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Commonwealth of Kentucky • EDUCATIONAL BULLETIN

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THE OUTLOOK FOR 1934-35

JAMES H. RICHMOND,
Superintendent Public Instruction

A year ago we were just going into what many of us thought would be one of the darkest years in Kentucky's school history. Time revealed this prediction to be correct for, indeed, the year 1933-34 will long be remembered as the low mark of the educational crisis in our state. Much has happened, however, during the past six months to encourage us. In fact, probably no other state is in as good a position today as Kentucky to begin the necessary reconstruction to put education and the rights of the children on a firmer foundation. We have weathered the storm. A firm legal basis and a reasonably adequate financial basis for the next two years have been provided for our public schools. No other state can boast as much constructive school legislation, in recent years, as was enacted by our 1934 General Assembly in regular and special sessions.

We face the new year with hope and optimism, whereas the legislatures of practically all of our sister states will be concerned with fundamental school reorganization and school finance problems this year. Kentucky has blazed the trail for educational reconstruction. Requests concerning our school reorganization program have come from practically every state.

Our schools face the future relatively free from debt, and it is to the lasting credit of our school administrators that school debts have actually decreased during the past few years.

The increase of the Common School Fund makes possible the best opportunity we have had for equalizing educational opportunities, though it is quite true that we should redouble our efforts for a special equalizing fund. A special equalizing fund with an \$18 or \$20 per capita would go a long way toward affording the schools the measure of financial support to which they are entitled.

While it appears from present indications that some five and one-half million dollars less money will be spent on education in Kentucky this year than was spent in 1930-31, many of the poorer districts, where the need is greatest, will have more money than they had in 1930-31. The teachers in these poorer districts will come nearer to receiving a living wage than they have in recent years but many of them will still receive salaries ranging between forty-five and sixty dollars a month for seven months.

We have made great progress within the past year. We face a new day for our children; but much remains to be done. We have shown the value of cooperation through our united support of the Kentucky Educational Commission and the Interpretation Committee of the Kentucky Education Association. It is our responsibility now, through similar cooperative activities, to hold our gains and to continue to go forward. Only in this way can we insure the educational rights of every child in our Commonwealth.

THE STATUS OF FINANCIAL SUPPORT FOR KENTUCKY SCHOOLS

R. K. SALYERS,

Executive Secretary, Interpretation Committee of K. E. A.

In the budget bill enacted at the 1934 special session of the General Assembly and signed by the Governor, there is appropriated to the Common School Fund the sum of \$8,367,500 for each of the years 1934-35 and 1935-36. This will make possible a per capita of approximately \$11.60 for 1934-35. The per capita may be slightly less during 1935-36 because of an expected increase in the school census.

The budget bill also provides for a further appropriation of \$785,000 to pay the salaries due teachers under the invalidated Equalization Fund Act. In the event this is declared unconstitutional, one-half of the sum will go into the Common School Fund during 1934-35 and the other half during 1935-36, thus making possible a per capita of about \$12 for each year.

In its report, the Kentucky Educational Commission analyzed Kentucky's system of financing public education and stated that "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." The Department of Education, the Kentucky Education Association and other organizations asked the General Assembly to provide a per capita of \$12 during each of the next two years in order that Kentucky schools might provide the service which the public has a right to expect. This request was based on a complete and careful study of the situation but since the per capita had never been more than \$10.25, and last year was only \$6, many persons were led to believe that in recommending a \$12 per capita, school leaders were asking for more revenue than has ever been devoted to the public school system.

Two-thirds of the children of school age in Kentucky reside in the 120 county school districts. Recently a study was made to determine what a \$12 per capita would mean to these districts in terms of financial support for 1934-35 as compared with previous years. Information was compiled from the Biennial Reports of the Superintendent of Public Instruction for 1930-31 and 1931-32, and from county budgets for 1930-31, 1931-32 and 1933-34. Estimated revenues for 1934-35 were based on the 1933-34 local funds and school census, and a per capita of \$12. The results of this study show the wisdom of the General Assembly in increasing the state per capita to approximately this sum.

Seventy-six counties would have less money available during the present year with a \$12 per capita than they had in 1930-31 with a

per capita of \$8.75. Forty-six counties would have less money than they had in 1931-32.

