• Commonwealth of Kentucky •
EDUCATIONAL BULLETIN

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MORE CHILDREN—LESS MONEY

School census estimates for the year 1933-34 indicate that there will be 720,000 children of school age—an increase of some 10,000 over the census of 1932-33. As a result of this increase in the number of children, and a decrease in the amount of money available for the Common School Fund, the per capita for the coming school year will be $6.00 as compared with $7.00 for the year just past, and $9.00 for the school year 1931-32. In other words, there has been a reduction within two years of 33 1/3 per cent in state support of common schools.

Those who are familiar with the school situation in Kentucky know that this decrease in state support, coupled with corresponding reductions in local support, will complicate an already serious condition, and in many rural districts the result will be little short of tragic. Greater inequalities will exist, terms will be shortened, teachers' salaries will reach new "lows," necessary activities will be curtailed, and thousands of children will be denied the educational opportunities to which they are entitled. Although general business conditions are rapidly improving, the schools in Kentucky are facing a crisis. It must be remembered that under Kentucky's present system of tax machinery, the schools are largely supported by levies on real estate; as a result, schools were about two years behind general conditions going into the depression, and they will be even slower in coming out of it. The general improvement will not be immediately reflected in school support; unless action is taken to increase school revenues, they will decline to even lower levels, and the per capita for 1934-35 may be even smaller than that for the school year 1933-34. Kentucky's educational ranking has always been low as compared with the rest of the nation, and the coming year may deal it a blow from which it may take many years to recover.

The report of the Kentucky Educational Commission, now in its final stage, will point out the steps which must be taken to save our schools from irreparable harm. Today's children must be educated today; other things can wait, but the training of the future citizens of this Commonwealth cannot be delayed. It behooves every citizen who is interested in the progress of Kentucky and the welfare of Kentucky's children to study carefully the findings and recommendations of the Commission, and to lend full support to the end that this carefully worked out program may become a reality.

JAMES H. RICHMOND
Superintendent of Public Instruction.

The Case For The Public Schools[1]

By JAMES H. RICHMOND,
Superintendent of Public Instruction.

For nearly four years acute and wide-spread financial distress has afflicted our economic and social life. Our democratic system of government has been threatened with a complete breakdown, but it has survived, nevertheless, because we have maintained the corner-stones upon which every successful democracy has been erected—free speech, free press, and free public schools. This democracy of ours will continue to function in the service of humanity as long as these institutions are respected and preserved.

Undoubtedly, we are now definitely on the road to economic recovery, but we must not become careless through a false sense of security. Grave dangers still confront us; complicated problems yet remain to be solved, fundamental institutions of our civilization are still under malignant attack; the public school, democracy's rarest flower, is being assailed by selfishness and greed. Like an army of termites, the enemies of free public education are boring away. Unless they are exposed and defeated, we may find but the hollow shell of this civilization crumbling about us.

During this period of economic distress, which has brought intense and manifold suffering to people in all walks of life, no agency of government has rendered a better account of its stewardship than the public schools and yet none has been subjected to more bitter attack. At a time when our once respected leaders have been found to have only feet, but whole bodies of clay, and when hysteria has stalked abroad in the land, our public schools have calmly and faithfully carried on. They have been true to their trust.

Why does society, when it gets down on its luck, resort to the destructive practice of picking to pieces those instrumentalities which are most necessary to progress? Why is the public so quick to criticize those service agencies which are the least capable of defending themselves? Why has the attack been centered upon our educational system? Our schools have not failed. Public education is the one business which has paid increasingly large dividends. It is one of the few responsible supports of our government that has measured up in this trying situation. Public education is not responsible for the economic chaos which has existed. It has no preferred list to which favors are dispensed. It has not lured our people into a mystic maze of high finance only to dissipate their fortunes and shatter their hopes. It has not lulled them to sleep with blatant promises of a greater and still greater measure of prosperity. It has not encouraged specula-

[1] Address delivered before the Kentucky Press Association, Mammoth Cave, Ky., June 23, 1933.

tion, indulged in fantastic write-ups and issued shares of stock which represent nothing more than huge patches of blue sky. These are the sins of our industrial and financial leadership, yet the public, angered in its disillusionment, has been directing its wrath against the public schools, in many instances aided and abetted by those very instrumentalities which have brought our people upon these evil days. Not infrequently leaders of our great financial and industrial corporations, in order to deflect criticism from their own incompetent and questionable tactics, have established a smoke-screen for themselves by a direct attack upon our public schools and upon other service agencies. This has been true even in our own state of Kentucky, and against this unfair and unwarranted criticism, the schools must protect themselves. They demand and are entitled to receive a square deal in the court of public opinion.

Schools should not be exempt from legitimate criticism. They believe that every governmental and private enterprise should undergo most careful scrutiny to determine the extent to which its existence is justified by the contribution it is making to our changing economic and social order. They welcome investigation because the balance sheet of education has a clean and enviable record. Our educational leaders have not and will not indulge in the popular pastime of calling attention to the other fellow's faults in order to avoid any criticism they may justly deserve. They ask, simply, that they be given an opportunity to place all the facts in the record, and once this has been done, are willing to stand or fall on that record. They feel that a cause which is just needs only to be understood.

It is impossible, within a short space of time, to discuss even briefly all the phases of our educational system. Many of the charges that have been levelled against the schools are so ridiculous that it is unnecessary to dignify them with a place in this discussion. "Schools cost too much" is the cry of some who do not care to take the trouble to find out what they do cost. "Our school system is all right and can get along for a few years on a third to a half less money," exclaim others who ignore the fact that in the year just passed 40,000 Kentucky children of school age were not enrolled in any school, and, during the coming year, unless immediate action is taken, additional thousands will suffer from shortened terms and increasingly inadequate facilities. "The little red schoolhouse was good enough for me and it's good enough for children today," is a common expression of people who have not taken into consideration the fact that we live in a changing world, a world that presents problems our fathers and grandfathers never dreamed of, a world that requires men and women with trained minds and sound bodies to solve the baffling enigmas thrust upon us by an increasingly complex social order.

