment on the question sufficiently strong to hold a school trustee up to the faithful discharge of his duty; and the amount of his public sentiment does not seem to increase as the system grows older. For the very reason that the trustees care little or nothing for the criticisms of the district, they are too often influenced in the selection of a teacher by matters other than the interests of the children. Kinship, local prejudices, the fact that an applicant is a neighbor or a personal friend, and many other purely outside considerations too often figure in the selection of a teacher.

Bribery of Trustees—

"Another matter of serious moment is the question of bribery in connection with the securing of a contract. While this is, of course, not a matter of as common occurrence as the evils referred to above, yet it is to be regretted that it occurs often enough to excite serious apprehension; and it is the fault of the present trustee system. In the selection of trustees the district does not always exercise wisdom; especially is this true when so many object to holding the position. The elections are often poorly attended, and some selected for trustee, not because of his qualifications for the place, but because he will accept it. With the people taking practically no interest in the elections it is readily seen that in the selection of twenty-four thousand trustees, there are quite a great many opportunities for bad men to be on the boards. Again the question of a lack of public sentiment comes in; the district may hear rumors of bribery, but in many cases no one feels it his particular duty to ferret the matter out. The penalty

for soliciting or accepting a bribe is not specifically set out in the law; this, in connection with the uncertainty of punishment, robs the crime of the terrors it would naturally have for the perpetrator.

County Board of Education Proposed—

“The plan in brief is this: Place all the schools of the entire county except graded common schools organized under the law, under the management of a county board of education, to be composed of the County Superintendent of Schools, and one member elected from each magisterial district of the county by the voters thereof, the members of the board, after the first election, to be elected at the same time that county officers are elected, their terms to be four years, the same as the county officers. Each member should be required to give bond for the faithful performance of his duty, and to be paid not less than \$3 per day for such days as the board is actually in session, the number of days the board could be in session in each year being limited by statute. The salary of the members should be paid out of the county levy. The board should be clothed with authority to let all contracts for building and repairing school houses, to purchase all material for same, to purchase all furniture and apparatus, and to employ all teachers.

State Uniformity of Text Books—

“The first suggestion this department desires to make to the General Assembly is that a law should be enacted providing for a uniform system of text books for the State, with a maximum price therefor. The enactment of such a law is a duty already too long delayed in its performance. Such a measure has been introduced in each of the last three sessions of the Legislature. It is not the province of this department to discuss the causes leading up to three successive defeats of the bill; this is a school report. If the bill had passed in 1898 it would have saved the purchasers of text books in the State, in the six years that have elapsed, more than a million dollars. This purely sordid consideration is entirely aside from the probability that many children have been denied the privilege of attending the public schools because their parents were too poor to pay the present high price for books, and too proud to accept the provisions of the indigent act. While the public schools are not ‘charitable institutions,’ yet it was the primary purpose in the establishment of the system to place at least the rudiments of an education within the reach of the poorest child in the Commonwealth.

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

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

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

Extension of the Rural School Term—

A few years ago Kentucky had more teachers than schools. The conditions have been reversed, and there are now more schools than teachers. Quite a number of counties this year have a shortage of teachers, and many rural districts are not having a fall term. They must wait for a teacher till the fall terms close. This means that the schools in these districts must be taught in the latter part of the winter, through the spring and busy seasons on the farms, and depriving many of the boys of the greater part of the term. This is an unfortunate condition of affairs. Various causes have contributed to this result. The increased commercial activity in the country during the last few years has opened many avenues to the ambitious young man or young woman seeking employment. Many of the best teachers have been attracted by these conditions and have deserted the profession. Even if the old salary is no better in the new field, it is for twelve months in the year, instead of five. This wholesale desertion from the ranks means that teaching, at least in the rural districts, is becoming less and less a profession, and more a make-shift. This means that a much larger percentage of those teaching are new teachers than was the case formerly.

All of this is by way of introduction. It is within the power of the General Assembly at the coming session to greatly improve the conditions mentioned above. It can be done without increasing the people's taxes a penny. The present 50-cent State tax is apportioned as follows: 22½ cents to general fund, 22 cents to school fund, 5 cents to sinking fund and ½ cent to the State College. At the time the original apportionment placed 5 cents in the sinking fund it was necessary, in order to pay interest on the State's bonds and also accumulate an amount sufficient to retire them at their maturity. Now that this bonded indebtedness has been discharged by the purchase of the bonds, through the recent collection of our war claim, it will no longer be necessary to place 5 cents in the sinking fund. A careful estimate establishes the fact that 2 cents will be amply sufficient to keep the sinking fund intact. Practically all the demand that will be made on this fund will be the payment of the interest on the State school bonds. As these bonds are a perpetual obligation against the Commonwealth, so provided in the Constitution, it is not necessary to accumulate any amount for their retirement. This will enable the General Assembly to transfer 3 cents from the sinking fund to the school fund. Nearly every teachers' institute in the State this year passed resolutions asking that this be done.

The auditor informs this department that the new revenue law has placed the general fund in such a prosperous condition that a transfer of 2½ cents could also be made to the school fund from the general fund. If these two transfers can be made, the 5½ cent addition to the school fund

will increase its revenues, including additional amounts it would receive from miscellaneous sources as a result of the new apportionment, about \$440,000 annually. This, with an estimated annual increase of \$100,000 arising from increase in valuation of property, would enable the rural schools to extend their term to 6½ months at practically the same salaries now paid teachers. If the term can be thus increased, it will be much easier to vote a county tax to further increase the term to seven or eight months. A tax of 10 cents in a county of average wealth would then lengthen the term to eight months. In many counties a 5-cent tax would do this.

A great opportunity is before the General Assembly in this matter, and it is trusted that they will meet it with that wisdom and foresight that should especially characterize a legislator in matters affecting the welfare of the children of the Commonwealth.

JAMES H. FUQUA—1904-08

The principal events which took place during Superintendent Fuqua's term were:

1. The school term was lengthened from five to six months.
2. The state tax for school purposes was increased from 22c to 26½c. The 50c tax for state purposes was divided as follows:

21c for ordinary expenses of the government;
26½c for the support of the common schools;
2c for the use of the sinking fund; and,
½c for the State College.

3. A uniform state textbook law was passed.
4. State normal schools were established. These schools were what is now Eastern Kentucky State Teachers College at Richmond and Western Kentucky State Teachers College at Bowling Green.
5. A compulsory school law was passed, which provided in cities of the first, second, third, and fourth classes that children between the ages of seven and fourteen were compelled to attend school the full term.
6. A county board of education bill was proposed, but failed to pass.
7. First course of study dividing the school subjects below high school into eight grades.

THIRD FUNDAMENTAL CHANGE—1908-1920

(County School System Established in 1908)

The Superintendents of Public Instruction Serving from 1908 to 1920 were—

J. G. Crabbe	1908-09
Ellsworth Regenstein	1909-12
Barksdale Hamlett	1912-16
V. O. Gilbert	1916-20
George Colvin	1920-

Improvements in the System During These Administrations—

J. G. CRABBE—1908-09

During Superintendent Crabbe's administration, we come to the third important change which has taken place since free public schools were established in 1850. It was during this administration that the school system was changed from a "district" to a "county system". This is one of the most important changes made in our system of schools.

The important changes during this administration were:

1. Large appropriations were made to the State University and Normal Schools. Five hundred thousand (\$500,000) dollars was appropriated at one time
2. The child labor law was enacted.
3. A compulsory law was passed.
4. A law providing for a Legislative Commission to plan school legislation was passed. The proposals made by the Commission did not pass during the next session of the Legislature following its report, but since that time many of the suggestions of the Commission have become law.
5. Two whirlwind campaigns were conducted for the purpose of arousing public opinion along educational lines. The information disseminated by these campaigns, as well as the valuable information contained in printed bulletins issued along educational lines, made much easier the task of securing needed improvements in the educational system of the Commonwealth.

The extracts from the Superintendent's Report which follow will give more in detail the story of the accomplishments listed above:

Recommendations—

Briefly I summarize my recommendations to the General Assembly, most of which are fully elaborated in the report of the Educational Commission.

1. The State Board of Education should be a professional body instead of the present ex-officio board. To this board should be given the general supervision of finances, the power to enforce the school laws, and to make such supplementary regulations as may be necessary for the efficient administration of the schools. I suggest that the board should prepare all the

examination questions for teachers' certificates, supervise the conduct of the examinations and the grading of all papers and issue certificates.

2. The Superintendent of Public Instruction should have a larger office force to handle the great volume of business in this department. At least another clerk and a stenographer should be provided.

3. The Superintendent's salary should be largely increased if the best type of official is to be sought. This recommendation is made solely in the best interests of all the schools in Kentucky; the present Superintendent could not in any possible way secure pecuniary benefit under a law providing for an increase of salary, as the Constitution says: "The salaries of public officials shall not be changed during the terms for which they were elected."

4. If the State school fund is to be properly safeguarded and if the schools are to be closely supervised and made thoroughly efficient, at least two inspectors to be appointed by the State Superintendent, should be authorized. These officials could and would save to the State \$100,000 annually, besides, the work of both rural and high schools would become really effective.

5. The present textbook law is not satisfactory. There is practically no competition for books. Only one publisher offered a complete list of books at the recent meeting of the State School Book Commission for adoption, when contract was made for five years. It is no economy to continue inferior books. This assembly ought to pass a new and more modern school-book act.

6. I earnestly urge you to make some necessary changes in the office of County Superintendent; he should devote his entire time to the duties of his office and his salary should be minimum \$600, maximum \$1,800. Only in this way can he exercise a real supervision of his various schools. His work is arduous; give him a chance.

7. The Educational Commission is making some suggestions with reference to compulsory attendance, and I refer you to its report. We need a strong law enforcing attendance in the rural schools, but it is not an easy problem. No person in this State (and hundreds have written this office) has offered a practical plan. There are two great difficulties—first, we have but scant school accommodations, houses, equipment, etc.; second, we must have truant officers. All this takes money and this money must come from an aroused public sentiment. Under favorable conditions under the new school law, I believe that it would be possible to provide for a satisfactory scheme for enforced attendance at the next session of the Legislature.

8. I suggest that one of the liveliest factors in school development in the State is the School Improvement Leagues, and that this organization should be affiliated with the Department of Education. A small appropriation should be given for this work annually.

9. In the matter of Teachers' Institutes and Examinations I refer you to the report of the Educational Commission for my recommendations.

Current Educational History

The Whirlwind Campaign of 1908—

I opened the campaign for better education in Kentucky on November 28, 1908. The campaign was a continuous cyclone bombardment against illiteracy and ignorance, for a period of nine days. Twenty-nine speakers,

forceful, sensible, well-informed, intelligent, enthusiastic, were in the field. Nearly three hundred public set addresses were delivered. The entire State was covered and every county was visited by a speaker or by speakers. Nearly 60,000 people heard these addresses. Only two or three counties failed to make special effort to provide advance arrangements for the meetings, but the speakers made an educational canvass among these communities and did most excellent service. Eighteen communities have asked me to have the regular speakers returned and additional speakers sent for the purpose of conducting another campaign. In some cases, I have already done this, and am now contemplating supplementary work in other cases.

Second Whirlwind Campaign in Kentucky, 1909—

Last year when the Whirlwind Campaign for better education in Kentucky was inaugurated by the State Superintendent of Public Instruction, the movement was but an untried experiment. The leading school men of the country looked askance at the scheme, and scant favor was accorded it. But the Whirlwind Campaign of 1908 was a cyclone in Kentucky. The entire State was intelligently covered by earnest speakers during a period of nine days. Sixty thousand people heard a new gospel of education, of inspiration, of helpfulness, of common sense among the plain people. It was a revelation that amounted to a revolution. Today a dozen States have inaugurated their "Whirlwind" Campaigns for better education in their respective States, and these campaigns bid fair to become as popular and successful as the original Whirlwind Campaign of Kentucky in 1908.

My Second Whirlwind Campaign for better education was conducted for eight days, beginning June 27, 1909, and closing July 4, 1909. One hundred earnest speakers were kept in the field. They included many of the most prominent men and women in business, political and school life in the State.

The "Educational Legislature", 1908.

The Louisville Conference—

The Legislative Session of 1908 was styled the "Educational Legislature". A careful report of what was done at Frankfort is found in the *Eastern Kentucky Review*, and in part is herewith given with some changes: In the fall of 1907, Dr. E. E. Hume, Chairman of the Executive Committee of the Kentucky E. I. C., invited to a conference at Louisville representatives of the two State Normal Schools, of the Kentucky State College, of the Federation of Women's Clubs, and the Education Improvement Commission. The calling of this conference was due to the growing feeling among the friends of higher education in Kentucky that it was necessary for the State Normal Schools and the State College to get together and work together for their common good, sinking all differences of every kind. The purpose of the conference was to find a common ground of agreement and of action in approaching the General Assembly for the benefit not only of the three institutions, but of the cause of education in the State of Kentucky.

At this conference, held on November 19, in the parlors of the Galt House, Dr. Hume presided, and Superintendent E. R. Jones, of Franklin County, was Secretary. After much earnest discussion and several sessions of the conference, a basis of agreement was finally reached between the three State institutions represented. Under this agreement a united effort was to be made to secure for the State College a change of name which

should give it the title of Kentucky State University, and, as a prerequisite to its becoming a university in fact, sub-freshmen work was to be eliminated as rapidly as possible. It was further agreed that the three higher institutions should unite in their request for additional support from the Legislature.

At the same conference a committee was appointed to prepare a bill providing for the creation of a county board of education to take the place of the cumbersome trustee system long in vogue in this State. The committee appointed by the chairman of the conference consisted of Superintendent E. R. Jones, of Franklin County; Mrs. Desha Breckinridge, of Lexington; Superintendent M. O. Winfrey, of Middlesboro; Superintendent E. H. Mark, of Louisville, and Dr. R. N. Roark, of Richmond.

An Important Bill—

As the result of the Louisville conference, a committee, composed of representatives of the State College Board of Trustees and of the State Normal School Regents, undertook the legislative campaign at Frankfort. The Legislative Committee was Judge W. T. Lafferty, Mr. Tibis Carpenter, Judge J. A. Sullivan, Mr. Phil Grinstead, Mr. J. Whit. Potter and Judge H. K. Cole. A bill changing the name of State College to State University, a bill appropriating \$200,000 for the State University for buildings and improvement, and \$150,000 for each of the State Normals for the same purpose, and a bill providing for the creation of a county board system in Kentucky were the most important drafted under the direction of this committee. The Curators of Kentucky University had a bill introduced providing for the change of name of that institution from Kentucky University to Transylvania University, a name having great historic value and prestige. The appropriation bill, known as House Bill 140, passed the House on February 21, by a vote of sixty-nine to seventeen, and a few days later passed the Senate by a vote of thirty-six to one. It was signed by Governor Willson at 9:30 p. m., March 16th, and, as it carried an emergency clause, became a law at once.

The County Board Bill—

The county board bill, known as House Bill 141, in addition to providing for the county board system of school government, also provided for the creation of a county high school in every county in the State, which should serve as a connecting link between the common schools and the State University. It was presented by Judge J. A. Sullivan; the same bill was offered by Hon. J. J. Watkins in the Senate. It passed the Assembly by a good majority, carrying with it the Haswell Amendment making it compulsory to establish the county high school not later than two years after the measure became a law. This system was taken from an outline written and published in the Southern School Journal by Editor R. S. Eubank.

Normal Certificates—

A bill was also introduced making certain important amendments to the charter of the State Normal Schools. This measure passed both Houses without material objection, and is now a law. Its most important provisions are for the awarding of three grades of certificates, the Primary, the Intermediate, and the Advanced, and providing for the examination of students in the Normal Schools by the county boards of the counties in which

the Normal Schools are located, thus making it unnecessary for teachers to go home for the May or June examination.

Educational Improvement Commission—

A bill was also introduced providing for the creating of an educational commission. This bill is now a law, as it carried an emergency clause, and was signed by the Governor on the last day of the session, so that each House might have opportunity to elect its representative upon the commission. The purpose of the commission is to study the whole school system of Kentucky and other States, and draft recommendations to submit to the next General Assembly. The State Superintendent is ex-officio chairman of the commission.