This situation has been brought about by a sharp decrease in assessed valuation of local property taxable for school purposes and by mounting tax delinquencies in the various districts. It is a well known fact that assessments have declined in all parts of the state but few persons realize how rapid this decline has been. Reductions in assessments of real estate in the various counties during the period from 1930-31 to 1933-34 have ranged from a small percentage in a few counties to more than fifty per cent in others.) This has resulted in a corresponding decrease in the local revenue. In Hopkins County, for example, the assessed valuation of local property dropped from approximately \$13,000,000 in 1930-31 to approximately \$6,500,000 in 1933-34, a reduction of fifty per cent. The assessed valuation of Bourbon County declined from \$23,600,000 in 1930-31 to \$15,000,000 in 1933-34. In Bell County, the assessed valuation was \$6,000,000 in 1930-31 and \$3,500,000 in 1933-34. The situation in these counties located in Western, Central, and Eastern Kentucky, respectively, existed to a greater or less degree in practically every county in the state, with the result that local school revenues steadily declined, even though the tax rates in most counties were maintained or increased.)

This shrinkage in the ability of the various county districts to support their educational programs made imperative an increased contribution by the state if school doors were to be kept open.

For the state as a whole, the \$12 per capita, supplemented by local taxation, would result in a total revenue for the common schools of approximately \$20,400,000, which is approximately \$5,500,000 less than was available during the school year 1930-31. Even during that year, Kentucky stood fortieth among the states in combined educational ranking, forty-first in average teachers' salaries, and forty-seventh in value of school property.

It must be remembered, moreover, that in comparing the cost of education in a district over a period of years, figures showing the total funds available do not tell the whole story. In most of the districts, while revenue from local taxation was falling off and while the state per capita was declining by one-third, the school census was increasing, thus making available fewer dollars for the education of each child.

It can be seen readily that an increase in the per capita was needed to offset partially the reduction in local revenues. Perhaps the most important result of the increase in the state per capita, however, is not its effect upon the total sum available for education in the state but rather its tendency to smooth out inequalities in educational opportunity.

In the report of the Educational Commission, charts were presented to show that even though the total expenditures remained the same, an increase in the contribution made by the state and a cor-

responding decrease in local revenues result in equalizing opportunities and in raising the level of the educational program. With the \$12 per capita, 44 counties would have more money for schools during the present year than they had in 1930-31, and 74 counties would have more than they had in 1931-32. Almost without exception, however, those counties which will enjoy substantial increases in revenue are the ones which even during the most prosperous periods have been unable to maintain an adequate educational program. During the present year, no county district will have available less than approximately \$15 per child, whereas in the comparatively prosperous year of 1930-31, some districts had only \$13 per child, and last year some had as little as \$9 per child.

The importance of an increased state per capita as an equalizing factor is shown when comparisons are made of financial support in the various counties. A single illustration will suffice. During 1933-34, the minimum levy of 25c produced in Woodford County about \$34 per child in local revenue while the maximum rate of 75c produced in Wolfe County about \$3 per child—a ratio of 11 to 1. For the present year, with a per capita of \$12, Woodford County would have about \$46 per child while Wolfe County would have \$15—a ratio of only 3 to 1. From the facts compiled in this study of the county districts, which have been mimeographed and sent to school administrators, certain definite conclusions may be drawn.

1. Even with a \$12 per capita, nearly two-thirds of the counties would have less for education than they had in 1930-31, while more than one-third would have less than was available in 1931-32.
2. Those counties which will enjoy substantial increases in the total funds available for school purposes are those which, even during prosperous years, have been unable to finance an acceptable minimum school program. The \$12 per capita would, therefore, tend to equalize educational opportunities throughout the state.
3. A larger contribution by the state has been made necessary by (a) rapidly decreasing assessments, (b) mounting tax delinquencies, (c) the inability of one-third of our counties to finance an adequate educational program, and (d) a steady increase in the number of children of school age.

During the past few months much has been done to inform the public of the school situation and of the need for increased state support. The constructive legislation enacted by the 1934 General Assembly, during the regular and special sessions, is a result of this increased interest on the part of the people.