It is a common failing to think of our schools in terms of so many dollars spent, so many buildings erected, and so many teachers

employed, and to lose sight of the one all-important factor—the welfare of the children. Every consideration must be secondary to that one. It is impossible to view school costs in their proper perspective unless they are translated into terms of service to the 720,000 children in Kentucky (according to the census estimate for 1933-34). I am here today not as a public officer nor as a member of the educational profession, but as the representative of these children, and in that capacity I submit to you the case for the public schools.

Let us examine the situation in the light of these significant questions:

1. Why have school costs increased during the past two decades?
2. How did support of public education in Kentucky at the end of the "prosperous twenties" compare with that in other states?
3. What has happened to education in the three school years since 1929-30 and what are the present trends?
4. Is the existing system of public education in Kentucky all that can be desired?
5. To what extent does the present school code permit educational leaders to effect economies and to increase efficiency?

The organic law upon which the present system of education in Kentucky was built states simply that "the General Assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the state." Thus, public education is accepted as a function and a responsibility of the Commonwealth to all its children. The constitutional mandate has been carried out from year to year, according to the General Assembly's conception of the philosophy of education, the plan of organization and control that seemed to be most effective, and the ability and disposition of the people to support the program. Along with the changing needs of the people of the state and their increased dependence upon public education, this conception has not always changed rapidly enough, nor has there always been that element of coordination which is so essential to a sound educational program. This is amply illustrated by a review of the progress made during the past two decades and by the situation in which our school system finds itself.

Viewed from almost any angle the schools cost more today than they did some twenty years ago. In 1910-11 the yearly per pupil cost was approximately $12.00 while by 1929-30 it had increased to $34.66. It is true that the yearly cost per pupil enrolled was reduced by 1931-32 to $31.61. Reports for 1932-33 will show a reduction of approximately 16 per cent over 1931-32, and it seems safe to predict a further reduction of approximately 15 per cent during the school year 1933-34 over 1932-33. That these increases in cost during the past twenty years are not entirely due to changes in the purchasing power of the dollar must be admitted, but that they have been without value or that educational costs have increased more than other governmental costs is flatly de-

nied. Economy must be measured not alone in terms of money spent but in terms of value received. The report of the Subcommittee on School Costs of the Kentucky Educational Commission and other analyses of school costs show that for this increased cost in education Kentucky has received certain values:

1. The length of the school term has been lengthened from 116 days in 1918-19 to 156 days in 1930-31, a gain of one third.
2. The total enrollment in the public elementary and high schools of Kentucky increased from 509,987 in 1910-11 to 613,119 in 1931-32.
3. High school enrollment has increased from 14,037 in 1910-11 to 71,945 in 1931-32—More than five times as much!
4. Kentucky has reduced her percentage of illiterates, those above ten years of age who can neither read nor write, from 8.4 per cent in 1920 to 6.6 per cent in 1930.
5. Extended school service has been imposed upon the schools by the people themselves. Demands on the part of the public have made necessary nursery schools, kindergartens, opportunity classes, home economics, vocational agriculture, vocational rehabilitation service, trade schools, schools for crippled children, pre-vocational courses, junior high schools, junior colleges, night schools, and classes in adult education.
6. Certain classes and courses have been brought on by the recognition by the public of the need for training in worthy use of leisure time. Examples are music, art, organized play, physical education, extra-curricular activities—all the so-called "frills" which, in reality, contribute most to permanent progress in social and intellectual development. With the near-collapse of our boasted industrial and financial structure, we have been saved from chaos only because our people have been encouraged to devote their leisure to constructive and worthwhile things, rather than to indulge in fomenting strikes, organizing revolutionary activities, and plotting against their leaders. The splendid spirit shown by the American people during the dark days of the economic depression is an eloquent testimonial to a governmental system founded on the widespread diffusion of knowledge.
7. There has been a demand for better teachers, better equipment, better buildings, and a broader and richer curriculum.
8. The schools have been an important factor in absorbing the children released from industry by the agitation against child labor. In 1910 18.4 per cent of the children in the United States between the ages of ten and fifteen years were employed in gainful occupations. By 1930 only 4.7 per cent were thus employed. With the adoption of codes by various industries under the Industrial Recovery Act this percentage will doubtless decrease sharply during the next two years. Society has demanded that immature children, for their own sake and for the sake of unemployed men, should not be allowed to compete with adult workers. High schools and colleges, especially, are factors in absorbing many who might otherwise compete with heads of families in obtaining employment. Imagine the situation if we should suddenly close the high schools and colleges and dump into industry and agriculture the more than five million high school students and the 1,200,000 college students in this country.

The value of the schools as an agency of social stability—great as it is in normal times—is of inestimable value during periods of depression. Large numbers of unemployed young men and women return to the schools to continue their studies, while countless

thousands of adults turn to self-improvement as a means of keeping up their morale. When their jobs have disappeared, when banks have failed them, and when their trusted leaders have enticed them into the intricacies of speculation only to destroy their fortunes and blast their hopes, is this nation to deny its people even the hope of an education? Surely it is a primary obligation of our social order to provide constructive training for the people's leisure time.