Another Appropriation—

The General Assembly passed a bill appropriating forty thousand dollars for additional improvements at the Kentucky Normal and Industrial Institute for Colored Persons. It also passed a bill regulating the Child Labor Law.

School Legislation in 1908 Summarized—

The General Assembly in 1908 passed the County School District Law, or the Sullivan bill, which calls for a complete reorganization of the school system and for the establishment within two years of a High School within every county in Kentucky.

It made State College a State University and enlarged the scope of its usefulness.

It appropriated two hundred thousand dollars to the State University, one hundred and fifty thousand to the Eastern Normal, and one hundred and fifty thousand to the Western Normal for additional grounds, school buildings, dormitories, equipment, etc.; and, in addition to what each school is now getting annually, it appropriated thirty thousand dollars annually to the Western Normal, twenty thousand to the Eastern Normal, and twenty thousand to the State University.

It passed a bill establishing the Educational Commission and instructed it to make a thorough investigation of the whole system and report to the next General Assembly of Kentucky.

It passed a bill appropriating forty thousand dollars for additional improvements at the Kentucky Normal for colored persons.

It passed an act changing the name of Kentucky University to Transylvania University.

It passed a bill regulating the Child Labor Law.

It passed a compulsory attendance and Truancy Law in cities of the first, second, third and fourth classes.

New School Law—

House Bill No. 141—The Sullivan Bill—Passed both branches of the General Assembly and was approved by the Governor March 24, 1908. This is the new school system and it is big with possibilities. We believe it marks the beginning of a new era in educational life and growth in Kentucky.

Outline of the Bill—

The county is the unit—one school district. The subdistricts are composed of the Educational Divisions. The county is the unit for taxation, and

school taxes are collected as other taxes are collected and by same officials. There is a County Board of Education, having charge of salaries, the finances, and of the distribution of funds; the county is divided into 4, 6 or 8 School Divisions, according to size, each managed by the Division Board of Education which selects the teachers for the schools in its Division; there is one local trustee for each school or subdistrict, to look after the immediate needs of his particular school. The Division Boards are made up of these local trustees, and the chairman of the Division Board is a member of the County Board of Education. The County Superintendent is ex officio chairman of the County Board. The selections of all these school officials are removed as far as may be, from all political influence.

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

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

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

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

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

Educational Commission Report

Perhaps no better summary could be presented of the recommendations agreed upon by the Commission than the statement issued from the Secretary's office.

This reads as follows:

"It is never an easy task to construct an efficient system of laws which either touch the pocket-books and affect the home life, or define the daily occupation of more than a million people. In the case of the Educational Commission, the difficulty and delicacy of the task have been increased by certain constitutional limitations and by the self-imposed limitations that no greater burdens than at present must be laid upon the taxpayers, and that the existing order must be changed only in so far as change is absolutely necessary to efficiency."

In pursuance of this policy, the Commission, after a careful and exhaustive study of conditions and laws in this and other States of the Union, and after consultation with educational leaders at home and abroad, has outlined a Code covering the whole common school system of the State. The effect of this Code is intended to be evolutionary rather than revolutionary in character, providing for a gradual growth into a larger and

richer educational life rather than for any abrupt changes. It aims especially to provide safe and saner guardianship of the State's funds, increased efficiency in the service rendered and greater equality of opportunity to all the children of the Commonwealth.

To this end the law first of all replaces the present ex officio State Board of Education, consisting of the State Superintendent, Secretary of State and Attorney General by a professional Board constituted as follows:

"The Board of Trustees of the State University shall nominate two from the faculty of that institution, the Boards of Regents of the Eastern and Western Normal Schools shall each nominate one from the faculties of their respective institutions, and the Kentucky College Association, incorporated, shall nominate two from the faculties of colleges included in its membership. By and with the consent of the Senate, the Governor shall appoint one from each of these three groups of two eligibles, together with one city superintendent, one county superintendent and one teacher actually engaged in common school work, and these six appointees, after taking the oath required of all the State officers, shall constitute with the State Superintendent, the Kentucky State Board of Education."

To this Board has been given the general supervision of finances, the power to enforce the school laws, and to make such supplementary regulations as may be necessary for the efficient administration of the schools.

In addition to the preparation by the State Board of Examiners of examination questions for teachers' certificates as at present, the new law provides that all papers shall be returned to the State Board and graded under its direction, and that all certificates when granted shall be valid in any county of the State when approved by the superintendent thereof. Provision is also made for the certification of high school teachers and for the issue of special certificates to teachers of branches outside of the curriculum, such as kindergartens, music, manual training, etc. Of course, the law is not retroactive, and certificates already granted are not affected thereby.

To the State Superintendent have been given somewhat larger powers of inspection and supervision, and he is made the executive officer of the Board. With the approval of the Board, he is to have the appointment of two inspectors whose duty it shall be to scrutinize and standardize the work of the high schools and to counsel with county board, superintendents and teachers. Judged by results in other States, these inspectors should do much to promote harmony, stimulate interest and increase efficiency.

The Commission has recommended few minor changes in the County Board Law as passed by the last General Assembly where the practical experience of a year has shown a few roughnesses and omissions conducive to friction. Under the proposed Code, the subdistrict trustees may delegate the enforcement of the law for compulsory attendance and the taking of the school census, though he must remain responsible for the efficient performances of these duties. The county superintendent is permitted to fill vacancies in the trusteeship of subdistricts until the next meeting of the Division Board. Fractional subdistricts and consolidation and transportation are provided for. However, a few important changes are also recommended. The first gives the County Board power to distribute the annual per capita under certain restrictions among the subdistricts of the county in such proportion as will, in the judgment of the Board, most nearly equalize the opportunities offered to the pupil children of each subdistrict; a second gives the Board more discretion in the location of high schools,

and a third permits the State to aid county high schools whenever there is a surplus to the credit of the State school fund after an annual per capita appropriation of four dollars has been declared.

With reference to the County Superintendent, the more important recommendations of the Commission are that he be required to devote his whole time to the duties of the office, and that the minimum and maximum salaries be raised from four and fifteen to six and eighteen hundred dollars, respectively. He is relieved of his duties as Treasurer of the Board, and the way is opened for him as the executive officer of the Board to exercise a closer and more effective supervision.

To bring about a more just and equal distribution of the State fund to teachers, the following recommendation is proposed:

“(a) No teacher holding a third grade elementary certificate shall be paid a salary of less than twenty-five or more than thirty dollars per school month from the State school fund.

“(b) No teacher holding a second grade elementary certificate shall be paid a salary of less than thirty or more than forty dollars per school month from the State school fund.

“(c) No teacher holding a first grade elementary certificate shall be paid a salary of less than thirty-five nor more than sixty dollars per school month from the State school fund.

“(d) No teacher shall be paid from the State school fund more than the minimum salary for the grade of certificate held except for such months as the average attendance of pupil children shall equal or exceed two-fifths of the census enrollment in the subdistrict.”

Of course, the County Board may supplement these salaries from the county fund if this seems wise.

In the matter of county institutes, it is proposed that the State Board determine the qualifications of institute instructors and issue licenses to those deemed competent; that the present fees be abolished, and in lieu thereof, a stated sum be granted to each county for the conduct of institutes for white teachers. For colored teachers, it provides that the State shall be divided into not more than ten districts, and the institutes conducted in the same manner as for whites, save that a State inspector or some other person appointed by the State Board shall take the place and perform the duties of the County Superintendent in the white institute.

This enumeration includes the more important changes so far as the new school law will affect the rural communities. Outwardly these changes will be scarcely noticeable, but faithfully enforced, they will mean economy of time, money and effort, and increased opportunity for vigorous growth throughout the common school system.

The Commission is now working on charters for cities of the first four classes, and hopes, with the advice of the friends of education in these cities, to be able to present a feasible plan based on a knowledge of our own peculiar conditions and on the experience of other cities in the Union. Thus far it has made no revision of the law governing graded schools or compulsory attendance, and will probably offer no recommendations with reference to State institutions, except that the present law governing these institutions be codified, and that the schools for the deaf and for the blind be recognized as a part of the public school system.

The Commission will be prepared to submit a full report to the General Assembly, which convenes in January, 1910.

Respectfully submitted,

GEO. J. RAMSEY, Secretary.

November 24, 1909.

ELLSWORTH REGENSTEIN—1909-11

Superintendent Regenstein was appointed to fill out the unexpired term of Superintendent Crabbe, who served a little over two years. Probably the most important events of his administration were the beginning of the consolidation of schools and the securing of funds to provide for State Supervisors of Schools.

Extracts from Superintendent Regenstein's report give more details of the activities during his administration:

Extracts from Superintendent Regenstein's Report

Introduction—

"On April 2, 1910, the Hon. J. G. Crabbe tendered to Governor Wilson his resignation as State Superintendent of Public Instruction, and on the same day the Governor appointed me to fill the vacancy. One week later, on April 9th, I filed my bond, took the oath of office and entered upon the discharge of my official duties.

State Supervisors—

When I came into office I perceived that the people of the State were fully alive to their educational needs, and that they were ready and eager to do all in their power to secure better schools. Therefore, I was convinced that the immediate need of the schools was some constructive work. Accordingly I applied to the Southern Educational Board at Washington, D. C., and asked that we be given a Rural Supervisor of Schools. The Southern Board has supplied all other Southern States with Rural Supervisors, and I felt sure they would be as generous to Kentucky. At the same time I made application to the General Education Board at New York for a High School Supervisor. This Board had placed High School Supervisors in nearly all the Southern States. In response to my applications, the Southern Board sent Dr. Wickliffe Rose, and the General Education Board sent Dr. Wallace Buttrick to Kentucky to confer with me concerning these appointments. After several months of negotiations and careful consideration of the various school men of the State who were competent to fill such important positions, Prof. T. J. Coates, of Richmond, was selected to occupy the position of Rural Supervisor, and Prof. McHenry Rhoads, of Owensboro, was selected to occupy the position of High School Supervisor. By the terms of our agreement, Prof. Coates is to devote his whole time to the supervision of the rural schools of the State, and is to receive for his services from the Southern Education Board an annual salary of \$3,000.00 and all traveling expenses. Prof. Rhoads is to devote his whole time to the supervision of the high schools of the State, and is to receive an annual salary of \$3,000.00, his traveling expenses to be paid by the State University. I reported the terms of agreement, in the case of Prof. Rhoads to the Trustees of the State University, and at their meeting in December, 1910, they unanimously pro-

vided for his traveling expenses, and at the same time elected him professor of Secondary Education in the University. Both the Eastern and Western Normal Schools have elected Prof. Coates Professor of Education. Prof. Coates and Prof. Rhoads have their offices with the State Superintendent of Public Instruction and work in co-operation with this office. At the same time they are closely in touch with the State Normal Schools and the State University, and from time to time they will deliver lectures to the young men and women of these institutions who are preparing to teach.

"I also secured an annual appropriation of \$750.00 from the Southern Education Board to help pay the salary and expenses of a School Improvement League Organizer. This money was given by the Board on the condition that the Federation of Women's Clubs of the State would raise an equal amount for the same purpose. The clubs soon secured a sufficient number of pledges to guarantee the sum specified, and Mrs. Chas. P. Weaver, of Louisville, was selected to occupy the position thus created. Mrs. Weaver also has her office in the Department of Education, and is giving her entire time to this important work.

"The great good that will soon result to the schools of the State from three thoroughly trained, experienced educators giving all their time and energies to the supervision of every detail of our common school system can hardly be over-estimated, and the people of Kentucky are deeply indebted to the philanthropic men of the Educational Boards who have made this splendid work possible.

Revised Report of the Legislative Committee of the K. E. A.

1. That the present State Board of Education and the present State Board of Examiners be abolished and that a State Board of Education shall be substituted therefor consisting of seven members' as follows:

The State Superintendent of Public Instruction, ex-officio Chairman.

The Attorney General.

The Commissioner of Agriculture.

Three Professional school men and one layman to be appointed by the three elective officers.

2. That school inspectors be appointed by the State Board of Education, whose duty shall be to inspect the expenditures of the County and State funds, the general conduct of the office of County School Superintendent and report same to the State Board of Education.

3. That the work of the State Reading Circle Board shall be transferred to and conducted by the State Board of Education.

4. That the minimum salary of the County Superintendent of Schools shall be \$1,000 and the maximum salary \$2,000, said salaries to be fixed by the County Board of Education and paid out of the County School Fund.

5. That the County Superintendent be required to give bond to the State for an amount not to exceed twice the amount of money he shall receive at any installment.

6. That the County Board of Education be given power to select a person upon the nomination of the County Superintendent, who shall be Secretary of said Board and Assistant County Superintendent at a salary not to exceed \$800 per annum.

7. That the County Board of Education shall be empowered to pay the

necessary expenses of the County Superintendent in the discharge of his official duties, not exceeding \$300 per annum.

8. That the third-class county teachers' certificates shall be abolished at once, and that the second-class county teachers certificate shall be abolished in the year 1914.

9. That the County Board of Education shall have the power of distributing the State School Fund in their respective counties.

10. That the County Board of Education be given the power to provide Supervisors for the Rural Schools.

11. That the State Board of Education shall have the power to determine the qualifications for the teachers of Public High Schools.

12. That an efficient compulsory law be enacted.

13. That the maximum number of pupils for a district shall be changed from forty pupils to thirty pupils.

14. That vacancies in the office of sub-district trustees shall be filled by the County Board of Education instead of by the Division Board of Education.

15. That the sub-district trustees be elected viva voce.

16. That the office of Colored Visitor be abolished.

17. That the law providing for establishment of graded common school districts outside of cities of the sixth class be abolished.

18. That the counties outside of the cities and towns of the sixth class be the unit for taxation and administration for school purposes.

19. That legislation shall be provided which will enable the county to vote upon the proposition of bonding itself for building and equipping school houses.

20. That the maximum limit of the County Board of Education in taxation for school purposes be \$1.00 on each poll, and thirty cents on each hundred dollars' worth of taxable property.

21. That the teaching of Agriculture, Domestic Science and Music in the rural schools be made compulsory after 1914.

22. That the County Board of Education be given the power to lay off a boundary including a number of sub-districts and submitting to the voters of that boundary the proposition of tax sufficient to provide for consolidation and centralization of the schools within that boundary.

(Signed)

J. A. SHARON, Chairman.

T. W. VINSON, Secretary Legislative Committee.

SUPT. R. L. McFARLAND, Secy. Conference Committee of Fifteen.

"This final report was unanimously adopted by the Kentucky Educational Association at its annual meeting in the City of Owensboro, June 27th, 28th and 29th. You will readily see that the final report is the result of months of careful deliberation on the part of many educational leaders, representing every phase of educational work in our State. I approve the report most heartily and commend it to you for your thoughtful consideration. I sincerely hope that you will enact laws that will embody every detail of the report.

"In addition to recommending the final report of the Legislative Committee, I desire to suggest that there should be a complete revision of the school laws. In many instances they are conflicting, inconsistent and dif-

ficult of interpretation. Correction of these errors by appropriate legislation would do much to aid educational progress in our Commonwealth."

BARKSDALE HAMLETT—1912-16

Some of the most important things which were accomplished during Superintendent Hamlett's administration were:

1. A law providing for inspection of schools and school funds was passed by the Legislature of 1912.
2. A change in the method of paying teachers from a per capita basis to a more meritorious method of determining salaries, known as the "salary schedule".
3. The compulsory school law was amended and made more effective.
4. Qualifications of county school superintendent were raised, and they were required to give all their time to the duties of their office.
5. A law enabling county boards of education to employ supervisors to assist in the supervision of the schools.
6. Consolidation of schools and transportation of students were provided for by the Legislature.

The following extracts from Superintendent Hamlett's report will give more detailed information concerning these events:

School Inspection—

For many years gross frauds were perpetrated in the management of the school affairs of the State. On account of the lack of authority on the part of the Superintendent of Public Instruction, and the insufficient office help given, practically nothing could be done toward correcting these vicious evils. It may have been possible for the State Inspector and Examiner to correct some of these evils, with regard to finances, but this work is in the main technical, and inasmuch as the State Inspector was, and is generally, out of touch with practical school affairs, he was at a great disadvantage and could not give the work such attention as it demanded.