The increase in the per capita to approximately \$12 is an important step forward in providing an adequate system of financial support for Kentucky schools. As soon as the need for relief funds becomes less urgent, the per capita should be increased to \$16 or more; indeed, one eminent national authority on school finance has stated that a \$20 per capita in Kentucky would be highly desirable and would not be excessive.

It is imperative, therefore, that the people be given an opportunity during the next two years to become familiar with the reasons for and the advantages of, a \$12 per capita. Superintendents, board members, and teachers should study again the material in Chapter 10 of the *Report of the Educational Commission* and also the *November, 1933 issue of the Educational Bulletin (Volume I, No. 9.)* They should likewise become familiar with the figures on the local situation and especially the funds available during the present year as compared with previous years. Armed with these facts and figures, they can go to the people of their communities and show them that, while the \$12 per capita was necessary to preserve the schools during the present emergency, it is likewise an important step toward a satisfactory and up-to-date system of state school support.

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WHAT THE NEW SCHOOL CODE MEANS TO THE CLASSROOM TEACHER

W. P. KING,

Executive Secretary, Kentucky Education Association

The new School Code simplifies, unifies, and clarifies the laws which are the basis of the whole school system. It makes possible better schools, more efficiently and economically operated. Since it benefits the whole educational system of Kentucky, it benefits all who are a part of it.

It is advantageous to the children for whom the schools are maintained, to the taxpayer who must pay for the schools, and to the superintendents and teachers who must operate them. It will therefore tend to bring about a better understanding and a more sympathetic attitude on the part of the public toward the schools.

There is set up a State Board of Education to be composed ultimately of seven laymen and the Superintendent of Public Instruction as chairman. This State Board has under its jurisdiction, the management and control of the common schools. Formerly many minor points concerning the administration of the schools were fixed by statute; these could only be changed every two years and were therefore not up-to-date and sometimes were not based on the best educational practice.

The new Code sets up the framework and empowers the State Board of Education to issue rules and regulations concerning these minor points. This tends to keep administrative practices up-to-date and brings about a certain amount of flexibility in the school organization.

The Code provides for two types of districts—county districts and independent districts, both having practically the same type of organization and governed by the same regulations. Many points of the new law with respect to district organization have been revised so as to afford greater protection to the teaching personnel.

Although in the county districts there is still one sub-district trustee who is vested with authority to recommend a teacher, many restrictions have been imposed which will tend to protect worthy teachers from many of the unfair and unethical practices which were so prevalent under the old system.

The county board of education is given authority to change the boundaries of sub-districts or to discontinue sub-districts or transfer children so that it will be possible to reorganize many county systems and give a better distribution of the teaching load.

The new financial system, inaugurated by the State Department of Education together with provision in the Code relating to the collection and management of school funds will tend to promote better

business practices and help teachers to receive their salaries when due. Strict supervision of budgets will help to correct the expenditure of funds in excess of income which frequently results in the necessity of withholding teachers' salaries.

Under the Code, the Superintendent of Public Instruction has supervision of specifications for the erection and remodeling of school buildings. This should result in much better housing for pupils and do away with many ill-designed and carelessly built schools. A properly designed, comfortable school makes teaching easier and saves the health of both teacher and pupils.

There is one phase of the new Code which has received little publicity but which is of great significance to the classroom teacher. That is the section referring to compulsory attendance.

The new Code not only clarifies and "tightens up" the compulsory attendance laws thus eliminating disputes as to the responsibility of the parent and the teacher, but it also provides for the employment of attendance officers by the various districts. These attendance officers are not to be thought of as the old time "truant officer" but are to be the connecting link between the school and the home. These officers will assist teachers in properly maintaining their pupil record, will investigate cause of non-attendance, and seek to remove the cause. If there is proper cooperation between the attendance officer and the teacher this provision of the new Code will do much to eliminate some of the most troublesome problems which face the teacher.

The new Code protects the teacher in her job by setting up higher standards for the certification of school employees. Many who make teaching their life work fail to realize how essential it is to protect a profession from those who seek to use it for temporary gain. Professions such as medicine, dentistry, and law recognized long ago the need of highest standards both for the protection of the public and of the profession, and have established rigid training requirements. When teachers realize that the difficulty in securing training to meet high standards is of little importance when compared with the protection afforded the children, the public, and the teacher, they will gladly accept and vigorously work for these higher standards.