These facts and many others show that the demands made on our school system have increased enormously during the passing years, and that increased costs have been due to increased services justly demanded by the public. But this is only a part of the picture. There are those who admit that these facts are true, but who say that by the end of the "twenties" Kentucky had gone too far in the extension of school service, had progressed too rapidly in public education, and was spending too much on her public schools. Let us give some consideration to this criticism, and measure the progress of educational support in Kentucky with the only yardstick available—the progress that had been made by other states during the same period.

Twenty years ago Kentucky stood fortieth among the states in educational ranking. Today she is still fortieth! It is true that great progress has been made in public education in Kentucky, but it has been no greater than that made throughout the nation. In other words, we have simply "held our own." At least a partial explanation of the needs of education in Kentucky can be found by referring to comparisons of school costs in Kentucky with school costs in other states at the close of the decade 1920-30. Data of this type have been prepared by the United States Office of Education for the school year 1929-30.

In current expenses per pupil enrolled, Kentucky ranked 43 among the states. The annual amount per pupil in the United States in 1929-30 was $75.40, in Kentucky it was only $34.66. (As has been pointed out this figure had dropped to $31.61 in 1931-32 with a further reduction of 16 per cent in 1932-33 and a still further reduction of about 15 per cent in 1933-34.) The outlays for buildings and equipment for the same year were $14.44 per pupil enrolled for the United States, and $4.32 for each Kentucky pupil, giving Kentucky, in this respect, a rank of 43. In the average annual teacher's salary for 1929-30, the state's average of $896 compared with the United States average of $1,420 represented a rank of 41. The school debt per pupil enrolled as well as the item of school property per pupil are figures that reflect the degree of financial support over a period of time. It is interesting to note that the state's ranking on each of these items is 47. Kentucky's school debt of $14.80 per pupil enrolled for 1929-30 was less than one sixth the national average of $94.47. The United States average investment in school property

per pupil enrolled was $242.00, practically three times the valuation in Kentucky of only $82.00 per pupil.

Thus we see that although Kentucky had made progress in education up to 1930, it had simply paralleled, though on a much lower plane, the progress made in other states and, in every respect, educational costs in Kentucky were considerably below the United States average at the end of the prosperous "twenties." Furthermore, there is nothing in the situation today which would warrant the conclusion that Kentucky's educational ranking has improved during the past three years.

It is true that low educational costs in Kentucky are partly explainable in terms of the low per capita wealth of the state. Possibly a fairer comparison of the state's support of education is based upon performance in terms of actual financial ability. Even upon this basis Kentucky ranks far below the average state. In school cost per cent of income the state's rank is 42; in school property per cent of wealth the state's rank is also 42.

Another significant comparison of the state's performance in support of education is the proportion of tax money going to public education. In this respect also Kentucky is considerably below the average. In school cost per cent of state and local taxes, the state's rank is 33; in school cost per cent of total taxes, including federal, state, and local, the state's rank is 39.

Recent data on teachers' salaries from all over the United States show that percentage reductions in Kentucky teachers' salaries are greater than the United States average. The best available data give the state a rank of 40 in this respect.

Of more importance than anything which has taken place in the past is the question, "What has happened to education in the three school years since 1929-30 and what are the present trends?" Today's children must be educated today, and it is important to be informed on recent trends in public education because the changes rapidly taking place are of much significance in the days that lie ahead. In the main, there are two great changes to be noted in public education in Kentucky during the three years since 1929-30. (These changes are shown graphically in the chart on page 40.)

In the first place, a larger proportion of the population is attending school. The total enrollment in the common schools has increased between 4 and 5 per cent since 1930. The high school enrollment has increased steadily and is now 25 per cent greater than it was three years ago. The college enrollment increased 20 per cent in a single year, and then more slowly the next two years. It is now 25 per cent greater than in 1930. The slight slowing up of increase in college enrollment is characteristic of the situation all over the country. As conditions improve, enrollments in colleges and universities will continue to increase.

In the second place, public school support in Kentucky is falling rapidly. The great decrease in support of higher education has already been noted. Common school support is decreasing and with it teachers' salaries are going down. For the state as a whole, salaries for this year are one-eighth less than last year. Salaries in the rural districts are one-fifth less this year than last.

As a measure of school cost and, therefore, of school support, no figures are more significant than those representing teachers' salaries. The charge that teachers are paid too much is too ridiculous for me to dignify it by taking time to submit data to refute it. Few people, however, realize the depths to which teachers' salaries in Kentucky have fallen. During the coming year, the more than 10,000 teachers in the rural schools, representing 60 per cent of all the public school teachers in the state, will receive an average annual salary of less than $450.00.

A most striking illustration of the seriousness of the salary situation in our schools has just come to my attention. A few days ago there was received at the Department of Education the report of the superintendent of one of our county districts. In that district the average salary for the 77 teachers in the district was less than $300 for the year. Ponder on that figure for a moment.

The only fair basis on which a teacher's salary should be calculated is for a period of twelve months. It is true that school terms run from six to nine months, depending on the district, but unfortunately the teachers of this state have not acquired the faculty of going into a state of suspended animation during the months in which the schools are not in session. They must not only live during those months, but they must frequently undergo the added expense of summer courses at some college.

On the basis, then, of three hundred working days in the year, the teachers in the county I have mentioned received the princely sum of $1.00 per day. Relief labor paid from R. F. C. funds received $1.50 per day. And yet we are entrusting the mental and moral welfare of our children, during the important formative period of life, to a teacher whose ability is less highly valued than that of labor employed for relief purposes primarily.