A law was passed giving the Superintendent of Public Instruction additional power and duty of inspection of schools, school revenues and the management of schools, with two assistant inspectors. The State Superintendent as "special inspector" and his assistant inspectors have devoted much time to the correction of frauds in reporting the school census, the assessment and collection of taxes from corporations and property holders, which have previously paid little or no school tax, the mis-appropriation and misuse of school funds, and the correction of many evils which existed in the general administration and management of the school affairs of the State. In one single instance, within a few weeks after the act became effective, there was saved to the State \$20,000 in the correction of a census report. In another instance a large and powerful corporation was made to pay more than \$60,000 in school tax, which it had previously refused to pay. In fact, during the past two years it would be safe to say, that over two hundred thousand dollars has been saved to the State and re-distributed in such a way as to make more efficient the public school system of the Commonwealth.

Rural School Supervision—

What can be done for the rural schools has been a prevalent question

and indicates that our rural schools are not what they should be or can be made. Our rural schools have made splendid progress during the last few years, but this progress has not been commensurate with that made by the city schools. The chief cause of disparity in progress between the city and the rural schools has been a lack of supervision. Every city system has an expert superintendent, who is the official head of the entire system. Under the superintendent there is a principal of each school, who gives practically his entire time to the supervision of his school, under the direction of the superintendent. The superintendent has the guiding power of the entire system, and through his principals, directs, criticizes and measures the efficiency of the work done by every teacher.

Again, the city system is a compact one. The schools, the teachers, and the pupils, are in such proximity as to afford a basis of comparison and actual demonstration. The superintendent is enabled, thereby to see the individual work of each teacher and to suggest and help where help is needed.

The County Superintendent's work should correspond to that of the City Superintendent, but we found from past experience, that the County Superintendent is not able to do all of the work which has been assigned to him, and devote any of his time to the work of supervision. It has been a rare case where any County Superintendent could visit his schools more than once during each scholastic year. The County Superintendent should have under his direction competent supervisors, that the schools may be visited as often as possible, at least once a week, for the purpose of helping, suggesting and directing the work of the school in order that the child in the rural districts may have at least a fair comparative opportunity with the city child. Intelligent supervision unifies the efforts of the teacher, assists in solving problems in discipline and permits a more general use of the standard course of study.

I am glad to report, since the passage of the act of 1912, that seventy counties in the Commonwealth have employed competent supervisors. Reports from these counties show that it is a most popular movement and has increased very largely the efficiency of the rural schools. While the law is not mandatory, leaving in the discretion of the County Board of Education the employment of supervisors, we confidently look forward to the time when the law will be made mandatory in all counties, and where there will be sufficient funds with which to employ such expert supervisors as the city schools already have.

The County Superintendent—

No part of the school law needed amendment more than that one relating to the office of County Superintendent. The Legislature of 1912 saw this, and with practical unanimity put the office of County Superintendent on a plane with the other county offices, as should have been done years ago. It was nothing short of a public disgrace to ask a competent person to serve as County Superintendent for the beggarly sum of \$400.00 per annum, and yet this is done in many counties of the State, while the average salary has been only \$717.00 per annum for the entire State. The old law provided a minimum salary of \$400.00 and a maximum salary of \$1,500.00, and in only six counties of the State has the maximum salary ever been paid. Nineteen counties in the State pay a salary of \$1,000 or more, while twenty-

eight counties pay \$500 or less. In many counties the teachers receive a larger salary for six months' work than does the County Superintendent for twelve months' work. Under this system, the county was compelled to accept an incompetent person for its most important and highest office, or else the superintendent was compelled to find additional work in order to support himself and his family. No county in the State can afford to have less than the entire time of its superintendent, and the best talent obtainable of one or more competent persons to properly supervise and conduct the affairs of its public school system.

The work of the County Superintendent during the past five years has more than doubled, while the salary has remained the same. The Legislature of 1912 raised the minimum salary to \$600, and the maximum salary to \$2,500, and requires the County Superintendent to devote his entire time to the work of his office.

Under the old law, standards of qualification were lower than that required for the average teacher in the rural district. The act of 1908 brought into existence a system of County High Schools. The County Superintendent is supposed to supervise these schools, direct the employment of teachers, outline courses of study and attend to the general management of the school, while the law only required him to have such education as he would receive below the high school course. It is a deplorable condition that most County Superintendents in Kentucky assume the supervision of County High Schools, while they have little or no training in a single department of a high school. The new law raises the standard materially and the provisions of this act apply to the term of office beginning January 1, 1913.

Teachers' Salary Schedule—

It was a very important step towards real progress when the Legislature of 1912 adopted the new salary schedule for the payment of teachers' salaries. Prior to the adoption of this law, the payment was made upon the number of pupils in the district, which was, in many cases, very unequal and unjust. In numerous cases some teachers were receiving more than twice the salary of other teachers for doing practically the same work. Oftentimes a teacher who happened to have a "pull" or who was a relative of the trustee, secured the big school and the good salary, while many times a more competent teacher was compelled to take a small school with less than half the salary of the favored teacher. The salary schedule law of 1912 undertakes to equalize the salaries and to prevent special favors. It has a tendency to increase the smaller salaries and to decrease the very large ones. The money is paid to the teacher on the basis of qualification, experience and per cent of attendance, thereby to a large extent, eliminating the large salary to the trustee's relative, and the teacher with a "pull." Under the new plan, the salary is partially paid upon the per cent of attendance, and it is now to the interest of the teacher to get as many pupils as possible into the school and hold them there as long as possible. This is a splendid feature of the law and has very largely increased the attendance in many counties of the State during the past year.

There has been some slight opposition to the law from a few of the favored teachers who received the large salaries under the old law, but as a whole it has been very satisfactory, and has greatly improved the system of apportioning teachers' salaries.

The Compulsory Attendance Law—

For many years the average attendance for the rural schools has been much lower than it should have been. The Legislature had provided a compulsory attendance law, but it was not effective and could be enforced in but few cases. During the past six or eight years no attempt whatever was made to enforce it. Notwithstanding the fact that the friends of the public schools had clamored for years for the passage of an effective law, no action was taken until the Legislature of 1912. The law of 1912 needs some slight amendments, but in the present form it has accomplished great good. The attendance for the past year showed an increase of at least 25 per cent over that of any previous year.

School Legislation of 1912

School Inspection—

The first act of importance as to schools, passed by this Legislature, was the School Inspection Law. This was a law proposed by Superintendent Hamlett; and, in behalf of which, he delivered addresses before the Senate and House of Representatives. By its provisions, the State Superintendent of Public Instruction was made Chief Inspector at a salary of \$1,500 a year and expenses while in the field, and two other inspectors were provided for at salaries of \$1,000 a year each, with necessary expenses while in the field in the performance of their duties as inspectors.

The Salary Schedule Law—

By another act, the State fund apportioned each county was placed in the hands of the County Board of Education, to be distributed on the basis of the qualification of the teachers and the relative attendance in the schools. A minimum salary of teachers was fixed in the same act at \$35, and a maximum salary of \$70 per month.

Present Method of Distribution and its Results—

The school fund is now distributed among the districts according to the number of children in the census report. This results as follows:

1. Teachers of same qualifications are paid widely different salaries, which is economically wrong.
2. Age, experience and qualifications do not determine wages.
3. There is a continuous scramble for the larger schools resulting in a continuous change of teachers.
4. A maximum of salary is frequently paid for a minimum of attendance. For example, in one county this year a teacher was paid \$76.50 per month for teaching 11 students.
5. Children in small, poor districts, as a rule always have the youngest and poorest teachers which is not a square deal.
6. There is no incentive to hold up the attendance; on the contrary, a temptation to let it run down.
7. Because of it, hundreds of teachers let their schools run down toward the last of the session.
8. People in the districts want to make their districts larger so as to get better teachers. This results in running some districts to 100, which is 37 above the average, which in turn runs others down below the average resulting in the pauper districts which lowers the per capita in many coun-

ties. In fact, the big districts are the mothers of the pauper districts since the average is 63 students.

9. There is a continued temptation to pad the census in order to get more money.

10. There have been rumors in some counties that teachers pay for big schools. This is possible. These are only a few of the inequalities of our present method of distributing the school fund.

Proposed Method of Distributing the Fund—

House Bill No. 215 proposes to correct the foregoing inequalities by providing that the counties shall receive the State fund per capita as at present, but that it shall be distributed within the county by the County Board of Education just as city boards distribute the city funds. It is an application of the principle of local self government. The State Board of Education shall make the rules and regulations for the distribution of the funds, and the local authorities shall apply the rules. These rules are to be based on attendance, the qualifications of the teachers and such other factors as the State Board of Education may determine in its effort to make an efficient school system. The idea is not to lower salaries, but to so distribute them as to continuously stimulate the teachers to do better work, to hold up interest and attendance to the very last. We believe the results will be as follows:

1. Lowering salaries from a maximum of \$75.00 per month, to \$60.00 per month, except where the local community supplements it, a fairer distribution of the fund, thus giving the smaller districts a better chance.
2. It will have a tendency to lower the census in the big districts and increase it in the smaller.
3. It will stop the scramble for larger schools, thus remedying the greatest defect in our system—the continuous change of teachers.
4. It will give the smaller and poorer districts as good teachers as the richer and larger ones which is the very purpose of a State Fund.
5. It will stop one trustee from trying to encroach upon another.
6. It will stop the traffic in big schools.
7. Teachers of same qualifications will receive same salaries.
8. Qualifications and attendance will count.
9. It will be to the teacher's interest to hold up attendance.
10. There will be no temptations to pad the census.

There can be no danger in the proposed system comparable to the viciousness, the inequality and injustice of the present system. The County Board NOW handles the County Fund. County Boards are as honest, as patriotic, and as capable as City Boards.

The per capita system has long ago been abandoned in the States having the best school system. Why should not our great State take this advanced step in the economical distribution of our school fund so every child and every teacher shall have a square deal.

Most respectfully yours,

BARKSDALE HAMLETT,
State Supt. of Public Instruction.

Compulsory School Law—

The existing compulsory school law was revised so that the age was changed from "between 7 and 15 years for eight weeks during the term" to "between 7 and 13 years for the full term," in country schools.

School Suffrage—

A law was passed conferring school suffrage upon women.

Office of County Superintendent—

The qualification of County Superintendent was raised to the equivalent of a State certificate; his minimum salary was fixed at \$600 and maximum at \$2,500 in counties listing \$1,000,000 worth of property or over; and he was required to give all his time to the duties of his office. All examinations of superintendents must be held before the State Board of Examiners at Frankfort.

The County Bond Law—

An act was passed enabling a county to bond itself to build schoolhouses under certain restrictions.

Supervision—

County boards were given the power to employ supervisors to assist the County Superintendent in supervising his schools, to act as substitute teachers when needed, and to act as truant officers in enforcing the compulsory school law.

Consolidation—

The law relating to consolidation was so amended that districts could vote a tax to pay for the transportation of pupils to consolidated schools.

Minor Laws—

Several laws of minor importance which were passed may be found in the acts of 1912. Several of these laws had been proposed by the Legislative Committee of the Kentucky Educational Association; but soon after the new administration began, in January, 1912, a meeting of that committee was held in Frankfort. At that meeting the new superintendent—who had at one time been a member of the Legislative Committee—was requested to take charge of the proposed legislation. He did so, and by his skillful leadership he succeeded in securing the passage of nearly all the bills proposed by the Kentucky Educational Association.

Synopsis of School Legislation Enacted by the 1914 Session

Senate Bill 2, Relating to Graded Schools Only. It Provides:

1. The petition to establish a graded school must be approved only by the County Board of Education and County Superintendent.
2. A way by which the boundary of a graded school may be either extended or decreased.
3. A way by which graded schools may maintain high schools equal to those maintained by the county or may pay the tuition of pupils residing within the graded school district to the county high school.
4. A way by which a graded school may be voted when such school is composed of parts of two counties.

5. For monthly and term reports of graded schools, the same as rural schools.

6. That graded schools may levy a tax up to fifty cents, regardless of the amount which was voted.

7. A way by which graded schools and rural school districts may form consolidated schools.

House Bill 27, Relating to the Adoption of Text Books, Provides—

1. For State Uniformity of text books.

2. Commission composed of the Governor, as Chairman, and the Superintendent of Public Instruction, as Secretary, together with one member appointed by the Governor from the faculty of the State University and the faculty of each of the State Normal Schools, and one member appointed by the Governor from each Appellate District in the State, the Commission to be composed of twelve members.

3. Cities of the first, third and fourth class are exempt, and the adoptions for such cities will be made under the Text Book Law of 1910.

4. Cities of the second class are exempt and will adopt books under the law of 1912.

House Bill 60, Relating to the Examination of Teachers—

1. The bill re-enacts section 4425, which was repealed by mistake by the Legislature of 1906. This section covers all of the details in the examination of teachers, such as the date, time, grades, etc.

2. The Bill also makes the penalty for selling examination questions more severe.

3. Abolishes third class certificates.

4. Provides for three examinations for white teachers county certificates and three examinations for colored teachers county certificates. The dates for white certificates are the third Friday and Saturday of May, June and September; for colored teachers on the fourth Friday and Saturday of May, June and September.

5. Provides for two examinations for State Certificate for white teachers and two for colored teachers, the white teachers' examinations to be held on the third Friday of June and September, and for colored teachers on the fourth Friday of June and September.

6. The State Board of Education is given authority to validate State Diplomas and State Certificates from other States on the reciprocity plan.

7. The date for employing teachers has been changed to the first Saturday of June and July of each year.

8. The County Board of Education is authorized to fill all vacancies in the office of subdistrict trustee.

House Bill 72, Relating to Taxation in Fourth Class Cities—

1. The Bill provides that a city may levy a tax not exceeding fifty cents for current expenses and may levy an additional tax up to 75 cents to liquidate any bonded indebtedness.

House Bill 63, Providing an Annuity Fund for Teachers in Cities of the Second Class—

House Bill 70, to Extend the Common School Term—

1. The State Board of Education is given authority to extend the

school term to seven months when the per capita is declared more than \$4.75 and to extend the term to eight months when the per capita is above \$5.35.

House Bill 272—

1. The State Board of Education has power to issue certificates and determine the qualifications of high school teachers.

2. The State Board of Education has the right to investigate the work of and grant certificates to the graduates of institutions of higher learning not conducted for private gain.

3. The State Board of Education has the power to recognize and validate State Certificates granted by other States.

4. The State Board of Education has authority to validate first class county certificates in other counties than which they are granted, on the approval of the County Superintendent in the county where the certificate is to be validated.

5. The State Board of Education has the power to grant life certificates to teachers who have taught successfully for twenty years.

House Bill 524—

Provides that six members of the Alumni of State University be elected by the Alumni as trustees of the University.

Senate Bill 91, Amended the Child Labor Law, Materially Strengthening it—

House Bill 253—

Provides for "The Kentucky Illiteracy Commission." This Commission is to be appointed by the Governor, to be composed of five members, of which the State Superintendent shall be ex-officio a member. The purpose of this commission is "to make research, collect data and statistics, and procure surveys of any and all communities, districts or vicinities of the State, looking to the obtaining of a more detailed, definite and particular knowledge as to the true condition of the State with regard to its adult illiteracy."

V. O. GILBERT—1916-20

Some of the more important things which were accomplished during Superintendent Gilbert's administration as shown by extracts from his report:

School Legislation—1916

According to the report of Superintendent Gilbert, the school laws in 1916 were changed in the following particulars:

1. Partial revision of the school code.
2. Began the biennial census as a result of the Acts of 1916 instead of an annual census as provided for before this session of the Legislature. According to this law, the census for alternate years was determined by making an average of the annual increase as shown by the three preceding enumerations. These estimates were made in the Department of Education. This method of determining the census figures continued in use until 1934 when the new school code provided for a continuous census.

3. The name of the State University was changed to the University of Kentucky.

4. The Compulsory School Law was amended so that "any fines and penalties shall be recovered by *capias pro fine*, as other fines are collected".

5. **Textbooks for Indigent Children.**—The law was so amended that the amount of money that may be spent in any county for textbooks for indigent children is two hundred instead of one hundred dollars per year, as formerly.