When the certification section of the new Code goes into effect September 1, 1935, the lowest type certification will be based on a curriculum of two years of training in a standard college or University and each certificate must show, on its face, the curriculum the holder has completed for its issuance. Certainly two years is little enough time to spend in preparing for the high calling of teaching. The higher teaching standards are set, the more difficult it will be for incompetent persons to secure teaching positions through favoritism and political manipulation.

Article 8 of the new School Code refers directly to the duties and responsibilities of teachers and every teacher should secure a copy of the new law and read this section. It requires that certificates shall

be filed, compels teachers to enforce the course of study, gives them authority over pupils' conduct and requires them to keep adequate records and make such reports as may be necessary. It also provides a penalty for abuse of the teacher by parent or guardian, exempts them from jury service and provides that the salary of any teacher or other school employee shall not be subject to any action of attachment or garnishment.

Teachers are vitally concerned with the creation of the Council on Public Higher Education provided for in the Code. This Council will coordinate the work and determine the curricula offerings of the five public institutions of higher learning in Kentucky and will thus bring about standardization with respect to teacher training.

Of no little importance to teachers is that section of the Code which provides that the minimum school term shall be not less than seven months and may be extended by the Superintendent of Public Instruction, upon approval of the State Board of Education, to eight, nine, or ten months when financial resources are available.

The Code also provides that no part of the common school fund shall be used for any other purpose than the payment of teachers of the common schools. It provides further that each school district shall pay its teachers according to a salary schedule which shall include training, quality of service, experience and such other items as the State Board of Education may approve. All the state per capita and one-half of the revenue received from local taxation are to be used for the payment of the teachers' salaries until a minimum of \$75 per month has been reached.

The School Code does not contain any revenue measure but the special session of the General Assembly has enacted school legislation of vast importance to Kentucky teachers. In the Budget Bill it included an appropriation sufficient to provide for a per capita of about \$11.60 and also appropriated some \$750,000 to pay the money due teachers under the old Equalization Act. In the event this is declared unconstitutional, this money will revert to the common school fund and still further increase the per capita. The legislature also appropriated \$500,000 annually for the purchase of textbooks.

The legislation enacted during the regular and special sessions of the General Assembly has advanced Kentucky schools a generation. The new Code is a great advance but it must be continually improved, and, above all, must be interpreted to the public. If Kentucky teachers will do their best to adjust their schools to the workings of the Code and to adjust the thinking of their respective communities to modern educational practices, they will be working in the interest of the children which is their first obligation, in the interest of the public which is their second obligation, and, at the same time, will be protecting their own interests.

TESTS FOR THE SCHOOL LIBRARY

RUTH THEOBALD,

Director of Public School Library Service

1. Is your librarian technically trained for her work?
2. Is she a good library housekeeper?
3. Does she cooperate with other library agencies?
4. Do your pupils enjoy using the library? Is the room so inviting that they wish to come again?
5. Do your pupils use the public library, if there is one in the community?
6. What is the present condition of your school library collection?
 - a. Do some books need mending?
 - b. Do some books need discarding?
 - c. Do some books discarded need replacing?
 - d. Is a list of books which should be replaced being kept?
7. Is there a balanced collection for each grade in the elementary school (e. g. History, geography, nature, science, health, civics, poetry, biography, art, music, etc.)?
8. Is there a balanced collection for each subject in the high school?
9. Is each title for prospective purchase selected because it is good for some purpose or merely because it may be a good book?
10. Is there a standard Accession Record for the elementary and high school books separately?
11. Have the books been classified by the Dewey Decimal System and marked?
12. Is there a card shelf list or a card author list of all the school library books?
13. Is each book which is to be loaned equipped with a pocket and card? Is the card with the borrower's name on it retained at the school when the book is loaned?
14. Do you keep a record of the circulation of the library books (the number of times each is loaned), so that you have accurate information concerning the home use of your library?

"The library is the universal laboratory of the school. It is the gateway to the heritage of the past; it provides the horizon for the future. A school, if it is to guide those who enter its doors, must be built about the library. It is the one minimum essential for learning. It is necessary, therefore, as we plan for educational development, to give much greater attention than heretofore to the growth and effectiveness of the school library. A school without a library is as a river bed without running water."

WALTER D. COCKING,

State Commissioner of Education, Tennessee.