That you may more fully understand the declining measure of support extended by Kentucky to her schools, let me cite these facts. According to the Subcommittee on School Support of the Kentucky Educational Commission the state government of Kentucky is now making 31 per cent less provision for education in comparison with support of other state functions than it did ten years ago. In 1924, 44 per cent of the gross revenues of the state including local taxes went for the support of our public schools, including the state maintained institutions of higher learning. Last year only 37.71 per cent of such revenues was used in the support of education at all levels

and sufficient data have already been assembled for the school year just past to warrant the statement that this percentage has again decreased. In 1907 approximately 42 per cent of the total receipts into the state treasury went to the support of public elementary and secondary schools. By 1916 the percentage had dropped to 38 per cent and in 1931 only about 17 per cent of total state receipts were spent on public elementary and secondary schools. In further consideration of the charge that too much money is being spent on public education in Kentucky, I would remind you that most recent figures available indicate that while the cost of education per child per day has dropped to approximately 44 cents for the United States as a whole, in Kentucky it has been reduced to the low figure of 23 cents. Surely, the small sum of 23 cents per day is little enough to spend in preparing a child to become an intelligent and worthwhile citizen of this Commonwealth.

It is to be expected that inadequate and unequal support will be reflected in the educational opportunities which are available to the children of the Commonwealth. It is not possible here to present in detail all the inequalities and injustices which are the logical results of the conditions I have mentioned, but it is possible to give some consideration to the frequently heard remark that "our school system is good enough as it is and can get along on one-third to one-half less money."

As has been pointed out, the needs of the schools in terms of support and administrative organization are but a reflection of the educational needs of the children. If all of these needs were being adequately met, if the present system were functioning with a reasonable maximum of efficiency, and if all of the 720,000 children in Kentucky were being given an opportunity to secure the educational advantages to which they are entitled and which the state for its social good should afford them, then there might be some truth in the statement that "our present school system is good enough." Unfortunately, such conditions do not exist. The present school system is far from adequate in any respect. Lack of time precludes a discussion of all the needs of public education in our state, which are in some respects different at the levels of the elementary school, the high school, and the college. Only a few significant facts are necessary, however, to show most conclusively that these needs are not being adequately and uniformly met at any level and especially is this true of the elementary school.

1. Of the 613,119 pupils enrolled in the common schools in 1931-32, 541,174 were in the elementary school and 71,945 were in the high school. About two-thirds of the enrollment was in the county school districts.
2. Less than one-third of the elementary school teachers hold certificates based on two years or more of college work and one out of every seven or eight elementary teachers is without previous teaching experience.
3. The typical elementary school in the rural districts is the one-room school as compared with the much larger and better equipped buildings

in the larger consolidated schools and the city school districts. In 1930 the average value of school property per pupil enrolled in the county districts was only $39.43 as compared with $106.19 in the independent graded school districts and $179.05 in the city school districts. Comparable figures based on average daily attendance were $55.47 for the county districts, $124.02 for the independent graded school districts and $215.29 for the city school districts.

4. In rural districts the typical school term is seven months for the elementary schools, whereas in the elementary schools of the city and graded school districts and in the high schools of all three types of districts the typical term is nine months.
5. There are not adequate teaching supplies and equipment to supplement the textbook in the elementary school. In the elementary grades of the county schools there is an average of only about one-half book per child, while in the elementary grades of the independent graded districts there is an average of only about two-thirds book per child. Many children, probably 150,000 or more, do not even have the minimum number of basic textbooks.
6. Because the educational needs of the children are not met, large numbers of pupils in the elementary schools fall behind in their classes. Forty per cent of the rural elementary pupils are behind one or more grades. These retarded pupils become discouraged and, as a result, drop out early in their school career and oftentimes become juvenile delinquents.
7. That the needs of youths of high school age in Kentucky are far from being adequately met is shown by the small proportion of the population of high school age attending school in Kentucky. Only three states rank lower than Kentucky in per cent of public school enrollment in high school.
8. Students of secondary education regard the five-teacher size high school as the smallest unit in which an adequate course of study can be provided. A study of high school salaries in county and graded school districts for the school years 1931-32 and 1932-33 shows that the salary cost per pupil is less in the high school of five teachers than in the high school of two teachers. Yet considerably less than one-third of the high schools in Kentucky have five or more teachers. In fact only 372 of the 749 public high schools in the state have faculties of four or more teachers. In view of these facts an extensive program of school consolidation seems imperative.
9. Kentucky is behind most of the states in the proportion of population of college age attending public and private colleges in the state. If the United States' average percentage of college age attending college were applied to Kentucky, then some 6,000 more students than are now enrolled would be attending higher institutions of learning in Kentucky.
10. Higher education in Kentucky is facing a real crisis from the standpoint of financial support. In the four years since 1929-30 state support of higher education in Kentucky has actually been cut in half. The fact that the University and the teachers' colleges have been able to carry on as well as they have during the past year is because of the capable and wise administrators in charge of these institutions.

The facts I have given you, and many others, indicate clearly that while the responsibilities of the schools have been rapidly *increasing*, their resources have been just as rapidly *decreasing*. The school interests of this state have demonstrated their willingness to cooperate in any equitable retrenchment program which present economic conditions make necessary. That they have been able to maintain their

school programs as well as they have, while being called upon to bear the brunt of the retrenchment program, is a testimonial to the fact that they place the interests of the children above their own.

It is unfortunate, but none the less true, that many economies which have been made at the expense of efficiency and of necessary services, might have strengthened rather than weakened the school system, had our present school code permitted it. Many of the difficulties which are encountered arise as a result of the highly complex administrative organization of our school system.

The State Board of Education is now, and has been since 1838, an ex-officio board composed of three politically elected officers—the Superintendent of Public Instruction, the Attorney General, and the Secretary of State. The Superintendent of Public Instruction is in the anomalous position of being a member of the board, the executive officer of the board, and an officer elected by and responsible directly to the people. Let me say here that my colleagues on the Board of Education have rendered a very splendid service and have displayed a fine spirit of cooperation. They have given generously of their time and efforts, but they have their own departments and responsibilities, and it is hardly just to put upon them the extra burden of this service.