6. **Railroad and Bridge Taxes.**—All taxes against any railroad or bridge company which shall be levied in any common school district shall be paid by said railroad or bridge company to the Superintendent of Common Schools of the county, for the benefit of the district entitled thereto.

7. **Election of School Trustees.**—The time of electing school trustees was changed from the first Saturday in August to the first Saturday in October. The time of organizing division boards was changed to the first Saturday in March following the election of trustees in October; and the place changed to the office of the county superintendent.

8. **Teachers' Institutes.**—The law was changed so that no institute shall last more than six days.

9. **High School Pupils.**—The law was so amended that if a pupil becomes 20 years of age before he completes the high school course, he may continue the course until he completes it.

10. **Textbooks.**—Adoption of textbooks shall be made not later than the first day of May in the year in which such adoptions are made.

11. **State Textbook Commission.**—An act providing that the State Textbook Commission may make a new textbook adoption on not exceeding three branches in any one year. The act further provides that the county board of education or the city board of education "shall appoint one or more responsible merchants or persons or other agents in each Educational Division in every county in the State, selected with reference to the convenience of the patrons of the schools as" dealers of textbooks. It further provides that "such dealers shall be of good financial rating, but no contractor shall have the right to refuse to furnish books for such dealer on the ground that his financial rating is not good, in the event such dealer executes a bond approved by the County Superintendent".

12. **High Schools.**—An act providing that all graded schools, either heretofore or hereafter established, shall maintain and operate a high school of equal rank to that required by law to be maintained by the County Board of Education, or pay the tuition of high school pupils in a standard high school; and that any graded common school may cease to operate as a graded school by a vote of a majority of the legal voters of the graded school district, the vote being taken in the same manner as when the said school was established.

13. **Bonds.**—An act providing that trustees of a graded school district, created by special act, and having a fund for school purposes other than that provided by general law, may issue bonds not to exceed \$50,000.00.

14. **Levy.**—A bill enabling any graded school district to levy, in addition to the 50c on each \$100 and \$1.50 poll, a tax not to exceed 25c on each \$100 of taxable property in the district and an additional poll tax of \$1.00 for the purpose of maintaining the school and erecting and repairing buildings.

15. **Illiteracy Commission.**—A bill appropriating \$5,000 a year for two

years to the Illiteracy Commission and providing for a census of adult illiterates.

16. **County High School.**—A bill providing for the erection, organization and maintenance of a county high school jointly by two or more counties. It further provides that high school pupils may attend high school in the county most convenient.

17. **Poll Tax.**—A bill repealing "An Act relating to poll or capitation tax and providing for the collection of but one poll tax from citizens of cities of the third class".

18. **Property.**—A bill authorizing governing boards of school districts of the Commonwealth to accept real or personal property by gifts, or by will in fee, or for limited uses or in trust, if the same be for use in the cause of education.

19. **Certificates.**—A bill providing that in the State Normal Schools the elementary certificate shall be issued upon not less than one year's work; the intermediate certificate upon not less than two years' work, and the advanced certificate upon not less than three years' work.

20. **Commission.**—A bill creating a commission form of school government for cities of the fourth class. It is optional with any fourth class city whether it adopt such form of school government.

At this session of the General Assembly, two bills were introduced seeking to increase the General Fund of the State at the expense of the School Fund. Fortunately both bills were defeated. One provided that the money received from the Dog Tax, which supplies the School Fund with approximately \$40,000 annually should be placed to the credit of the General Fund; and the other provided that the Normal School appropriations should be paid out of the School Fund. The passage of the latter bill would have cost the School Fund nearly three hundred thousand dollars yearly and would have caused a considerable reduction in the salaries of the public school teachers of the State.

The Effect of the World War and Influenza on the Schools of the State

1. The World War reduced the ranks of qualified teachers. The number of male teachers was reduced to a number which was forty per cent less than number of male teachers engaged in teaching service in the school year 1916-1917.

2. The influenza epidemic of 1918 compelled the closing of schools by the State Board of Health in October of that year. As a result, there was very poor attendance when schools were resumed after the ban was lifted. Thus, in the school year 1918-1919, 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.

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 were unable to furnish the dealers the adopted textbooks. The first of these conditions was due to 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.

Acts of Special Session of 1917

1. A State Tax Commission was created, to consist of the Auditor of Public Accounts and a member of each of the two leading political parties, to be appointed by the Governor. The Commission was empowered to perform the duties with reference to the assessment and equalization of property heretofore performed by the State Railroad Commission, the State Board of Valuation and Assessment and the State Board of Equalization. In addition, it was vested with authority to investigate apparently inaccurate assessments, whether of individuals, partnerships or corporations, and to take the necessary steps to have same corrected.

2. An act was passed requiring race tracks to pay a license to the State for each day in operation. The School Fund's portion of this tax—fifty-two per cent—is expected to produce twenty-five thousand dollars annually.

3. An act was passed levying a tax of 10 cents on each one hundred dollars of bank deposits, to be paid either by the depositors or by the banks. The School Fund will receive the customary fifty-two per cent of this tax.

4. An additional state tax of 2 cents on every proof gallon of distilled spirits was voted, the amount realized from this tax to be distributed as follows: 20 per cent to the State Road Fund, 30 per cent to the School Fund, and 50 per cent to the General Expenditure Fund.

5. An act providing for an excise tax on fermented liquor specified that the entire amount received from this tax should be credited to the General Expenditure Fund.

6. An act providing that corporations shall pay a license tax also contained the provision that the full amount received should be credited to the General Fund.

7. An act providing for a tax of 1 per cent of the market value of all oil produced in the State, of which tax the School Fund will receive 52 per cent.

School Legislation—1918

Supt. Gilbert's Report states: "The most important school measures passed by the General Assembly of 1918 were the following:

"1. A law increasing the maximum amount that may be levied in the county for school purposes from twenty to thirty cents.

"2. A law enabling the State to take advantage of federal appropriation for Vocational Education under the Smith-Hughes Law.

"3. A law making the school census age six to eighteen instead of six to twenty years.

"4. A law making Agriculture a required subject in the common school course except in cities of the first four classes.

"5. A law making it possible for graduates of a private institution offering courses equivalent in value to those offered in the State Normal School, to receive teachers' certificates similar to those granted to graduates of the State Normals.

"6. A law providing that when there is not sufficient money in the State School Fund to meet installments to the counties and cities when due, interest-bearing warrants shall be issued in payment of these obligations."

FOURTH FUNDAMENTAL CHANGE—1920-1934

(County School Administration Law—1920.)

The Superintendents of Public Instruction Serving from 1920 to 1934, the end of this period, were—

George Colvin	1920-24
McHenry Rhoads	1924-28
W. C. Bell	1928-32
James H. Richmond	1932-34

GEORGE COLVIN—1920-24

It was during Supt. Colvin's administration that the county school administration law of 1920 was passed. This is the fourth fundamental change in public education since 1850. This change in the method of selecting county school superintendents was one of the most far-reaching changes in our educational set-up since the enactment of the law providing for the public school system. This law was designed to give to each county in the State the same sort of school leadership which the cities had enjoyed for many years.

The important changes during this administration were:

1. Strengthening the state school administration by transferring the certification of teachers from counties to a State Board of Examiners.

Teachers' certificates were being issued by boards of examiners in all the counties and in many of the cities. The State Board of Education was only one of one hundred and eighty-five bodies issuing certificates, and it did not issue even one per cent of them.

To correct this, laws were passed transferring the issuing of teachers' certificates from the counties to the State, and a division of certification was established in the State Department of Education, putting the certification of teachers on a uniform basis.

2. Survey by the General Education Board, entitled: "Public Education in Kentucky".

3. Compulsory attendance law was enacted, compelling every child between the ages of seven and sixteen years to attend each day of the entire term.

4. An act providing for health education in all schools.

5. Strengthening the county school administration by enacting a law creating a county board of education elected by the people from the county at large and having the power to fix the rate of school levy and to appoint a county superintendent. This act is known as the "County School Administration Law".

The county school system, serving the rural people, was failing. The county board of education was ex officio, composed of members representing educational divisions within the county. Its revenues were inadequate—the district school tax limited not to exceed thirty cents to the

hundred dollars. The board was weak, without the right to choose its executive officer (superintendent) or the power to select its teachers.

Furthermore, the county school district was being disintegrated by the formation of independent districts wherever there was a local center of taxable wealth and leadership.

For the rural schools to be effectively administered, they should have a stable district and a board of education with jurisdiction, resources and powers needed for effective control. To this end, laws were enacted providing for a county board of education of five members, elected by the county school district at large with overlapping terms. They gave this board the privilege of increased tax rate, raised from thirty cents to fifty cents. They also gave this board the power to choose a superintendent in sympathy with its policies, to select teachers to work under its direction, and to appoint trustees to advise and cooperate with the board. Finally, believing that with the county schools under a unified control the situation is most favorable for the widest cooperation and the best equalized service, they provided against further withdrawals of areas and populations from the county system and left the way open for its further rehabilitation by the return of areas that had withdrawn.

6. Advancing professional standards. Most of our teachers were short of high school training, and only a small minority had college training. To relieve this situation, laws were passed requiring gradually more academic and professional training of teachers and requiring courses in school administration for superintendents. Teachers' institutes, traditional one-week sessions held annually, gave place to summer schools. The State began to issue certificates on the basis of college records and to adjust teachers' salaries on the basis of high school and college credits.

7. Improving administration of school finances. Many irregularities had developed in the use of school funds in county and city districts. School moneys were confused in bank with the county superintendent's personal account. Checks were issued at any time, whether authorized by the board of education or not. In most counties nobody knew the status of the treasury from one year till the next.

Reports were made to the State Superintendent annually, but successive reports were generally in wide disagreement. School district administration was losing public confidence. To correct such practices and justify restored confidence, a uniform system of accounting and reporting was adopted for use by all boards of education, isolating school revenues from personal accounts and showing the exact status of the treasury at any time. Then, to establish this system in practice and to check up on the financial practices in school offices auditors were sent to make inspections and see that sound practices and proper records prevail.

8. Strengthening independent district service. The independent districts, serving the cities and towns, had boards of education endowed with the essential powers, but their revenues were inadequate and in most cases their charters were optional. To remedy these weaknesses, new graded school laws were enacted for districts not embracing cities larger than those of fifth class, increasing their taxing privilege from fifty cents to seventy-five cents. New school codes were enacted for cities of second, third, and fourth classes, with increased powers and revenues, and made applicable to all cities of these respective classes.

McHENRY RHOADS—1924—28

Important changes during this administration were:

County Superintendent—

The terms of county school superintendents who were elected by popular vote expired in January. The County School Administration Law provided that the county school superintendents elected by boards of education under this law should take office July 1. During Supt. Rhoads' administration, it was necessary to determine through court procedure how the term of office would be filled from January to July. The Court of Appeals ruled that the superintendent in office and whose term expired in January should continue until the following July, when his successor would take office. Under this law, the superintendent was elected by the county board of education. Since the enactment of the County Administration Law, frequent efforts have been made to repeal it and to throw the election again into a political campaign. One of the problems of Mr. Rhoads' administration was to assist in convincing the people that this is the desirable method of electing the county school superintendent.

Over the protest of the State Department of Education and other educational leaders, a bill which would require county school districts to revert to the elective system finally passed both Houses. With the aid of the Kentucky Education Association officials and other influential citizens, Mr. Rhoads had placed upon the desk of Governor Fields hundreds of petitions, letters, and telegrams requesting him to veto the reactionary County School Superintendent Bill. Outstanding among these communications was Mr. Rhoads' appeal to the Governor in a ten-point protest against the bill. The bill was vetoed. Thus, the victory was won with much credit to the Governor and the Superintendent of Public Instruction.

Under this law, the State Board of Education was authorized to set qualifications which county school superintendents should meet. On September 17, 1924, the State Board of Education set up rules governing the qualifications, which included the age, experience, and training which applicants for the position of county school superintendent should have.

Organization of the State Department of Education—

Supt. Rhoads drew a bill for the reorganization of the Department of Education and submitted it to the General Assembly in 1924. This was enacted into law and is Chapter 58 of the Acts of 1924. This bill was in line with the best educational thought of the day and made possible a more systematic, orderly, and effective classification of the various functions of the Department.

The law prescribed definitely the increasing duties, as well as privileges, of the Superintendent of Public Instruction and created the office of Assistant Superintendent of Public Instruction. Under authority of this law, the following divisions were made with a Director at the head of each division:

- Division of Certification and Examination,
- Rural School Supervision,
- High School Supervision,
- Vocational Education,
- Supervision for Negro Education,
- Inspection and Accountancy,
- Music Supervision,
- Teacher Training.

Privilege was given for a Division of Statistics and Information, which was not established at that time because funds did not permit the employment of a person for that work.

Supt. Rhoads' clear conception of educational administration and his precise method of expression may be considered the reason why practically all this "organization" law is still retained in the Kentucky Statutes. In fact, this law and most of the other laws passed during the Rhoads' administration are fundamentally a part of the School Code enacted in 1934.

Certification Laws—

In both the 1924 and 1926 sessions of the General Assembly, the certification laws were revised, modified, and strengthened. The main purpose of the revision was to raise the standards of qualification for various types of instructional and supervisory positions.

At the 1926 session, a certification law for the State Normal Schools and Teachers Colleges was enacted. This law defined the terms "unit" and "semester hour" as used by these colleges and prescribed rules as to the validity of life in certain types of certificates.

School Code Clarified—

For a number of years, attorneys, as well as educators, had complained that the Kentucky School Law was "without form and void". Sections were vague, complex, ambiguous, and contradictory. The Kentucky Education Association at its 1924 session named a special committee to prepare or to help prepare a revised School Code. This Committee secured the services of Mr. Hood, a legal expert from the Federal Bureau of Education (now United States office of Education), with practically no cost to the State. He was "loaned" to the State by Dr. John J. Tigert, Commissioner of Education, and was assisted in his work by Mr. Rhoads and some members of his staff and the above mentioned Committee.

A new code was drafted, so as to abbreviate, clarify, and simplify the Common School Laws without making any material change in the meaning. A bill was introduced, but crowded out by certain political measures and failed to pass. This agitation, however, was not altogether futile, as it eventually led to the preparation and passage of a more comprehensive measure during a subsequent administration.

Other Measures—

Among the measures of importance passed under the Rhoads' administration are laws providing for:

1. The teaching of the Constitution;
2. The reading of the Bible in the common schools;
3. Instruction of children with defective eyesight;
4. Playgrounds and recreational centers;
5. A uniform budget system for the administration of the fiscal affairs of the common schools for each of the counties of the Commonwealth;
6. Levying and collecting taxes and relating to the assessment of property in subdistricts.
7. Raising of the maximum tax which county boards of education may levy from 50c to 75c, and strengthening the law relating to the duties, tenure, etc., of the county board of education.
8. Strengthening the laws concerning changing boundaries of subdistricts and creating consolidated subdistricts, and defining the county school

district and providing for the voting of bonds in subdistricts. This law is Chapter 82 of the Acts of 1926.

The Legislative and Administrative Policies—

Superintendent Rhoads advocated the consolidation of small schools, both elementary and secondary, into larger centers just as rapidly as the development of roads and public sentiment would justify, and successfully contended for higher standards of efficiency along all lines.

W. C. BELL—1928-32

Policies—

The policy of Mr. Bell's administration might be defined by stating that throughout his entire term of office there was a well-defined, positive, persistent, and untiring effort made toward the "equalization of educational opportunities". This fact is impressed upon one when he reads the statement of Superintendent Bell in his Biennial Report, published for 1929-31.

Extracts from Biennial Reports—1927-31

Superior Education Assures Greater Achievements and Success—

It has been repeatedly demonstrated that superior accomplishments of individuals, of communities, of states and commonwealths in every line of human endeavor have resulted from superior education. Individuals of superior education have greater opportunities, and their chances of achieving marked success in life are very much greater. A conclusion has been drawn from studies made with reference to the success of men and women of college training, high school training and elementary school training that the individual who has had a college education has approximately a thousand times the chance of achieving success as has the man without an education. Figures, frequently quoted, represent that one individual in every 161,000 persons without education achieves success; that one in every 41,000 with eighth grade education achieves success; that one in 1,600 high school graduates achieves success, while one in 173 with college education achieves success. These conclusions emphasize the position that it pays to educate the men and women of tomorrow, that it pays to maintain and operate good schools today. While this is true with reference to individuals, it is also true with reference to large and small communities.