DEFECTIVE SCHOOL ADMINISTRATION PENALIZES PUPILS, TEACHERS, AND TAXPAYERS

W. C. BELL,

Director Public Relations

An article of the same title appeared in the Educational Bulletin of April, 1934. It revealed, by analysis of enrollment in the elementary schools, reported in the early part of the school year by 60 county superintendents, amazing unfairness to pupils, teachers, and taxpayers—the product of defective school administration. It is very apparent from the analysis of information given in this article that the efficiency of pupil activities, teacher service, and school service in general, including the disbursement of school finances, is seriously impaired—that defective school administration is responsible for excessive pupil costs in many elementary schools and for seriously overcrowded conditions in many other elementary schools. Due to these undesirable situations, it is very doubtful if the teaching service was rendered efficiently or if pupils participated in study or recitation activities in most desirable ways. It is concluded necessarily that inequitable or unfair teacher loads in the elementary schools during 1933-34 resulted in—

- (1) Unfairness to pupils, dissipating their activities, rendering educational opportunities unequal;
- (2) Unfairness to teachers, impairing effectiveness of service—some enrolled 15, 20, 25 or 30 pupils, others 50, 60, 70 or even more;
- (3) Unfairness in disbursement of school funds—some teachers were paid 30, 35 or 40 dollars per month, others 50, 60, 75 dollars or more.

The general conclusions from this article are that the interests of thousands of elementary pupils are jeopardized in overcrowded classes, that practically impossible situations are imposed upon hundreds of teachers, and that the legality of the expenditure of public school funds is challenged by the maintenance of hundreds of undersized or overcrowded classes. Defective school administration invites a challenge of the earnestness of purpose and the efficiency of service of the State Board of Education, of district boards of education, and of superintendents, principals, and teachers. Unsatisfactory results growing out of such administration cheapen the entire public school program, invite adverse criticism—even from the friends of public education—seriously retard efforts to raise public school funds, and complicate plans to further the best interests and promote the general welfare of the public schools.

The many situations revealed whereby pupils, teachers or taxpayers, or all, are penalized, constitute indisputable reasons why county boards of education should readjust the boundaries of their subdistricts, give more deliberate attention to the development of their educational program, and mature a policy of administration that smacks less of expediency and more of response to official duties.

TABLE I—TABLE SUMMARIZING TABLES

in Article—"Defective School Administration Penalizes Pupils, Teachers, and Taxpayers"—
Department of Education Bulletin, April, 1934

No. of County School Districts	Range of Enrollment											
	1-34			35-49			50-59			60-....		
	No. of Teachers	Pupils Enrolled		No. of Teachers	Pupils Enrolled		No. of Teachers	Pupils Enrolled		No. of Teachers	Pupils	
		Number	Average		Number	Average		Number	Average		Number	Average
60	1,461	36,901	25	One Teacher Schools			267	14,270	53	100	6,734	67
60	854	23,274	27	Two or More Teacher Schools			291	15,504	53	100	6,628	66
Totals for 60 County Sch. Dists.	2,315	60,175	26	1,945	80,063	41	558	29,774	53	200	13,362	67

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Inequitable or unfair distribution of pupils among teachers of the elementary schools is readily seen by reference to this table. It appears that each of the 2,315 teachers who enrolled from "1 to 34" pupils, a total of 60,175, was responsible for the instruction of an average of 26 pupils. This means that each of 1,000 or more of the 2,315 teachers had fewer than 26 pupils; in fact, each of 600 of them enrolled fewer than 20 pupils.

It also appears from this table that each of 1,945 teachers enrolled from "35 to 49" pupils, or an average of 41. This group of 1,945 teachers enrolled a total of 80,063 pupils, or approximately 20,000 more than were enrolled by 2,315 teachers (370 more teachers).

Practically impossible situations arose in many schoolrooms because of overcrowded conditions. These situations confronted 758 teachers, who enrolled 43,136 pupils, an average of approximately 57 each. Necessarily, the results of schoolroom work were seriously impaired. Early in the school term, teachers despaired of approaching ideals set up at the beginning of the school. The activities of the pupils were dissipated; they concluded that they had a "poor" teacher, and either withdrew or attended irregularly. Defective school administration thus is responsible for taxpayers being severely penalized because of the continuance of many hundreds of undersized classes, while 43,136 pupils and 758 teachers were severely penalized by having to work in rooms where 50 to 96 pupils, or an average of 57 to each of the 758 teachers, were enrolled.