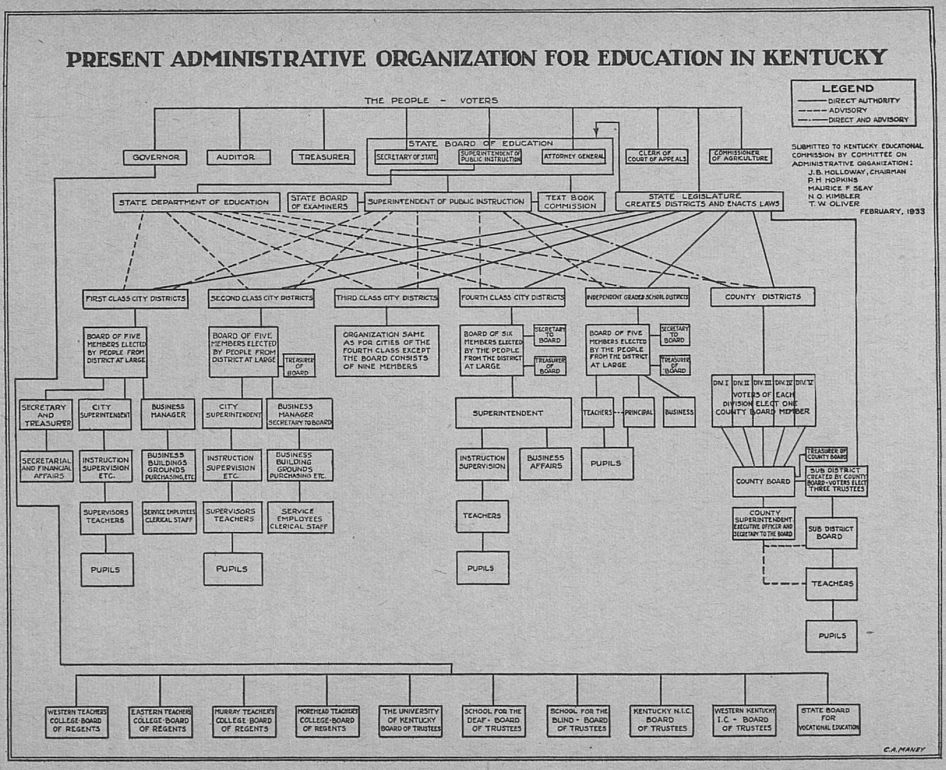
Present practice does not indicate a trend toward ex-officio boards, there being only six states beside Kentucky which now have state boards of education of this type. Fifteen states have boards appointed by the governor and approved by the state senate, and fifteen have boards which are partially appointed and partially ex-officio.

Before the service rendered by the Superintendent of Public Instruction and the State Department reaches the 720,000 children in Kentucky, it must proceed through the school administrators, boards of education and teachers of the 371 school districts. Those of you who are familiar with the school organization of the Commonwealth know that it would take me an hour or more to analyze the operation of the schools in the six types of districts which have been set up by law. A few facts, however, will be sufficient to illustrate my point.

Due largely to an Act of our last General Assembly, whereby the number of subdistrict trustees in the county districts was increased from one to three for each subdistrict, we are now faced with a condition under which approximately 23,000 school officers are directing the work of some 17,000 teachers—a rough average of one and one-half officers per teacher.

Twenty-six per cent of the children in our schools are enrolled in the 68 city school districts of the first, second, third, and fourth classes; 66 per cent of the children are enrolled in the 120 county districts; 8 per cent are enrolled in the 192 (1931-32) independent

PRESENT ADMINISTRATIVE ORGANIZATION FOR EDUCATION IN KENTUCKY



graded school districts. Of these 192 independent graded school districts, 124 had less than 300 children in the school census last year.

Some 340, or nearly one half of the 749 public high schools in Kentucky, are one- and two-teacher high schools, obviously unable to provide an adequate high school program.

Of the 7,244 school buildings in the county school districts, there are 5,729 in which one teacher has charge of eight grades. There are many communities in which one-room schools must be operated for some time to come, but to permit them to exist where transportation facilities are available is to fail to take advantage of an opportunity to do a better thing for the children.

These and other facts lead us to the inevitable conclusion that instead of one school system we have several school systems, organized and supervised in different ways, and with inequalities in length of term, differences in qualifications of teachers, differences in school buildings, differences in teaching equipment and libraries available, differences in curriculum and extra-curriculum offerings. Instead of one school code, the same for all types of districts in so far as this is possible, we have a tangled mass of statutes of which Chief Justice Dietzman has said:

> "We may say in conclusion that no body of our statutory law is in a more confused shape than our school laws. Touching as they do the intimate lives of all of our citizens and being administered daily as they are by so many who are not learned in the subtleties of statutory construction, they ought to be very clear and unambiguous, easy to find and easy to understand when once found. As they are, they often require the igenuity of the traditional Philadelphia lawyer to solve the perplexing questions they raise of themselves. The Legislature could do a great service in recodifying and clarifying these laws." (Eastham vs. Greenup Co. Board of Education, 247 Ky. 16.)

The responsibility for this condition cannot be laid at the door of our educational leadership. Many laws are placed on the statute books without ever having been referred to or endorsed by school leaders; others that are contrary to sound educational practices and theories are passed in the face of active opposition on the part of school forces.