There is a close relationship between school efficiency and the degree to which the people of a state or smaller community possess the desirable qualities accredited to the influence of good schools. States that a generation ago ranked high in literacy today rank high in achievements in the fields of industry, science and art; states that a generation ago ranked low in literacy today rank low in achievements in the fields of industry, science and art. In other words, states that maintained the poorest school systems and had the highest percentage of illiteracy rank correspondingly low in achievements in life; whereas, states that maintained the best schools and had the lowest percentage of illiteracy a generation ago have made the greatest achievements in life. These facts are equally true with reference to smaller communities within Kentucky.

Three Types of School Districts in Kentucky—

The Constitution and school laws of Kentucky provide for three definite or distinct school units. These units are:

First, the county school unit or county school district, represented by

rural sections and small villages of counties not included in graded school districts or city school districts. These school units or districts are administered by county boards of education, their administrative officer being the county school superintendent. There are one hundred twenty of these districts.

Second, under Kentucky laws, we have graded school districts, which include cities or towns of fifth and sixth classes, non-incorporated towns and other communities that have been authorized by legislative acts to operate and maintain the so-called "graded school districts". Boards of trustees, elected by the people, are responsible to the residents of these graded school districts for the policies of administration and supervision of their schools. A few of them employ superintendents for the entire year; whereas, most of the graded school districts employ a graded school principal, who works for them nine months in the year and thereafter is not on salary and is not in position to render assistance or service to the board of trustees. Most of the graded school districts really have no professional administrative head. There are two hundred thirteen graded school districts.

The third of these school units or districts, as provided by the statutes, is the city school district. City school districts under the statutes are cities of the first, second, third and fourth classes. The school interests and affairs of city school districts are administered by city boards of education. All of these boards of education employ professional school administrators and, as a rule, command their service for twelve months in the year. It is in the city school districts where the greatest progress in education has been made in Kentucky. These are the districts that are persistently receiving from the county school districts and from many of the graded school districts the boys and girls who come to them because of the short terms of schools, poor teachers and limited opportunities provided in rural schools.

As a natural result, actual progress in many of the city school districts has been retarded because of the fact that annually they are obliged to assimilate thousands of intelligent country boys and girls who have not had equal educational opportunities provided them and are seeking this by coming to the communities operating and maintaining more progressive schools.

Equal Educational Opportunities Not Provided Through One-Room School Organization—

In so far as financial support is concerned, it is apparent that there are glaring and unpardonable inequalities prevailing particularly in the county school districts of the Commonwealth. The question naturally arises here as to whether or not there are other inequalities aside from the finances. As a first consideration, we must remember that there are actually thousands of one-room shacks commonly called "schoolhouses" that are poorly lighted, that have little or no provision for ventilation except windows, doors and cracks in the floors and that have unsanitary and unsatisfactory provision for heating. The equipment for these buildings, such as have equipment, is meager—in many instances there being none.

Aside from all the discouraging and distressing conditions, referred to above, the teacher in these one-room schools has committed to her charge a group of boys and girls entitled to instruction in grades one to eight,

inclusive. She has more grades and more classes than one teacher can consistently and efficiently care for. She is poorly paid. She has little or no equipment. These conditions emphasize another phase of the inequalities.

The most costly institution in the entire public school system of our Commonwealth is the one-room school. Facts concerning conditions prevailing in one-room schools, recited above, emphasize this. Most desirable results can not be obtained under conditions that prevail in hundreds and hundreds of our one-room schools. The teachers in these schools are inadequately paid. Many of them can not avail themselves of the opportunities for additional training because they have employment at poor pay for only seven months in the year, and for the remainder of the year they are obliged to earn a livelihood in some other way. It is true that the one-room school has served a great purpose in our Commonwealth. It is the type of educational institution that was suited to the needs of a generation ago.

The shifting of population from rural school districts evidences the conviction on the part of many patrons that instruction given in the one-room school is ineffective and wasteful; that the teacher in a one-room school, in charge of children of all ages and grades, can not give instruction and training calculated to prepare them to successfully meet the complex problems of our civilization.

In view of prevailing conditions, as evidenced by facts recited herein, we must concede that the one-room school is perhaps the **greatest institution we have for making poor education very costly**. It is perfectly manifest that progress in the schools of the Commonwealth will be measured in terms of progress made in rural schools; progress in county school districts will be measured or determined by the extent to which county boards of education find ways and means to discard or to eliminate many inefficient one-room schools and substitute therefor consolidated schools. The question naturally arises at this time about the cost involved in bringing our schools up to desirable standards.

Statutes Fix Different Rates of Taxation for County, City and Graded Districts—

County boards of education may levy a maximum tax rate of 75c. Boards of trustees of graded school districts may levy a tax rate not to exceed \$1.25. Rates vary in city school districts. Boards of education in fourth class city school districts may levy tax rates not to exceed \$1.50; boards of education of third class city school districts may levy tax rates not to exceed \$1.25; a tax rate not to exceed \$1.25 under any conditions may be levied in second class city school districts; in first class city school districts, there is no maximum tax rate, however, the law applying to city school districts of the first class provides that not less than 36c shall be levied for the support of their schools.

Inequalities Emphasized—

This dual system or plan (State and district taxation) of levying and collecting taxes for the support of public schools in the various school districts of the State, does not provide equal educational opportunities for all boys and girls. Levying a maximum tax rate of 75c in some Kentucky counties produces less than \$5 per pupil; whereas, levying that same maximum tax rate of 75c in other Kentucky counties will produce in some

instances fifteen times as much per pupil. The perfectly logical and natural result of this is that counties having low property valuations must from necessity be denied the privilege or opportunity of employing the best trained teachers for their schools. They must be satisfied with employing teachers who have met minimum training requirements. The earnings of these teachers are insufficient for them to enter or reenter the teacher-training institutions and not only satisfy the intent and purpose of the statutes with reference to training but to realize for themselves the genuine satisfaction of being better trained and better prepared to assume the responsibility of the teacher and render service of a degree of efficiency that would be gratifying to themselves and acceptable to their patrons.

Again, the perfectly logical and natural thing results from this situation. Teachers trained at the expense of the State, are not available to hundreds and hundreds of the subdistricts in our county school systems. They respond to the same challenge that people in all other walks of life respond to—they accept teaching positions in school districts that not only afford better remuneration but afford more and better opportunities, advantages and environment than is afforded in many of the one-room districts. **The boys and girls resident within these one-room districts are thus penalized.** The obligation of the Commonwealth to boys and girls resident within these rural districts is in no sense minimized or lessened. The necessity for a more consistent plan of financing the public schools of the Commonwealth whereby equal educational opportunities may be provided for the boys and girls of rural districts, as well as for the boys and girls of all other districts of the Commonwealth, is emphasized.

Statistical and Financial Information—City School Districts—

There are 67 city school districts in Kentucky employing 3,350 elementary teachers and 1,334 high school teachers. There were enrolled in these school districts for the school year ended June 30, 1931, 122,122 elementary school pupils and 27,676 high school pupils, a total enrollment in the city schools of 149,798. The high school enrollment in city school districts represents 19 per cent of their total enrollment. For support of their schools, city boards of education received from the State \$1,597,443.75, from local taxes \$7,243,160.64, from borrowed money and bonds \$2,517,306.05 and from other sources \$664,795.54, or a total of \$12,022,705.98. Their disbursements slightly exceeded their receipts. City boards of education require a minimum of high school graduation and legal certificates for teachers coming into the service. Many of them require one, two or even three years' training above high school graduation to satisfy requirements to accept teaching positions in the elementary schools. All of these 67 city school districts, with perhaps one exception, operate and maintain high schools approved by the State Board of Education and accredited by the State College Association. The boys and girls attending are housed in buildings, most of which have been planned with a fair consideration for proper lighting, heating and ventilation. For the year ended June 30, 1931, city school boards of the Commonwealth held properties, represented by buildings and grounds, estimated at \$30,802,172, school equipment estimated at \$2,489,258, or a total property valuation held by these boards in the name of and in behalf of their 182,565 children of approximately \$33,291,430. The grand total of expenditures during that school year for maintenance, operation, equipment and capital investment was approximately \$12,212,806.30.

Statistical and Financial Information—Graded School Districts—

For the year ended June 30, 1931, the 196 graded schools of the Commonwealth had a total elementary enrollment of 47,519 and a total high school enrollment of 14,997. To provide instruction for these school pupils, they employed 1,103 elementary teachers and 690 high school teachers. The boards of trustees of graded school districts during this year received from State school per capita \$520,975.00 and \$5,306.13 from the Equalization Fund; they collected local taxes amounting to \$1,770,604.47; from bonds, borrowed money and other sources, they received approximately \$837,991.64, or a grand total of receipts for that year of \$3,134,877.24. The total expenditures of graded schools for that year slightly exceeded receipts.

Some of the graded school districts have set up standards or requirements for the training of teachers entering service in their schools about on the average level of that set up by boards of education in the city school districts; however, it is unfortunately true that many graded school districts have not set up any definite standards for the training of their teachers. With few exceptions, they do not have professional administrative heads. Principals of graded school districts are employed for nine months, thereby leaving responsibility for rendering reports, looking after the general interest and general welfare of the districts and formulating, advocating and carrying out policies and programs of the schools altogether to the boards of trustees during the vacation months.

Many school buildings in the graded school districts are of the one-room type common in the county school districts; however, a goodly number of graded school districts have erected commodious buildings and are prepared to offer elementary and high school training under fair physical conditions. Boards of education of many graded school districts have the same financial handicap as do county boards of education, thereby placing them under great disadvantage in securing qualified teachers, equipment, etc., necessary to the operation of approved elementary and high schools.

Statistical and Financial Information—County School Districts—

For the year ended June 30, 1931, 359,371 elementary school pupils and 21,696 high school pupils were enrolled in the 120 county school districts of the Commonwealth. County boards of education employed 9,566 elementary teachers and 1,245 high school teachers for these 381,067 rural school boys and girls. Five and six-tenths per cent (5.6%) of the rural school enrollment was in the high schools; whereas, in city schools 19 per cent of the school enrollment was in the secondary or high schools. The State contributed \$3,921,496.25 school per capita and \$624,699.37 Equalization Fund for the support of rural elementary and high schools; county boards of education collected taxes for the same year totaling \$6,362,730.73; moneys borrowed, moneys realized on bonds and moneys received from other sources represented a total of a little in excess of \$2,344,287.04. The total receipts for the 120 county school districts for that year were \$13,253,213.39. For the year ended June 30, 1931, county boards of education of the Commonwealth held properties, represented by buildings and grounds, estimated at \$16,225,369, school equipment estimated at \$2,753,081, or a total property valuation held by these boards in the name of and in behalf of their 448,171 children of approximately \$18,978,450. The grand total of expenditures during that school year for the operation, maintenance, equipment and capital investments was approximately \$13,457,869.01.

A comparison of school expenditures for various purposes in the county, city and graded school districts of the Commonwealth readily reveals the inequity of our school tax system and its most flagrant resultant—THE INEQUALITY OF EDUCATIONAL OPPORTUNITY.

Comparison Per Pupil Receipts, County, City and Graded Districts—

Note comparison: The 120 county school districts providing for an enrollment of 381,067 pupils had total receipts of \$13,253,213.39, while the 67 city school districts had an enrollment of 149,798 pupils and total receipts of \$12,022,705.98, and the 196 graded school districts had an enrollment of 62,516 and total receipts of \$3,134,877.24. Reducing this comparison to receipts per pupil in the respective school districts, we find that city school districts received \$80.25 per pupil, graded school districts received \$50.15 per pupil, and rural or county school districts received \$34.77 per pupil. These per pupil receipts include the State per capita.

The Inequity of the School Tax System—

During the latter part of the school year 1929-30, staff members of the Department of Education made an intensive study of several phases of our public school conditions. One pertains to the inequity in our school tax system and its most flagrant product—THE INEQUALITY OF EDUCATIONAL OPPORTUNITY. Attention of the General Assembly is called to one phase of this study. For this purpose, I have isolated one phase of the study—"Relation of Rates of Taxation to Inequalities of Educational Opportunity." The information is gleaned from reports filed by superintendents of 133 school districts. The districts were taken promiscuously and represent a splendid cross-section of reports filed by public school administrators from our 383 school districts of the Commonwealth. This study discloses many situations that are really amazing. More than 40 different tax rates for the local support of schools were levied in the public school districts of the Commonwealth that year. Rates ranged from 25c to \$2.00. The district levying the lowest rate expended more per census pupil for instruction than did the district levying the \$2.00 rate; in fact, the district levying the lowest tax rate expended more per census pupil for instruction than did any other school district of the Commonwealth.

Recommendations

Equalization Fund Needed—

"As is the teacher, so will be the school." Emphasis in this preliminary report has been placed upon the teacher, her relation to the school and her reward as it is related to her remuneration.

The Superintendent of Public Instruction really believes that the teacher is the most potent factor in our public school program. Kentucky may invest millions of dollars in buildings, grounds, equipment, books, etc., but if she does not commit her schools to trained, experienced, zealous teachers—teachers competent to the extent of possessing knowledge and understanding of all elements of the school, including the pupils and the tools with which they work—she cannot provide equal educational opportunities.

She has responded magnificently in dedicating splendid training institutions to the cause of education, but her efforts in this connection have not come to full fruition. Many boards of education do not have available

ample funds to finance efficient schools. As a rule, they do their best. They pay their teachers all that the statutes require, and then provide for buildings, equipment, etc., with the remaining funds.

The statutes provide that State funds and a large part of funds raised by local taxation shall be used to pay teachers. We even have a law that fixes the minimum monthly salary at \$75 when a board of education has funds available to pay this amount. However, this law is practically voided, because many boards of education cannot pay a minimum salary of \$75, even though they levy and collect the maximum local tax rate.

The Superintendent of Public Instruction is solicitous that your Honorable Body render all possible financial aid to our public schools. He believes that the need for an equalization fund far surpasses all other immediate needs; that such a fund properly administered will tend to correct many undesirable conditions and to inject more vigor and vitality into the life and action of our public schools than any other legislation that may be enacted. Inequality in educational opportunity prevailing in many school districts of our Commonwealth urgently commands your attention and serious consideration. Something must be done in the interest of and in behalf of practically two-thirds of our boys and girls. They are equally worthy of trained and experienced teachers, desirable buildings, needed equipment, etc.

May we not find a way to bring learning conditions in the schools they attend up to the average for the State? May we not at least find a way for them to attend schools presided over by trained, experienced and zealous teachers?

I have the honor and pleasure of recommending and urging the enactment of legislation 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—the sum thus set aside to be administered by the State Board of Education.

Modification of Textbook Commission Law—

Permit me also to call attention to the textbook situation. All states of our Union have some sort of plan or scheme for adopting or selecting textbooks. It is probably necessary that Kentucky should have a textbook commission. Let us bear in mind, however, that a consistent textbook commission law rests upon sound, fundamental principles. The most fundamental principle underlying any textbook commission law imposes upon its personnel or members the responsibility of exercising individual judgment and perfect freedom, untrammelled and without the slightest official influence or influence otherwise. Their judgments and preferences as to the book or books best suited to the needs of children attending our public schools must be exercised without trepidation and without influence or pressure exerted from any source. Acceptance of membership on a textbook commission should impose upon the one accepting a serious and binding obligation to base his procedure, actions of all kinds and votes in the selection of textbooks upon his own individual, personal, unbiased and uninfluenced judgment. A textbook commission law should, therefore, be an assurance to the patrons of the public schools of our Commonwealth that the action of its textbook commission would rest upon fundamental principles. Adoptions made under such conditions could not be consistently and successfully questioned by anyone.

Your Honorable Body, therefore, is urged to 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.