The article in the Educational Bulletin of April, 1934, was based upon information carefully tabulated from the reports of 60 county superintendents. It may be predicted safely that a like analysis of the same type of information concerning the 60 remaining counties would disclose many similar situations. The impossible situations in the county elementary schools challenge the most earnest consideration of the school officials; such consideration would assure the development of a more consistent administrative program and a more practical policy of school administration.

For some years, the school law has imposed upon the State Board of Education the responsibility of inspecting public elementary and public high schools and, where at least minimum requirements are met, of approving the programs. In meeting this responsibility, the State Board of Education, through its executive officer—the Superintendent of Public Instruction, has prepared standard forms upon which officials of the various school districts are required to submit information suggested to the State Board of Education. During the school year 1933-34, as during preceding school years, the superintendents of public school districts of the State submitted reports revealing information suggested on the report forms and requested by the State Board of Education.

The article of the April Bulletin was based upon the reports of 60 county school superintendents concerning the programs in their

elementary schools. All superintendents submitted reports concerning the organization and general procedure in their respective high schools. A careful tabulation of certain types of information submitted on these high school organization reports from 629 high schools has been carefully tabulated, organized, and analyzed. The information thus assembled does not include reports from several of the larger high schools, including the Louisville city schools and a number of other high schools where the information was somewhat indefinite. It likewise does not include any information concerning a number of emergency (one-teacher) high schools. The tabulations from 629 high schools, however, give a splendid cross-section study of the high schools of the state. No attempt is made to give an all-inclusive interpretation of the information tabulated. It is developed primarily to reveal the situations resulting from attempts to operate many small high schools and, likewise, many small classes. A class of 5 pupils requires as much of a teacher's time as does a class of 25 pupils; it is five times as expensive.

The information concerning the high schools was first tabulated and organized with reference to the number of teachers employed; for illustration, the information concerning all schools employing 2 teachers each was brought together in a single table; likewise, information concerning schools employing 3 teachers each was brought together in a table. After organizing the information in this fashion, it was found that it would be impossible to include a series of 10 or 15 tables in this Bulletin; hence, a summary of each of the tables is given here as Table II.

TABLE II

Table Showing the Number of Teachers Employed, Pupils Enrolled, and Classes Organized in Six Hundred Twenty-Nine (629) High Schools

School Year 1933-34

For each group, this Table shows that in 186 schools employing 2 teachers each there were a total of 372 teachers and 6,230 pupils; that there were organized 248 classes—1-5 pupils each, 614—6-10 pupils each, 558—11-15 pupils each, 330—16-20 pupils each, 157—21-25 pupils each, 83—26-30 pupils each, 33—31-35 pupils each, 15—over 35; that the total number of classes organized in the 186 two-teacher high schools was 2,038.

Schools Employing—	Number Schools	Number Teachers	Number Pupils	Number of Classes Organized with Reference to Size								Total Classes
				1-5	6-10	11-15	16-20	21-25	26-30	31-35	Over 35	
Two teachers	186	372	6,230	248	*614	558	330	157	83	33	15	2,038
Three teachers	153	459	9,277	93	420	*620	540	325	212	77	35	2,322
Four teachers	93	372	8,458	34	187	388	*400	363	213	131	85	1,801
Five teachers	64	320	7,623	23	122	259	325	*354	233	121	86	1,523
Six teachers	22	132	3,108	5	34	102	120	*132	96	63	48	600
Seven teachers	21	147	3,454	13	62	74	140	*151	117	88	39	684
Eight teachers	30	240	5,330	13	59	138	196	196	*209	119	70	1,000
Nine teachers	12	108	2,562	4	10	46	70	*111	71	63	57	432
Ten teachers	7	70	1,670	1	7	34	53	54	*74	52	10	285
More than ten teachers ..	41	726	18,622	21	107	283	450	704	*897	442	182	3,086
Totals	629	2,946	66,334	455	1,622	2,502	*2,624	2,547	2,205	1,189	627	13,771

Note—The star (*) calls attention to the bracket having the largest number of classes.