Many economies are effected through the persistent efforts of school administrators and usually over the opposition of many short-sighted and selfish people. Not infrequently those who resist the introduction of such policies are the ones who cry most about the mounting costs of public education. Let a school leader undertake to coordinate and simplify his organization by adopting a policy of consolidation of schools, and immediately the people are at his throat, notwithstanding the fact that his plan offers cheaper and better schools. The progress and efficiency of our schools are dependent upon the sanction of the public. In Kentucky hundreds of thousands of dollars could be saved each year if the people would permit our

school leaders to revamp the school organization. Some progress is being made, but much remains to be done. Every effort at improvement must first overcome provincialism, self-interest, lack of vision, indifference, and the stubborn opposition of those who believe that the schools should be run for the benefit of adults, and not of children.

But even if our schools were permitted to effect all desirable economies, it would still cost more money to operate them than it did a decade ago. The reasons are patent—the demands made upon our school systems have increased enormously in the passing years. There is a limit to the degree of retrenchment that can be imposed upon the schools of this state, if they are to be in position to render the service for which they are designed, and which the people of the Commonwealth expect. To refuse to grant that measure of financial support necessary for effective, even though restricted service, is bogus economy, for it denies this generation the training that it must have for the responsible leadership of tomorrow. Today's children must be educated today. Some governmental enterprises, worthy as they may be, can postpone their programs until tomorrow—not so with the schools. To make innocent children and ambitious young men and women the victims of an economic situation, not of their making, is social dishonesty, and the sad part of this ugly situation is that, in many instances, those people and organizations chiefly responsible for our present economic and social disorders are the ones inveighing most against our public schools.

More than two years ago, the thoughtful schoolmen of this state sensed the development of conditions which have brought about the present economic situation. It was their purpose, therefore, to prepare, in so far as possible, against these evil days. To that end, I requested the General Assembly to create an educational commission to study school conditions in Kentucky, at every level, for the purpose of having the commission report to the next General Assembly existing conditions and suggested remedies.

The Kentucky Educational Commission has been at work for more than a year. Eighty-five leading Kentucky educators and laymen have generously donated their time and services in making a thorough survey of our educational system. All committees have reported, and the report is now in final form, ready for review by a nationally known educator. It is expected to be in the hands of the printer in September.

The Commission has not been content to study existing data nor to accept as a foregone conclusion any theories which may have been held by educators in the state. It has done a complete job. As the groundwork for an efficient system of common schools, it has formulated a philosophy of public education from the first grade through the university. It has conducted the most exhaustive study of our school system ever attempted. It will report its findings to the 1934

General Assembly, make specific recommendations as to how the school system can be improved, and suggest definitely the means by which these improvements may be brought about. It will offer a new code of school laws, based on its findings and recommendations.

It is interesting to note that this work which can mean so much to the future of Kentucky has not cost the taxpayers one cent. Such funds as were necessary have been supplied by the Kentucky Education Association, the Kentucky Negro Education Association, and the General Education Board of New York City.

From time to time various phases of the Commission's work have been discussed in addresses, magazines, and in the press. Now the Kentucky Education Association, through the establishment of an Interpretation Committee, has undertaken the responsibility of making the Commission's findings and recommendations available to the people.

All of this is but further evidence that the schools have kept the faith. They have not only cooperated to the fullest in the retrenchment program, despite their increasing responsibilities, but they have set about to evolve plans that will enable them to render a still greater measure of service.

In conclusion, may I impress upon you the seriousness of the present situation. This is no cry of "the wolf, " "the wolf," to be disregarded as the imaginings of a few frightened schoolmasters. There is a crisis in public education—not only in Kentucky, but throughout the nation. The figures I have given you show the trend only too well. If this trend is permitted to continue, if the schools are called upon to bear ever-increasing burdens, and to receive a decreasing measure of support, it will be only a matter of time until they crack under the strain. To permit this to occur will be to do irreparable injury to the social and economic development of the state.

My fellow-Kentuckians, the public schools are not on trial in this crisis—the people, themselves, are on trial, and the verdict of posterity will depend upon the manner in which this state that you and I love safeguards the education of her children during these critical years. I solicit your continued cooperation and support of this great work.

A PUBLIC DISCUSSION CONTEST FOR KENTUCKY SCHOOLS

By D. Y. DUNN, President
Kentucky Education Association.

The Committee on Aims and Functions of the Kentucky Educational Commission has set up, in its report, four broad general aims of education that run with varying emphasis through the whole school system from the kindergarten through the university. The first of these aims is:

> "To promote citizenship through the development of individual character and social leadership."

With the changes in our economic and social order, this phase of education becomes of increasing importance. Teachers are helping their pupils to achieve a broad knowledge of governmental activities and a greater appreciation of governmental services. They are increasing the amount of attention given to instruction which is designed to develop character and good citizenship.

The public school directly and vitally reaches a greater percentage of the population than does any other governmental service. As an extension of the home during the years when a child's character is molded, it plays a vital part in every child's experience. It would seem that above all things, the children should have a thorough knowledge of this governmental agency with which they are in daily contact, yet thousands of them finish school without the slightest knowledge of the functions, organization and problems of the institution which has fitted them for life.

Unless they know something of the problems and needs of the educational system, the children cannot be the best citizens of the school, nor of the community after they finish school. It is important for the public in general to be informed on school problems, but it is even more important for the children to know about the educational system of which they are a part. This is particularly true of the pupils in the upper grades and the high school.

As a means of helping these youths to have a better understanding of the school systems of which they are a part, and of encouraging them to take part in worthwhile and instructive activities, the Kentucky Education Association will sponsor a Public Discussion Contest, to be carried on through the Extension Department of the University of Kentucky.

There will be two divisions of the contest—one for high schools and one for seventh and eighth grades. Every school child in Kentucky who has reached the seventh grade in public or private school is eligible to take part.