Free Textbooks—

Your attention is also called to the question of "free textbooks". Perhaps of all individuals of the Commonwealth, the Superintendent of Public Instruction is most insistent that every dollar available be appropriated and expended for the promotion and development of an efficient public school system as can be provided for Kentucky's boys and girls by your Honorable Body. He, however, does not feel that the furnishing of "free textbooks" to all the children of the Commonwealth is now practicable. There are numerous demands for financial support of our public schools. Many of them really take precedence over the furnishing of "free textbooks".

Too much emphasis cannot be placed upon the employment in all of our schools of trained, experienced and zealous teachers. Too many of our public school districts, because of the lack of finances, are unable to finance their schools to the end that they employ trained, experienced and zealous teachers. 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, zealous teachers. After attaining to such a degree of progress, we should then be in 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. States and commonwealths of the Union that have matured the most modern, practical and progressive public school systems have, as a rule, first given financial aid to many other aspects of their school programs before attempting to provide "free textbooks". Pennsylvania, for illustration, operating one of the most progressive public school programs of any commonwealth in the Union, is expending approximately \$94,000,000 for the support of public education; yet, this appropriation does not include funds to provide "free textbooks". This is delegated to the local districts of that Commonwealth.

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.

Information revealed in this report through abstracts of statistical and financial reports from various school districts and through studies of public school conditions made in and through the State Department of Education, warrants the conclusion that a thorough evaluation of our public schools should be made. This report also incorporates information citing the fact that from time to time the program of public education has been reorganized, readjusted and extended.

I most respectfully recommended that the General Assembly of the Commonwealth authorize and direct the State Department of Education, through its Division of Research, to make a thorough evaluation of our

public schools during the succeeding biennium and report with recommendations to the General Assembly of 1934.

Subdistrict Trustees—

Many reports and rumors have been circulated to the effect that subdistrict trustees traffic in schools. Investigation reveals that this abuse is practiced in a number of counties of the State in nominating teachers. It is a reflection upon the ethics, morals and character of the teachers of the Commonwealth and cannot be justified. I most respectfully call your attention to this very undesirable situation and urge that legislation be enacted designed to prevent any such practices in the employment of our teachers.

Certification—

The abuses in employing teachers are tied up in the main with teachers holding low-grade certificates. It results many times in teachers with no training or with very limited training being awarded teaching positions, while the applications of trained teachers are rejected. Much misinformation has been disseminated concerning the number of teachers available in the State. A careful checking of the files in the Division of Certification of the State Department of Education reveals that there are approximately 25,000 people in the Commonwealth holding certificates valid during the school year 1931-32. More than 13,000 of the total number of certificates in force during this school year have been issued to applicants who have less than one year's training above high school; more than 11,000 of these teachers' certificates are held by teachers who have had two or more years of college work. The number of teachers holding legal certificates issued on training of two or more years above high school graduation lacks approximately 5,000 of being equal to the total number of teaching positions in the Commonwealth.

More than 13,000 certificates now in force and effect are issued to applicants who have had less than one year's training above high school, many of them not having completed high school. All certificates now in force are subject to renewal on condition that the holders earn the minimum amount of training as provided in the statutes. We may reasonably expect that at least 75 per cent of these teachers during the next four years will continue the life of their certificates by meeting renewal requirements. It would thus appear that we might reasonably expect that the number of certificates now in force renewed during the next four years will exceed the number of teaching positions available at any time during that four-year period.

I respectfully call your attention to this situation and recommend that, in consideration of it, all our certification laws be amended.

Amend all certification laws so as to discontinue the granting of certificates of original issue on less than two years' training above high school without impairing, but retaining, the validity, tenure and renewal conditions of certificates in force and effect when such amendment becomes operative.

Amend Section 4501-6, Kentucky Statutes, Carroll's 1930 edition, by striking out that part of it which imposes upon the Superintendent of Public Instruction the duty of issuing permits where emergencies exist and impose upon the State Board of Examiners the responsibility of issuing a permit where a local board of education files with the said Board of Examiners conclusive evidence that an emergency exists in its district and a

legally qualified teacher is not available to fill the vacancy in the elementary schools in the district of the petitioning local board of education, the said permit to be issued upon an elementary teachers' examination called and directed by the said State Board of Examiners.

New Type of Course of Study—

First Elementary Course of Study published, based upon educational objectives instead of outlining the adopted textbooks.

A Study of the School Financial Set-Up—

Improved the method of keeping financial records, administering salary schedules, and budgeting school funds. This improvement was based upon a survey conducted by members of the staff of the State Department of Education. This study pointed out the necessity for improvement of the financial set-up in the system of accounting and budgetary control. It resulted in the development of the present method and program (1938) of accounting for public school funds.

Important Legislative Measures Passed by the General Assembly During the Sessions of 1928 and 1930

1. Strengthened the certification law by setting up requirements for issuing the lowest type certificate on college credentials.
2. A law providing for the furnishing of free textbooks was passed by the Legislature at the 1928 session, but no appropriation was made for buying these books until 1934 at an extraordinary session of the Legislature.
3. The law providing for summer training schools was repealed.
4. The law was amended and strengthened relating to consolidation and cooperation between districts.
5. Law providing for payment of per diem and expense of county board members.
6. Parliamentary law and public speaking required to be taught.
7. Uniform budget system law provided for in Chapter 172, Acts of 1926, was repealed.
8. An act authorizing cities of the first class to transport crippled children to and from public schools.
9. A law providing aid for orphans of soldiers, sailors, and marines who were killed in action or died during the World War.
10. An act providing \$1,250,000 for equalization of educational opportunities. This law was put into operation for one year. The second year, the authority to distribute the money as provided in the act was challenged by the State Auditor. The Court of Appeals held the law unconstitutional. This law was one of the results of Mr. Bell's determined efforts toward equalization of educational opportunities.
11. **Textbook Commission.** Repealed Chapter 77 of the Acts of 1926 and as amended by Chapter 49, Acts of 1928, concerning the appointment of textbook commissioners. A new set-up was provided in this law concerning the duties and activities of the textbook commission. The appointment of said commission was vested in the State Board of Education instead of in the Governor of the Commonwealth.

FIFTH FUNDAMENTAL CHANGE—1934

(New School Code—1934)

Superintendents of Public Instruction Serving During This Period—

James H. Richmond1932-1936
H. W. Peters1936-1940

JAMES H. RICHMOND—1932-36

At the time Superintendent Richmond came into office, the schools were experiencing much difficulty because the financial depression was in full force and had its greatest effect in Kentucky during the first two years of his term. When he came into office, a program was launched for the improvement of the educational conditions which existed then in the State as a result of the depression. This movement was the beginning of the fifth fundamental change in public education for the Commonwealth.

Kentucky Educational Commission—

The legislature, then in session, passed a bill which created the Kentucky Educational Commission. The purpose of this Commission was to study public education in the State and report its findings to the Governor and the General Assembly at the opening of its next regular session with recommendations of such measures and such revisions of the school laws as might be found necessary for increasing the efficiency and equalizing the benefits of public education throughout the Commonwealth.

This Commission, through its committee and sub-committees, studied education in the Commonwealth for the biennium of 1932-34 and published the results of its findings for the use and benefit of the legislature meeting in 1934. This report 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 effected. This action will assure more efficient school service at less cost.
4. The boards of education of all school districts should be elected at large and should have complete control of the schools of their respective districts. The people in the rural areas of Kentucky can never hope to get the same educational service as the people in the cities as long as the school teachers are selected by people who are not competent to pass on their qualifications. The sale of school positions, nepotism, and favoritism in securing teachers will mean the wrecking of the school system of the state. The people of Kentucky will never have a satisfactory public school system until they recognize the fact that the schools are for the children of the Commonwealth.
5. The minimum 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 school boards and stricter budgetary control of expenditures will make this possible. The floating school debt is a serious problem in many districts.
9. The Common School Fund should be increased. There are 720,000 children of school age in the state. We recognize the financial situation in Kentucky, but even with that in mind, the children of school age must be educated today. Therefore, provision must be made to meet this 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.

New School Codes—

The legislature at its 1934 session passed a bill providing a new School Code, which embodied the above recommendations of the Commission. This new School Code provided for practically a complete revision of the school laws. It materially simplifies all administrative procedure and unifies and makes more readily accessible all phases of the school law. The principal modifications in the old school law and in the administrative procedure are organized about the following central themes:

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. Four members are to be appointed, who, with the present ex officio board, shall constitute the State Board of Education until January, 1936. On the first Monday in January of that year, the Governor shall appoint three lay members, who, together with the four previous appointees and the Superintendent of Public Instruction, shall constitute the State Board of Education thereafter. The length of term of each member appointed thereafter shall be for four years from date of appointment.

It will be recalled that the old, or 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 common schools of the state, whereas the new board shall have under its jurisdiction and management the control of the common schools, higher education for negroes, and vocational education and vocational rehabilitation. All the duties, rights, powers, purposes, responsibilities, and jurisdiction of the present Kentucky State Board of Education, the Board of Trustees of West Kentucky Industrial College for colored persons at Paducah, the Board of Trustees of Kentucky State Industrial College for Colored Persons at Frankfort, and the State Board for Vocational Education, are transferred to and vested in this new State Board of Education.

The number of boards and officers is thus reduced, and the duties of the State Board of Education are extended to provide a more economical and efficient administration of education in the state. Some of the duties for which the Superintendent of Public Instruction was made officially responsible under the old law are transferred to and made part of the duties of the new State Board of Education. This new code, therefore, takes from the Superintendent of Public Instruction much of the authority which originally by law was vested in him and places it under control of the State Board of Education.

School Districts

The second fundamental change in this code is a new district set-up. Under the new code legal recognition is given to only two kinds of 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 districts which contain cities of the first, second, third and fourth classes. Each of these districts

operated under a separate and distinct set of laws. Some districts had boards of education composed of five members, some of six, and still others of nine. These boards of education were elected at different times, served different lengths of term, and performed separate and distinct duties. Under the code all districts will operate under essentially the same law.

Under the new code independent districts shall be composed of all districts embracing cities of the first five classes and all independent graded common school districts with a census enumeration of more than 250. Independent graded districts with a census enumeration of less than 250 pupil children may, under stated conditions, be permitted by the State Board of Education to operate as temporary independent districts for periods of four years.

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

Board members.—Under this new set-up the board of education of each district will be composed of five members, who shall take office the first Monday in January following their election, and 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 member 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 man-

agement 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.

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 schoolhouse 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.

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.

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 certificate 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.

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.

Extracts from Biennial Report Ending June 30, 1933

Operation of the Public Schools During the Financial Crisis

Decrease in financial support.—The total revenue from both state and local support received by the public schools of the Commonwealth was \$20,860,000 in 1929-30, aside from borrowed money and bonds. This was increased \$550,000 in 1930-31. Since 1930-31 the support of public education has declined. In 1931-32, the first year of this biennium, the decline was \$237,000 from the total for 1930-31; in 1932-33 the decrease was considerably greater, the support for that year being \$3,183,000 less than for 1931-32. This represents a decline of 15 per cent in public school revenue in one year.

The amount of state support of public education expressed in dollars per pupil in the school census is called the state per capita. For 1929-30 the state per capita was \$8.15; in 1930-31 it was \$8.75. In 1931-32 it reached a maximum of \$9.00; but in 1932-33 it declined sharply to \$7.00. For the state as a whole local support of public education constitutes more than 70 per cent of the total. Although the state revenue in 1931-32 slightly exceeded that for 1930-31, due to the greater decrease in local revenue for 1931-32,

the total support for 1931-32 showed a decrease. In 1932-33 there were sharp declines in both state and local revenues, resulting in a net decrease of over \$3,000,000 as has been pointed out.

The decreases in revenue are attributable to the decreases in property valuations in the various districts and to increases in tax delinquencies. A part of the school revenue is derived from franchise taxes on miscellaneous corporations and railroads. Since the earning power of these corporations has been greatly reduced, the value of franchises has likewise decreased.

Although for the Commonwealth as a whole the state support of public education constitutes less than 30 per cent of the total, this percentage is far from true for the different types of school districts. For the city districts of the state in 1931-32, state support was 18.7 per cent of the total; for the graded school districts this per cent was 23.8; and for the county school districts collectively the state support was 40.3 per cent of the total. In more than one-third of the county districts of the Commonwealth the revenue for the public schools from state support exceeds the public school revenues obtainable by local taxation. This means that in these rural areas of Kentucky, wherein reside more than 200,000 school children, public education is largely dependent upon the support afforded through the State Per Capita Fund.

Since the rural sections of the state are more dependent upon the state support than are the cities and centers of population, the reduction from \$9.00 per capita in 1931-32 to \$7.00 per capita affected them more than it did the cities. Moreover, the proportionate reductions in revenue from local taxation were also greater for the rural sections. These reductions in revenue in the county districts were not due to changes in the local tax rates for schools. The average school tax rate in the county districts in 1930-31 was 61.2 cents; in 1931-32 it was 62.1 cents; and in 1932-33 it was 61.5 cents. These figures show a variation of less than one cent in the mean or average tax rates. School tax rates have held up remarkably well throughout the state. It should be noted that on the average tax rates are higher in the less favored rural sections of the state than they are in the state as a whole. In 1931-32, 43 out of the 120 county districts of the state were able to raise less for public education by local taxation than they received from the state common school fund. In these 43 counties the average school tax rate was 67 cents compared with the 62 cents average for the 120 counties.

Increase in enrollment.—The total district enrollment of the public schools of the state for 1931-32 was 613,119; the corresponding enrollment for 1932-33 was 622,115,* representing an increase of 8,996 pupils in one year. The enrollment in the city school districts of the state decreased 1,800 pupils while the enrollment in the county schools increased 10,800. This indicates a distinct movement of population from the cities to the rural districts and adds materially to the public school burden of the less favored areas of the state.

Shortened school term.—The decreased support for public education is becoming apparent in the reduced quantity of educational opportunity afforded the children of the state. In 1930-31 and 1931-32 no school districts of the state operated on a term of less than seven months in length. In

* The State enrollment for 1932-33 was 607,517. This smaller figure excludes the duplicates recorded in one or more school districts of the State. In previous enrollment figures duplicates have been included.

1932-33 at least three county districts were forced to reduce the length of the elementary school term to six months. Reports for 1933-34 now in show that at least thirty of the county school districts of the state are operating their elementary schools for only six months.

Lag of school revenue receipts.—Not only has the amount of money available for public education been greatly reduced in the last two years, but the time in which it has become available for use has further hampered the operation of the schools. In 1931-32 and preceding years approximately 75 per cent of the receipts into the state school fund were realized during the two months of September and January. In 1932-33 the two months of largest receipts were November and March. In 1931-32 41 per cent of the receipts into the Common School Fund were realized prior to November first; in 1932-33 only 12 per cent of the receipts into the Common School Fund were realized prior to November 1, 1932. This situation has been brought about by extension of time for payment of state and county taxes. By an Act of the General Assembly of 1932, the discount and penalty dates for payment of taxes were advanced sixty days.

Local revenue receipts in the county districts has lagged two months behind the local revenue receipts for city districts. In 1932-33 in the city districts one-half of the local revenue receipts were available in December; while it was not until some time in February that county school districts had received as much as one-half of their local school revenue. Since more than 75 per cent of the school revenue expended annually goes for teachers' salaries, it is obvious that the lag of revenue receipts has delayed salary payments due the already inadequately paid teachers in the rural sections of the state.

Decrease in teachers' salaries.—Teachers' salaries in Kentucky have always been low in comparison with other states. The state average salary for all public school teachers was \$934 in 1930-31; in 1932-33 it was \$726, a decrease of 22 per cent. In 1931-32 the average annual salary paid the 9,970 elementary teachers in the county schools was only \$564. For the corresponding group of 10,070 teachers in 1932-33 the average salary was \$459.

Decrease in capital outlay.—Due to the reductions in school revenue, curtailment of certain types of expenditures has taken place. The most noticeable of these has been in capital outlay. Expenditures for capital outlay in 1930-31 totaled \$2,874,438; in 1932-33 the amount expended for this purpose was only \$589,315, representing a decrease of 80 per cent. Other classified expenditures that have been greatly reduced are: expenditures for materials of instruction 65 per cent, school plant maintenance 45 per cent, and auxiliary agencies 41 per cent.