It will be seen from a casual reference to Table II that high schools employing 2 teachers each and those employing 4 teachers each, had the same total number of teachers in the service—372.

Schools Employing—	No. Schools	No. Teachers	No. Pupils	No. Classes
Two teachers	186	372	6,230	2,038
Four teachers	93	372	8,458	1,801

Thus, the 372 teachers in schools employing 4 teachers each instructed 2,228 more pupils than were instructed by the same number of teachers in schools employing 2 teachers each. The increased number of pupils was organized into 1,801 classes, thereby saving the organization of 237 (2,038 minus 1,801).

Another reference to Table II suggests very definitely the economy resulting from maintaining larger high schools. The 186 high schools employing 2 teachers each enrolled 6,230 pupils; whereas, the 41 schools employing more than 10 teachers each enrolled three times as many pupils, or 18,622.

Schools Employing—	No. Schools	No. Teachers	No. Pupils	No. Classes
Two teachers	186	372	6,230	2,038
More than ten teachers	41	726	18,622	3,086

Had the 18,622 pupils been organized into classes after the same plan or policy as were the 6,230 pupils in the schools of 2 teachers each, it would have required 6,114 classes (3 times 2,038) instead of 3,086, and 1,116 teachers instead of 726.

Schools Employing—	No. Schools	No. Teachers	No. Pupils	No. Classes
More than ten teachers	41	726	18,622	3,086

If the organization plan used in "two-teacher schools" were followed—				
More than ten teachers	No. Schools	No. Teachers	No. Pupils	No. Classes
More than ten teachers	41	1,116	18,622	6,114

An unlimited number of illustrations may be made from Table II, each pointing very definitely to the desirability—even the necessity—of discontinuing as rapidly as possible many of the high schools employing 2 or 3 teachers. The organization of the larger high school not only assures abundant opportunity for more efficient class organization but it makes possible the providing for many high school activities that cannot be included in the small high school organization.

TABLE III

Table Showing the Lowest, Average, and Highest Number of Pupils per School Enrolled in Six Hundred Twenty-Nine (629) High Schools School Year 1933-34

This Table shows that in 186 schools employing 2 teachers each there were a total of 372 teachers and 6,230 pupils; that the lowest number of pupils enrolled in any school was 12, the average for the group was 34, and the highest number enrolled was 70. Read similarly for other types of high schools.

Schools Employing—	Number Schools	Number Teachers	Number Pupils	No. Enrolled per School Ranged From		
				Low	Ave.	High
Two teachers	186	372	6,230	12	34	70
Three teachers	153	459	9,277	9	60	102
Four teachers	93	372	8,458	30	90	139
Five teachers	64	320	7,623	43	120	181
Six teachers	22	132	3,108	90	131	194
Seven teachers	21	147	3,454	90	165	211
Eight teachers	30	240	5,330	73	177	254
Nine teachers	12	108	2,562	110	213	305
Ten teachers	7	70	1,670	155	238	311
More than ten teachers	41	726	18,622	180	454	1,866
Totals	629	2,946	66,334	9	105	1,866

Table III suggests the wide ranges in enrollment in schools employing the same number of teachers; for illustration, it appears from this table that the enrollment in schools employing 2 teachers each ranges from "12 to 70" pupils with an average of 34. In schools employing 3 teachers each, it ranges from "9 to 102" pupils, the average being 60.

TABLE IV

Table Showing the Total Number of Classes Organized and the Lowest, Average, and Highest Number of Classes Organized per School Six Hundred Twenty-Nine (629) High Schools School Year 1933-34

This Table shows that in 186 schools employing 2 teachers each there were a total of 372 teachers and 6,230 pupils; that the total number of classes organized was 2,038; that the lowest number of classes organized in any school was 7, the average number of classes for the group was 11, and the highest number of classes organized in any school was 16. Read similarly for other types of high schools.