SEVENTH AND EIGHTH GRADE CONTEST

In this division, winners are to be chosen first in the school unit, then in each administrative unit in the county, and then for the county as a whole. Certificates will be given to winners at each step of the contest, and attractive prizes will be given to the county winners.

HIGH SCHOOL CONTEST

In this division, winners will be chosen first in the local high school, then for the county as a whole, then in a regional contest, and finally in the state contest. Regional contests will be sponsored by the District Education Associations. The first prize for the State winner will be a $400 scholarship at any institution of higher learning chosen by the winner. This scholarship will be provided by the Kentucky Education Association. Certificates will be awarded to winners at the various levels, and attractive prizes will be awarded to winners of the county and regional contests. Regional winners will also be awarded a trip to the final contest with all expenses paid.

Subjects for discussion in both contests will be based on educational problems and the work of the Kentucky Educational Commission. Complete information as to subjects, standards for the selection of winners, suggestions for the holding of contests, and materials for the use of contestants will be sent to school administrators and teachers through the Extension Department of the University of Kentucky at Lexington. Complete information may be obtained by writing to that department.

This contest has been planned and developed in order that both the students and the people of the community may have an opportunity to learn and discuss the educational system and its problems, and that youths in the upper grades may secure the valuable training and experience which come through participation in public discussion.

The Kentucky Education Association and the District Education Associations have adopted this Public Discussion Contest as a major activity of the coming school year, and they are counting on every teacher and school administrator in Kentucky for full cooperation in securing the interest of the children and in seeing that they enter the contest.

PARTIAL LIST OF ARTICLES PUBLISHED CONCERNING THE KENTUCKY EDUCATIONAL COMMISSION AND VARIOUS PHASES OF ITS WORK

KENTUCKY SCHOOL JOURNAL

Editorial	"Educational Legislation"	Vol. 10, No. 6, Feb. 1932
James H. Richmond	"A Better Program of Education for Kentucky"	Vol. 10, No. 7, Mar. 1932
James H. Richmond	"What Does the Future Hold for Public Education in Kentucky?"	Vol. 10, No. 9, May, 1932
Editorial	"The New Commission"	Vol. 10, No. 9, May, 1932
James H. Richmond	"The Educational Outlook for 1932"	Vol. 11, No. 1, Sept. 1932
James W. Cammack, Jr.	"The Future of Public Education in Kentucky"	Vol. 11, No. 1, Sept. 1932
James H. Richmond	"The Kentucky Educational Commission"	Vol. 11, No. 2, Oct. 1932
Editorial	"The Work of the Educational Commission"	Vol. 11, No. 3, Nov. 1932
James H. Richmond	"Recodification, Revision of Kentucky School Laws"	Vol. 11, No. 4, Dec. 1932
W. C. Bell	"Disparities in Financial Support of the Public Schools"	Vol. 11, No. 4, Dec. 1932
James H. Richmond	"The School and the Child"	Vol. 11, No. 5, Jan. 1933
James W. Martin	"Tax Reform in Kentucky"	Vol. 11, No. 5, Jan. 1933
James H. Richmond	"Kentucky Educational Commission and Independent School Districts"	Vol. 11, No. 5, Jan. 1933
W. C. Bell	"Disparities in Financial Support of the Public Schools"	Vol. 11, No. 5, Jan. 1933
James W. Cammack, Jr.	"The Work of the Kentucky Educational Commission"	Vol. 11, No. 6, Feb. 1933
James H. Richmond	"The Foundation of Public Education"	Vol. 11, No. 6, Feb. 1933
Editorial	"The Work of the Kentucky Educational Commission" and "Inequalities in Education in Kentucky"	Vol. 11, No. 6, Feb. 1933
W. C. Bell	"Disparities in Financial Support of the Public Schools"	Vol. 11, No. 7, Mar. 1933
Homer W. Nichols	"The Handicapped Child"	Vol. 11, No. 7, Mar. 1933
Editorial	"Kentucky's Interest in Her Hanicapped Children"	Vol. 11, No. 7, Mar. 1933
Charles A. Maney	"Some Differences Between the Public Elementary and Secondary Schools of Kentucky"	Vol. 11, No. 9, May, 1933
R. K. Salyers	"Interpreting the Schools to the People"	Vol. 11, No. 9, May, 1933
James W. Cammack, Jr.	"Some Phases of the Work of the Kentucky Educational Commission"	Vol. 11, No. 9, May, 1933

James H. Richmond	"Kentucky Educational Commission Completes First Year of Work"	Vol. 11, No. 9, May, 1933
Editorial	"Concerted Action Imperative"	Vol. 11, No. 9, May, 1933
Editorial	"The Commission Makes Progress'	Vol. 11, No. 9, May, 1933
W. C. Bell	"Inter-Relations of the Teaching Profession and the Public"	Vol. 11, No. 9, May, 1933

In addition to the above, a great many articles dealing with school problems and various phases of the educational situation have appeared in the Kentucky School Journal.

OTHER PUBLICATIONS

	Educational Number	Kentucky Progress Magazine, Vol. 4, No. 12, August, 1932
James W. Cammack, Jr.	"The Work of the Kentucky Educational Commission"	Association of Kentucky Colleges and Universities, Vol. 3, 1933
James H. Richmond	"The Work of the Kentucky Educational Commission"	Bureau of School Service Bulletin, Vol. 5, No. 2, December, 1932
James W. Cammack, Jr.	"The Work of the Kentucky Educational Commission"	Kentucky Parent-Teacher, November, 1932
James W. Cammack, Jr.	"The Work of the Kentucky Educational Commission"	School and Society, Vol. 36, No. 940, Dec. 31, 1932
	K. E. A. Section	Louisville Courier-Journal, April 16, 1933

MIMEOGRAPHED BULLETINS

In addition to frequent communication reporting on the progress of the Commission's work, the following mimeographed bulletins have been sent to school administrators:

Report of Committee on Aims and Functions of the schools
Report of Subcommittee on School Costs
Tentative Summary of Certain Phases of the Work of the Kentucky Educational Commission

EDUCATIONAL BULLETINS

The March issue (Vol. 1, No. 1, No. 1) of the **Educational Bulletin**, issued monthly by the State Department of Education, was devoted entirely to the Kentucky Educational Commission. Subsequent issues have contained numerous articles dealing with the work of the Commission and with other educational problems.