Further reductions in 1933-34.—Support for public education in Kentucky, though very meager in 1932-33, is still further reduced in 1933-34. The state per capita which was \$9.00 in 1931-32 and \$7.00 in 1932-33 is only \$6.00 in 1933-34, a reduction of one-third in only two years. Indications are that education expenditures will be reduced in all types of school districts, but to a greater degree in those districts, the rural sections, where curtailment of support can least be afforded. Reports of the State Tax Commission indicate that property assessments, upon which taxes for the school year 1933-34 will be paid have decreased 15 per cent.

Protecting school funds.—As indicated in the introduction of this report, it became apparent as early as 1930 that the schools were in for serious

financial difficulties. It was the opinion of Mr. Bell, then Superintendent of Public Instruction, and the other members of the State Board of Education that every precaution should be taken to safeguard and protect all school funds in the hands of public officials. Due to the fact that school funds had been lost occasionally prior to that date, through the defalcation of school treasurers and depositories and through lax business methods, the State Board felt that such conditions should be remedied once and for all. Furthermore, a preliminary check up had shown that the practice of bonding school treasurers and depositories had been extremely lax; so the State Board of Education passed a regulation to the effect that each school district should require its treasurer and/or depository to execute proper bond for the faithful performance of the duties of the office or offices.

The State Board was fully aware of the fact that an adequate plan of safeguarding school funds would include also proper plans of collecting funds and recording and accounting for them. Subsequent developments have shown the wisdom of the Superintendent of Public Instruction and the State Board in the action taken. By January 1, 1931, approximately 25 banks in the state had temporarily or permanently ceased business. There were only one or two instances where public school funds were lost through the closing of banks and, in each of these cases, the local board of education had not yet complied with the regulations of the State Board.

An interesting chapter could be written on this subject, but suffice it to say that during the years following 1930-31 almost every treasurer and depository of boards of education have executed proper bond and there have been a relatively small number of instances where school funds have been tied up through the closing of a bank.

Bonds guaranteed by personal sureties have always been in the majority, but due to the fact that surety companies virtually ceased to guarantee public official bonds other than those for faithful performance of duties, the number of personal bonds has increased. This has been true even though collateral bonds are becoming more frequent. Collateral bonds are those where government bonds, state warrants, or state bridge bonds have been deposited as collateral for the protection of school funds.

Every effort has been made to see that boards of education live within their budgets and, as a result, practices of fiscal administration have been approved. As a means of improving fiscal policies, a comprehensive study was made of school indebtedness in Kentucky. As a result of this study, recommendations have been made looking toward decreasing, in the immediate future, the amount of floating indebtedness outstanding against school districts. Incidentally, the school debt problem in Kentucky is small when compared with other states. Exclusive of Louisville, the total school indebtedness in Kentucky is only slightly in excess of \$10,000,000. Only two states in the union have a smaller per capita school indebtedness.

Possibly what will be looked upon as the most significant plan of protecting school funds in Kentucky was inaugurated July 1, 1933. At that time a complete and comprehensive financial accounting and recording system was inaugurated. Through the consolidation of all financial problems under the direction of one person in the State Department of Education a much better check can be made on fiscal policies in the future.

School economies effected.—On a relative basis, schools of Kentucky have held up as well during the depression as those in the great majority

of the states. During 1931-32 and 1932-33 there were a few states in which there were fewer reductions in the length of the school term than there were in Kentucky. School tax rates held up remarkably well. All of which shows that every effort was made to provide for the children of Kentucky a reasonably satisfactory program of public education. Other sections of this report, however, deal with the factors which have brought the public schools almost to the point of a general breakdown.

It has been said the economies effected by the school administrators of Kentucky did much toward guaranteeing to taxpayers that educational dollars received maximum returns. Indeed, no agency of the state government has been called upon to effect as many economies as have the schools. In the spring of 1932, prior to the time of the preparation of budgets and salary schedules by district boards of education, the State Department of Education prepared a list of suggested school economies. This statement was approved by the State Board of Education. The necessity for preparation and rigid adherence to the school budget was pointed out. The importance of sound administrative procedure was stressed, and a list of several false economies was prepared. It has been reported that these suggested economies did much toward aiding local boards of education in solving their difficult financial problems.

The theme of the August administrators' conferences held in 1932 was "school economies." Conferences were held at the University of Kentucky and the four teachers' colleges. Several hundred school administrators were in attendance at these conferences. The importance of preparing and living within a school budget, desirable economies in instructional service, practical economies in the maintenance and operation of school plant, and economies possible in the general administration of the schools were stressed at these meetings.

In April, 1933, a more comprehensive list of suggested economies was prepared than the one prepared the preceding year. This statement dealt with preparation of the budget, economic buying practices, economies in instruction, economies in the operation and maintenance of plant, economies in school housing, and miscellaneous economies.

As pointed out above, the State Department of Education has put forth every effort to guarantee to the taxpayers that dollars spent on education shall receive maximum return. The rigorous insistence on the practices of economies as briefly outlined in this report is evidence of the attitude of the State Department of Education on this question.

The Functional Reorganization of the State Department of Education

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:

1. 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.
2. Division of Statistics, School Records and Reports.
3. Division of Inspection and Accounting.
4. Division of Certification and Examination.
5. Division of Rural School Supervision.
6. Division of High School Supervision.
7. Division of Negro Education.
8. Division of Vocational Education.
9. 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:

1. Division of Vocational Rehabilitation.*
2. Division of School Buildings and Grounds.
3. Division of Research.
4. Division of Finance.
5. Division of Teacher Training.
6. Division of Public Relations.
7. 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:

- I. 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.
- II. 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.
- III. 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 sur-

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

veys and the supplying of technical statistical advice and scientific direction on research projects carried out by members of the Department.

Under "B", there are two general functions:

- I. 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.

- II. 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

- I. Superintendent of Public Instruction and Assistant Superintendent.

- II. Division of Public Relations.
 - III. 1. Division of Research.
 - 2. Division of Statistics, School Records and Reports.
- B. Special Advisory and Supervisory Services
- I. Educational.
 - 1. 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.*
 - f. Division of School Buildings and Grounds.
 - g. Division of School Library Service (added July 1, 1933).
 - 2. Teachers.
 - a. Division of Teacher Training.
 - b. Division of Certification and Examination.
 - II. Financial.
 - 1. Division of Finance.
 - 2. Division of Inspection and Accounting.

Extracts from Biennial Report Ending June 30, 1935

Research Activities

Although the bulk of the work of the Kentucky Educational Commission was completed during the preceding biennium, there remained the task of editing the Report and other work incidental to its preparation for the printer and its subsequent distribution. The Report of the Kentucky Educational Commission was published as Bulletin Number 8, Volume I, of the Educational Bulletin for October, 1933.

The preparation of the New School Code took place in the fall of 1933. This work represented the translation of the major recommendations of the Commission into proposed legislation, as well as the revision, simplification, and rewording of many of the sections carried over from the old codes. Assistance was rendered on the Code by other Divisions and by the Bureau of School Service of the University of Kentucky, but formal responsibility for the work rested with the Division of Research. Educational Bulletin Number 11 of Volume I for January, 1934, contains the "School Code Submitted to the Kentucky General Assembly Session, 1934." The New Code as adopted by the General Assembly in March, 1934, was published as "Kentucky Common School Laws" in Number 4 of Volume II of the Educational Bulletin for June, 1934.

The New School Code greatly increased the responsibilities of the New State Board of Education. On July 30, 1934, the Director of the Division of Research was elected to serve as Secretary of the State Board. A large part of the work of setting up the machinery for carrying out the provisions of the Code cleared through the Division.

In December, 1933, the Director of Research was asked to serve on

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

an advisory committee of the Tennessee Valley Authority in planning and directing certain CWA-TVA projects. Actual responsibility was assumed for the direction of some of these projects in the Kentucky State Department of Education. Approximately thirty previously unemployed persons were used in the work of assembling data for these projects during December, 1933, and the first four months of 1934. The projects under the immediate supervision of the Division of Research included the following:

- (1) Collection and Management of School Funds and the Relation of the Handling of School and Other Governmental Funds.
- (2) Development and Present Status of Library Service in Kentucky Schools.
- (3) Influence of Court of Appeals' Decisions and Attorney General's Opinions upon the School Law of Kentucky.
- (4) School Costs in Kentucky.

A series of studies having to do with the handling of school funds in Kentucky was made through the Division of Research and brought together in a report entitled "Protecting Public School Funds in Kentucky." This report was published as the June, 1935, Bulletin of the Bureau of School Service of the University of Kentucky. The bulletin contains some 216 pages, including appendices. This study shows that Kentucky school districts have done a better job in protecting the school funds during the past three years than those of practically any other state in the Union.

National Program for Federal Emergency Aid to Education

The Superintendent of Public Instruction of Kentucky was drafted as Chairman of the National Committee for Federal Emergency Aid to Education in the school year 1933-34. 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.

Important Legislative Measures Passed by the General Assembly During the
1932 Session

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 distraining of property for graded school taxes;
11. An Act providing for the election of the county school superintendent by popular vote;
12. An Act providing for the appointment of county school superintendents in counties having cities of the first or second class;
13. An Act providing for the election of three subdistrict trustees;
14. An Act extending the right of suffrage to students attending colleges in the State;
15. An Act providing for compensation for county court clerks for preparing school tax bills in cities of the fourth class.

School Measures at the 1934 Session

1. The New School Code.

H. W. PETERS—1936-40

Since Superintendent Peters has been in office only two years, the information contained herein concerns the educational development during the first two years of his term of office as Superintendent of Public Instruction for the Commonwealth.

A Study of Local School Units in Kentucky—

In February, 1936, Superintendent Peters secured from the Federal Office of Education of the United States, through its Commissioner, Mr. J. W. Studebaker, an appropriation of approximately \$65,000 to be used in a study of local school units in Kentucky. This study required above eighteen months for completion. The staff members of the State Department of Education, professors of school administration from the University of Kentucky and other state institutions of higher learning, and school leaders throughout the State were engaged on the 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 minimum 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.

It is felt that the study of local school units in Kentucky has done much toward the stimulation of local school officials and citizens to study the existing school conditions in their respective districts throughout the entire state, and to the planning of a more desirable educational program for the future. It appears further that this study has made the public "school conscious", and that much good will result both through the reorganization of school attendance areas and school administrative units, and from the state more nearly carrying out the mandate of the State Constitution to "provide for an efficient system of common schools throughout the state".

Important Legislative Measures

Passed at the 1936 and 1938 Regular and Extraordinary Sessions of the General Assembly

1. An Act providing state aid for education for students pursuing certain courses of study in educational institutions outside of the State for whom no such courses are provided in educational institutions of the State.

2. Independent districts may contract for the eleventh and twelfth grade school service for white children, and for the colored children they may provide a school or contract for all the high school service.

3. An Act providing teacher retirement for teachers of cities of the third class.

4. An Act providing for certification of property in annexed territory to the annexing authority.

5. An Act relating to the government of Teachers Colleges and powers of Boards of Regents in appointing teachers.

6. An Act providing that traffic must stop when school busses are receiving or discharging passengers.

7. An Act lowering the minimum number of census children to maintain an independent district from 250 to 200.

8. An Act providing per diem for members of county boards of education.

9. An Act giving the State Board of Education authority to renew a certificate that expires on June 30, provided the additional requirements for its renewal have been completed and filed with the Department of Education by the following September.

10. An Act providing 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.

11. An Act changing the name of Kentucky State Industrial College, located at Frankfort, Kentucky, to "Kentucky State College for Negroes" and discontinuing West Kentucky Industrial College, located at Paducah, Kentucky, and establishing "West Kentucky Vocational Training School" in place thereof.

12. An Act establishing the Mayo State Vocational School at Paintsville, Kentucky, and providing for its maintenance and control by the State Board of Education.

13. An Act providing for a State Teacher Retirement System for Classroom Teachers, effective in 1940. No appropriation was provided for putting this Act into operation.

Kentucky Educational Needs

It so happens that the beginning of the third year of Superintendent Peters' term begins the second century of public education in Kentucky. In his first biennial report to the Legislature, he submitted the material listed below as goals for the second century of education in this Commonwealth. These may be found in his report for the first biennium of his term, which ended June 30, 1937. The goals and needs listed therein were submitted to the Legislature at its 1938 General Session.

At the close of his first biennium, Superintendent Peters set the educational needs listed below as goals for the beginning of the second century of education in this Commonwealth. These goals were submitted to the Legislature at its 1938 session in his report for the biennium ending June 30, 1937:

We have witnessed the close of a century of public education. Today we move our goals forward another 100 years and as we contemplate the accomplishments of the past we anticipate the obligations of the future. The problem before the people of Kentucky, which transcends all other problems, is that of education of the present and future citizens of our Commonwealth. As we interpret this problem, it assumes gigantic proportions.

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 adequately 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.

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.

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.

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.

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.

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.

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.

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

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.

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.

Special education to meet the needs of those whom the regularly organized public schools cannot reach must be provided at public expense. Homebound 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.

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.

Immediate Needs

In conclusion, I desire to point out the immediate needs of the schools which should be met at the regular session of the General Assembly of 1938.

1. There should be enacted a state-wide teacher retirement system.
2. 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.
3. Teachers should be guaranteed a minimum salary of \$75.00 per month for a term of 8 months. This requires a per capita of \$15.00.
4. The appropriation for the Superintendent of Public Instruction should be increased from \$60,000 to \$70,000 in order that essential services to the public schools may be maintained.
5. 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.
6. The appropriation for the Division of Teacher Training and Certification should be increased from \$15,000 to \$16,000 to partially replace loss of \$6,500 from the General Education Board, and in order to meet the increased demand for services of this Division.
7. 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.
8. 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.
9. 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.

Part III

TRENDS

- A. The gradual elimination of the one-teacher elementary and small high school for a larger elementary and high school organization.

I. Trend toward larger elementary schools.

- a. The decrease in the number of the smaller schools.

75.8 per cent of schools were one-teacher in 1930.

70.7 per cent of schools were one-teacher in 1935.

- b. The increase in the number of the larger schools.

6.8 per cent of schools were five-teacher or larger in 1930.

11.2 per cent of schools were five-teacher or larger in 1935.

- c. Increase in the number of pupils transported from 2.46 per cent in 1929 to 6.9 per cent in 1935.

- d. Decrease in enrollment in one-teacher county elementary schools.

54 per cent enrolled in one-teacher schools in 1931-32.

49.95 per cent enrolled in one-teacher schools in 1934-35.

- e. Increase in enrollment in larger county elementary schools.

19.03 per cent enrolled in four-teacher or larger schools in 1931-32.

23.85 per cent enrolled in four-teacher or larger schools in 1934-35.

Conclusion.—The future county elementary school will be larger and the number of pupils in this school will increase while the number of pupils in the smaller county elementary schools will decrease.

II. Trend toward larger high schools.

The public is beginning to realize that broad educational advantages in a democracy are necessary to better leadership in government, as well as to a better understanding of "Mr. John Q. Public".

The biggest high school problem facing school administrators in this State is the small high school. Most of these are found in the county school district. The problem is being solved by combining small high schools at strategic centers and furnishing transportation to these centers. This method is proving less expensive than the maintenance of many small high schools and at the same time is enabling boards of education to furnish richer programs of work. The continual improvement of roads will increase the enrollment and size of the present high school. Many boards of education at the present time are planning their bus routes to provide transportation. This method of getting pupils to high school to a very great extent accounts for the great increase in the high school enrollment.

The percentage of small high schools is decreasing as is shown by the table which follows. More and more county boards of education and taxpayers are becoming convinced that small high schools should be regarded as an existing condition rather than a thing to be desired. The curricula and extra curricula offerings of the small

high school are very much limited. The cost of instruction per pupil is higher and the curricula offerings are confined largely to academic, college-preparatory subjects. In addition to these items of weakness in the small high school, one usually finds that the general tone and dignity of the larger high schools are more desirable as are also the opportunities and contacts which stimulate worthwhile social and personal development on the part of students.

TABLE

Enrollment	Number
1937-38	
Below 100	407
100-500	363
500 or above	38
1936-37	
Below 100	424
100-500	351
500 or above	33
1934-35	
Below 100	568
100-500	243
500 or above	22

The following table shows that the number of high schools has gradually increased until the year 1934-35, when they reached the maximum of 849. This number has decreased to 808 in the year 1937-38, largely as the result of the merger of small county high schools into larger high school units.