Schools Employing—	Number Schools	Number Teachers	Number Pupils	Number of Classes Organized			
				Total	Low	Ave.	High
Two teachers	186	372	6,230	2,038	7	11	16
Three teachers	153	459	9,277	2,322	9	15	21
Four teachers	93	372	8,458	1,801	14	20	25
Five teachers	64	320	7,623	1,523	17	24	34
Six teachers	22	132	3,108	600	17	28	34
Seven teachers	21	147	3,454	684	20	33	57
Eight teachers	30	240	5,330	1,000	23	33	48
Nine teachers	12	108	2,562	432	30	37	45
Ten teachers	7	70	1,670	285	34	41	51
More than ten teachers	41	726	18,622	3,086	39	75	201
Totals	629	2,946	66,334	13,771	7	22	201

Table IV suggests the range in the number of classes organized in the various high schools; for illustration, it appears from this table that in the 186 schools employing 2 teachers each the pupils were organized so that the range in the number of classes per high school was from "7 to 16" and the average 11. In the 153 schools employing 3 teachers each, the range in the number of classes per high school was "9 to 21", and the average 15.

In reviewing the information presented through these tables, it is very apparent that many high schools are maintained where the teacher load is such as to emphasize the contention frequently heard

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that "the school is maintained that some favorite may have a job". To say the least, the school program that makes possible such situations is not in accord with the general policy of public education; it is not economically sound. It is readily seen from Table II that the number of very small classes, particularly in the small high schools, invites adverse criticism from the taxpaying public; for illustration, in each of 248 of 2,038 classes (12 per cent) organized in two-teacher schools, "1 to 5" pupils per class were enrolled; in each of 862 of these 2,038 classes (42 per cent), the number of pupils enrolled per class ranged from "1 to 10", no class enrollment exceeding 10.

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The toll exacted by "defective school administration" appears to be equally excessive in the elementary and high schools. The analysis of information taken from elementary and high school reports for the school year 1933-34 shows conclusively that in each field an unwarranted number of small schools and small classes were operated, thereby severely penalizing the taxpayer and inviting the caustic criticism of the State Board of Education, district boards of education, superintendents, principals, and teachers. It provokes adverse criticism of the public school program, retards efforts to raise funds to support the public schools, and seriously complicates plans to further their best interests and promote their general welfare.

Primarily, responsibility rests upon the executive officers (superintendents) of school districts. It is a fact, however, that the members of boards of education frequently do not comprehend the problems and responsibilities assumed by accepting such membership; not comprehending, they too often yield to expediency. As a rule, the most insistent problem of the superintendent is that of determining ways and means of keeping his board of education informed as to the conditions prevailing in his school district and the relation of those conditions to the fundamental ideas and ideals of public education.

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As this bulletin goes to press, the Governor announces the appointment of four lay members on the State Board of Education:

MRS. J. FRED PACE, Marrowbone, Ky.

FRED BRESHEAR, Dawson Springs, Ky.

ELLSWORTH REGENSTEIN, Ft. Thomas, Ky.

O. H. POLLARD, Jackson, Ky.

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The following table shows the enrollment in various schools during the year 1901. The enrollment in the public schools of the State was 1,234,567. The enrollment in the private schools was 567,890. The enrollment in the normal schools was 123,456. The enrollment in the agricultural schools was 78,901. The enrollment in the mechanical schools was 45,678. The enrollment in the medical schools was 23,456. The enrollment in the law schools was 12,345. The enrollment in the theological schools was 6,789. The enrollment in the other schools was 3,456.

The following table shows the enrollment in various schools during the year 1902. The enrollment in the public schools of the State was 1,345,678. The enrollment in the private schools was 678,901. The enrollment in the normal schools was 134,567. The enrollment in the agricultural schools was 89,012. The enrollment in the mechanical schools was 56,789. The enrollment in the medical schools was 24,567. The enrollment in the law schools was 13,456. The enrollment in the theological schools was 7,890. The enrollment in the other schools was 4,567.

The following table shows the enrollment in various schools during the year 1903. The enrollment in the public schools of the State was 1,456,789. The enrollment in the private schools was 789,012. The enrollment in the normal schools was 145,678. The enrollment in the agricultural schools was 90,123. The enrollment in the mechanical schools was 67,890. The enrollment in the medical schools was 25,678. The enrollment in the law schools was 14,567. The enrollment in the theological schools was 8,901. The enrollment in the other schools was 5,678.

At the present time the Government is...

W. J. BROWN, Secretary
W. B. BROWN, Treasurer
W. C. BROWN, Secretary
W. D. BROWN, Secretary

President of Kentucky