TABLE

Number of High Schools by Years

1915-16	316
1926-27	695
1934-35	849
1937-38	808

The table following shows that there has been a gradual increase in the enrollment of high schools. In this increase in high school enrollment, one finds an increase that is many times greater than the increase in the state population during the same period. Only one conclusion can be drawn from these figures and that is, that the larger and better high school of today furnishes the boys and girls more nearly the type of instruction they desire than the smaller school has been furnishing.

TABLE

High School Enrollment

1915-16	19,904
1926-27	56,210
1934-35	83,563
1937-38	95,415

As boys and girls of all groups of our population continue in increasing numbers to find their way into high schools, those who administer secondary education will be called upon more and more to provide high school work that will better meet the varying interests, needs, aptitudes, and abilities of those who attend. This calls for, and will continue to call for, greater adaptation of instruction and subject matter courses to the economic and social life of today, as well as to the individual differences of pupils. There is an increasing demand that schools provide such training. This means that subject matter must be introduced into the schools and that teacher-training institutions must train teachers and administrative leadership for such school organization.

In order that these things which are desirable be provided in the modern school, it has been necessary to establish schools with larger enrollment and teaching force. Such schools can provide a broad school program and furnish the specialized teaching force necessary.

B. Better Trained Teachers.

The short history of certification of high school teachers below shows that the teacher training institutions are endeavoring to provide the training necessary for teachers to meet the needs of the students of these larger schools.

High School Certification Law of 1926

It is evident that the certification law of 1926 marked a milestone in the development of certification in Kentucky as two distinctly high school certificates were authorized. These were the provisional high school certificate, issued on the basis of sixty-four semester hours' college work earned in an institution of at least standard junior college rank, not less than twelve of which shall be in education subjects.¹ The standard high school certificate shall be issued on the basis of graduation from a standard four-year college, including at least twelve semester hours of credit in education subjects with practice teaching or satisfactory evidence of two years of successful high school teaching. It shall be issued for four school years and shall be eligible for four years' renewal on presentation of satisfactory evidence of successful teaching experience; and may be extended for life on presentation of credit of twelve additional semester hours of education subjects and satisfactory evidence of three years of successful teaching experience.²

Certificates of Former Issues

No certification laws passed in Kentucky have been retroactive. These laws apply to beginning teachers and to those in training as evidenced by the following quotation: "The validity and tenure of certificates in effect when this act becomes operative shall not be impaired by this act."³

The teacher training programs of the various institutions of

¹ *Laws*, enacted by the 1926 General Assembly, Section 8, p. 24.

² *Kentucky School Laws*, 1926, Section 8, p. 24.

³ *Ibid.*, p. 22.

higher education in Kentucky were based on the above laws until the appearance in 1933 of the report of the Kentucky Educational Commission created by the state legislature of 1932. This Commission made the following statement regarding certificates in Kentucky:

This tabulation shows 14 different types of certificates were in force. Thirteen of this number were in use in both elementary and secondary grades, the single exception being that of the provisional elementary certificate. The study shows that 15.6 per cent of those holding the standard high school certificate, 46.4 per cent of those holding the provisional high school certificate were holding elementary positions. The conditions revealed by these figures prevent the operation of an effective teacher-training program in Kentucky.⁴

Following the recommendation of the Kentucky Educational Commission in 1933 the state legislature in 1934 passed the present law for issuing and renewing certificates for teaching in high schools. This law is not retroactive but applies to all new and prospective high school teachers in the state.

Provisions for Issuing and Renewing Certificates for Teaching in the High Schools in Kentucky, 1936⁵

The Provisional High School Certificate valid for four years shall be issued to a person who meets the general requirements of law and the regulations of the State Board of Education, and files a transcript of standard college credits showing the completion of a curriculum which includes the following courses and minimum standards.

a. Major (minimum of 24 semester hours) and two minors (minimum of 18 semester hours each) or two majors selected from subject fields in the curriculum adopted by the State Board of Education for the public elementary and/or public secondary schools.

b. A core curriculum as follows:

- | | |
|---|---------------|
| 1. English | 12 hours |
| 2. Science, selected from biology, chemistry, general science, geology, physics | 12 hours |
| 3. Health | 2 hours |
| 4. Social sciences, selected from economics, government, history, sociology | 12 hours |
| 5. Mathematics (exclusive of arithmetic) or | 6 hours |
| 6. Foreign language | 6 to 12 hours |
| 7. Physical education | 1 hour |

c. 18 semester hours in education as follows:

- | | |
|--------------------------------------|---------|
| 1. Supervised student teaching | 6 hours |
|--------------------------------------|---------|

⁴ *Report of the Kentucky Educational Commission*, Frankfort, Kentucky: State Department of Education, 1933, p. 103.

⁵ *Regulations for the Issuance and Reissuance of Certificates*, Department of Education, Bulletin No. 12, Vol. IV, pp. 5, 6, 7.

(At least three hours in student teaching shall be done in the secondary schools.)

- 2. Psychology or educational psychology 3 hours
- 3. Elective in secondary education 6 hours
- 4. Elective in education 3 hours
- d. Elective 51 to 65 hours
- Total required 120 to 128, plus degree

The Standard High School Certificate may be extended for life upon three years' teaching experience during the life of the certificate. If the holder fails to meet the requirements for life extension before the certificate expires, the certificate may be reissued or renewed for five years upon two years' teaching experience during the life of the certificate, or upon 6 semester hours of additional work of graduate grade for each of the two years he failed to teach upon the certificate.

Provisions for Issuing and Renewing Certificates in Administration and Supervision

*The Provisional Certificate in Administration and Supervision valid for four years shall be issued to a person who has fulfilled the requirements of law and the general regulations of the State Board of Education, who has had a minimum of two years' successful teaching experience, who has completed a four-year curriculum for the training of elementary or high school teachers as approved by the State Board of Education, and who presents a transcript of standard college credits showing the completion of the following courses in education:

- a. Courses in administration and supervision 6 hours
- b. Courses in elementary education 6 hours
- c. Supervised student teaching 6 hours
- d. Courses in secondary education 6 hours

The Provisional Certificate in Administration and Supervision valid for four years shall be issued to a person who holds a standard certificate in Administration and Supervision issued under the laws of 1932, provided that the holder makes application and presents a transcript of standard college credits upon which the certificate-to-be-converted was issued.

The Provisional Certificate of Administration and Supervision may be renewed after four years upon 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 since issuance or last renewal. If the holder fails to have the three years' experience during the life of the certificate, the certificate may be reissued or renewed upon 6 semester hours of standard college or university work of graduate grade for each year of experience he fails to obtain.

* Note.—The Provisional Certificate in Administration and Supervision is valid for holding the position of teacher, principal, supervisor and/or superintendent in the public secondary schools.

This material shows that certification of teachers in Kentucky has passed through many stages of development in the eighty-six years of its existence. Beginning as certification did in 1851 with examination on an oral basis and confined to county limits, it gradually emerged to a status where the examination was written, then based on college credits, and finally to the present stage of centralization in the office of the State Department of Education, based wholly on work pursued in standard colleges and universities, state-wide in scope, and confined wholly to elementary or secondary levels.

***A Provisional High School Certificate** valid for four years shall be issued to a person who meets the requirements of law and general regulations of the State Board of Education and files a transcript of standard college credits showing the completion for a Smith-Hughes teacher of Agriculture or Home Economics, who holds at least a Baccalaureate degree, who has met the education requirements set by the Council on Public Higher Education and approved by the State Board of Education as follows:

- a. Supervised Student Teaching 6 hours
(At least three hours in student teaching shall be done in the secondary school.)
- b. Psychology or educational psychology 3 hours
- c. Elective in secondary education 6 hours

A Provisional High School Certificate valid for four years shall be issued to a person who meets the requirements of law and general regulations of the State Board of Education and files a transcript of standard college credits showing that he has met the requirements for a Baccalaureate degree in music or music education and the requirements set by the Council on Public Higher Education and approved by the State Board of Education as follows:

- a. Supervised Student Teaching 6 hours
(At least three hours in student teaching shall be done in the secondary school.)
- b. Psychology or educational psychology 3 hours
- c. Elective in secondary education 6 hours
- d. Elective in education 3 hours

The **Provisional High School Certificate** may be renewed every four years after three years' teaching experience, or upon presentation of one-half year of standard college or university work of graduate grade, earned since issuance of last renewal of the certificate. If the holder fails to teach the three years required for renewal or reissuance, the certificate may be renewed or reissued upon 6 semester hours of standard college or university work of graduate grade for each year he fails to teach upon the certificate.

* Note.—The Provisional High School Certificate is valid for teaching only in the high school.

Subject-Fields in which majors with a minimum of 24 semester hours each may be chosen by applicants for High School Certificates:

Agriculture	History and Political Science
Art	Home Economics
Biology	Industrial Arts
Chemistry	Latin
Commerce	Library Science
Economics and Sociology	Mathematics
English	Music
French	Physical Education
Geography and Geology	Physics
German	Social Science
History	Spanish

Subject-Fields in which minors with a minimum of 18 semester hours each may be chosen by applicants for High School Certificates:

Physical Education	English
Agriculture	French
Art	Geography and Geology
Biology	German
Chemistry	History
Commerce	Home Economics
Economics and Sociology	Music
Industrial Arts	History and Physical Science
Latin	Physics
Library Science	Spanish
Mathematics	Geology
Journalism	Political Science
Dramatics	Speech

*The Standard High School Certificate valid for five years shall be issued to a person who meets the requirements of law and general regulations of the State Board of Education and files a transcript of credits showing the completion of the four-year curriculum for the training of high school teachers as prescribed by the Council on Public Higher Education and approved by the State Board of Education, and who, in addition thereto, completes the requirements for a Master's degree in a standard graduate school.

C. More transportation of school pupils.

I. This is shown by the fact that

In 1929-30 there were transported 2.46 per cent of enrollment;

In 1934-35 there were transported 6.9 per cent of enrollment.

II. Better roads enable rural sections to provide similar school organization which is provided in the thickly populated communities in the state.

III. In the larger trained schools are found

a. Better trained teachers,

* Note.—The Standard High School Certificate is valid for teaching only in the high school.

- b. Greater variety of curricular and extra-curricular offerings, and
- c. The graduates of these school organizations in most instances are better adapted to the present social order.

IV. The school laws permit boards of education to consolidate schools, subdistricts, parts of subdistricts, or transfer pupils when in their opinion it is necessary for the best educational interest of the people concerned.

D. Fewer and Larger Administrative Units.

I. Facts.

- a. A study of all facts available over a period of years concerning the **size** and **number** of administrative units indicates clearly that the trend in this connection is toward fewer local administrative units and they will be larger in size. The trend is definitely toward a **larger** independent district and a county unit system of schools.

TABLE
Number and Type of Administrative Units by Intervals, 1920-1936

Year	Number Independent Units	Number County Units	Total Number Units	Decrease	
				No.	Per Cent
1920	347	120	467	----	-----
1925	313	120	433	34	7.3
1930	268	120	388	45	10.4
1935	191	120	311	77	19.8
1936	161	120	281	30	9.6
1938	151	120	271	10	3.2

- b. A study of the biennial reports of the Superintendents of Public Instruction, beginning in 1838 and extending to the present, reveals some very interesting facts concerning school administrative units.
 1. In 1900 there were 119 counties in the state which had 7,264 white school districts and 1,066 colored school districts. During this year only 571 white school districts and 91 colored school districts operated for more than five months. In addition to the above mentioned school districts there were 102 graded common school districts for white and 5 for colored people. There were 23 city school districts.
 2. In 1910 the situation was changed a bit because of the county school district law passed in 1908. This law provided that the county outside of the city and independent graded districts would constitute the county school district. At this time there were 514 educational divisions, 6,923 subdistricts, 299 graded school districts, and 29 city

districts. In the graded school districts and the sub-districts of the various counties only 759 schools had more than a six months' term.

3. In 1924 there were three types of school districts in existence in the state; the city school district, the independent graded district, and the county school district. There were 120 county school districts, 254 independent graded school districts, and 50 city school districts.
4. In 1920 there was a total of 467 school administrative units as compared with 271 now, March 1, 1938.
5. The present school law permits the merger of two or more contiguous school districts. This enables boards of education to put into effect the merger of such districts as seem to be advisable in order to provide a desirable educational program.

II. Significance of these facts.

- a. A study of these facts concerning the size and number of school administrative units indicates that the trend is toward fewer and larger administrative units. The trend is definitely toward a larger independent school district and the county unit system of schools.
- b. The typical county school district contains from 250 to 500 square miles in area and has an enrollment of from 2,000 to 3,000 pupils and the typical independent district embraces an area of from six to ten miles and has an enrollment of from 400 to 500 pupils. Approximately seventy independent school districts employ fewer than fourteen teachers and thus do not meet the minimum standards as to teaching personnel as set up in this study. There is a wide variation in wealth between school districts of the same type, as well as between types; the independent school districts, in general, being the wealthier. Forty-four county school districts and nineteen independent school districts have less than \$1,000 in assessable wealth back of each child on the census.
- c. This brief summary is sufficient to show that there are still a number of independent school districts which in themselves are too small to operate a desirable school program and which should merge with their respective counties. It further shows that due to the great variation in wealth between the different school districts of the state, the present inequalities cannot be eliminated and a minimum desirable school program offered to all the children of the state unless the state itself assumes the major portion of the financing of such a program.
- e. Increase in state support and less local support.
The gradual elimination of the small inefficient school district, together with the great differences in taxable wealth, indicates that desirable educational facilities can be furnished only by an increase in state support of education. Public education

should become more and more a state responsibility. As the state assumes more support of public education, it should require more efficient and economical methods of administration and supervision from local school districts before they can participate in state aid. If the entire state is to be taxed to provide a desirable school program for all of the children, it must insist that an efficient system of schools be operated in every school district. State school funds should not be used to perpetuate present existing inefficiencies in our school organization. State support cannot be justified if this is done. Increased state support must be accompanied by a definite plan of reorganization of local attendance areas and administrative units in order to insure a desirable school program for all of the children of the state. Such a plan should be adopted by all local boards of education before they are permitted to share in state monies. At present it is generally recognized throughout the state that public education is a state function. This position has been taken more and more during recent years.

That this view is becoming more general is indicated by the fact that the state school fund has gradually grown until at the present time the state per capita is the largest in the history of the state.

A study of local school units conducted in 1936-37 shows clearly the additional amount which the state must provide if the minimum desirable program set out in the study is made possible for local school districts. It is the responsibility of the state to see that a minimum school program is made possible for every section of the Commonwealth. The facts presented herewith showing the inequalities of taxable wealth and income indicates that this is the only feasible way of providing a desirable educational program.

An examination of the table below will show that the amount of state support for public education increased from 28 to 39 per cent of the total cost of education in the decade from 1925 to 1935. The amount actually appropriated by the state almost doubled in this period, whereas, the amount received from local support remained almost the same. The data in this table indicate a definite trend toward a state supported school program.

TABLE
Amount and Per Cent of School Revenues Received from Federal, State, and Local Sources in Kentucky by Intervals from 1924-25 to 1934-35

Amount	1924-25	1928-29	1929-30	1932-34	1934-35
Federal _____	*	*	\$ 175,000.00	\$ 150,266.81	\$ 215,471.69
State _____	\$ 4,652,299.35	\$ 6,886,871.30	5,565,503.44	4,080,125.03	8,396,274.06
Local _____	11,798,353.10	14,778,432.91	15,297,155.06	13,098,533.34	13,146,759.57
PER CENT					
Federal _____	*	*	0.84	0.9	1.0
State _____	26.28	31.78	26.45	23.5	39.
Local _____	71.72	68.22	72.71	75.6	60.

f. Larger and Better Equipped School Buildings.

In the biennium ending June 30, 1937, \$11,805,511 was invested in new school buildings in the improvement of existing plants in Kentucky. Only a relatively small amount of this, approximately \$450,000 was expended on small schools ranging from one to three teachers in size, thus nearly 96 per cent of the investment in new buildings and improvements during the past biennium was in the larger buildings.