The following issues have been published:

Vol. 1, No. 1, March, 1933
Vol. 1, No. 2, April, 1933
Vol. 1, No. 3, May, 1933
Vol. 1, No. 4, June, 1933

DIVISION OF LIBRARY SERVICE ADDED TO STATE DEPARTMENT OF EDUCATION

A Division of Library Service was added to the State Department of Education through the generosity of the General Education Board of New York City on July 1. The addition of this division is in harmony with the functional reorganization of the State Department of Education as outlined in an earlier issue of this bulletin. Miss Ruth Theobald is in charge of this division and all communications relative to library matters should be addressed to her as Supervisor of Public School Libraries. While definite plans have not been worked out for a complete program of library service, Miss Theobald is prepared to offer advisory service or assistance in organization of libraries to all Kentucky schools.

More and more the school library is coming to be looked upon as a necessity in successful school organization and administration. It is significant that all plans for the reorganization of public schools tend to make wider use of libraries. During the period of financial retrenchment and its resulting curtailment of curricular activities, it is well for us to realize that printed materials assume an even greater importance than in more prosperous times. Books and magazines are relatively inexpensive and are vitally essential in modern methods of teaching. That teaching program which makes wider use of such printed materials is more adaptable and, in the long run, less expensive than the program which depends almost entirely upon oral teaching.

Edward L. Thorndike, writing some twenty years ago, made the following statement, even more significant today than at the time when it was written:

> "On the whole, the improvement of printed directions, statement of facts, exercise books, and the like, is as important as the improvement of the powers of the teachers themselves to diagnose the condition of pupils and to guide their activities by personal means. Great economies are possible by printed aids and personal (teaching) should be saved to do what only it can do. A human being should not be wasted in doing what sheets of paper. . . . can do. Just because personal teaching is precious, . . . it should be saved for its unique work."

REPRESENTATIVES OF KENTUCKY COLLEGES MEET TO DISCUSS WORK OF KENTUCKY EDUCATIONAL COMMISSION

In response to a call by James H. Richmond, Superintendent of Public Instruction and Chairman of the Kentucky Educational Commission, representatives of eighteen public and private colleges in Kentucky met June 27 and 28 at the offices of the Department of Education for a discussion of the work of the Educational Commission. Members of the staff of the State Department of Education were also present at the meeting.

After pointing out the serious problems facing education in Kentucky, Mr. Richmond introduced James W. Cammack, Jr., Secretary of the Commission, who discussed the findings and recommendations embodied in the final report, which is now nearing completion. Copies of a tentative summary of various phases of the Commission's work were distributed to those present at the meeting.

Brief talks were made by President McVey, of the University of Kentucky, and President H. H. Cherry, of Western Teachers College, who are members of the Commission, and by President Wm. J. Hutchins, of Berea College, President H. L. Donovan, of Eastern Teachers College, President Arthur Braden, of Transylvania College, and D. Y. Dunn, President of the Kentucky Education Association. In closing the meeting, Supt. Richmond asked for united support of the Commission's program in order to further the interests of the school children of the State.

The forenoon of June 28 was devoted to group discussions of various educational problems. Those present at the meeting were:

Frank L. McVey	President, University of Kentucky	Lexington
D. Y. Dunn	Superintendent Fayette County Schools	Lexington
F. G. Burd	Supervisor of Agricultural Education	Frankfort
Cleveland Moore	Supervisor of Vocational Rehabilitation	Frankfort
O. J. Jones	Supervisor Rural Schools, Dept. of Education	Frankfort
H. M. Pyles	Registrar, Kentucky Wesleyan College	Winchester
D. J. Wright	President, Campbellsville College	Campbellsville
H. C. Russell	Ky. State Industrial College	Frankfort
D. T. Ferrell	Eastern Ky. State Teachers College	Richmond
G. C. Ashcraft	Murray State Teachers College	Murray
Meredith J. Cox	Eastern Ky. State Teachers College	Richmond
H. L. Donovan	President, Eastern Ky. State Teachers College	Richmond
J. W. Carr	President, Murray State Teachers College	Murray
Arthur Braden	President, Transylvania College	Lexington
Mark Godman	High School Supervisor, Dept. of Education	Frankfort

V. F. Payne	Transylvania College	Lexington
F. D. Peterson	Director Division of Finance, Department of Education	Frankfort
James H. Hewlett	Dean, Centre College	Danville
R. A. Edwards	Director of Training School, E. K. S. T. C.	Richmond
P. M. Grise	Eastern Ky. State Teachers College	Richmond
W. C. Jones	Eastern Ky State Teachers College	Richmond
Wm. J. Hutchins	President, Berea College	Berea
W. G. Kennamer	Dept. of Geog. and Geology, E. K. S. T. C.	Richmond
Chas. A. Keith	Dept. of History, E. K. S. T. C.	Richmond
E. H. Smith	Director of Extension, Murray State Teachers College	Murray
T. S. Curry	Campbellsville College	Campbellsville
W. J. Moore	Eastern Ky State Teachers College	Richmond
John E. Miller	Murray State Teachers' College	Murray
G. Ivan Barnes	Director Vocational Education, Dept. of Education	Frankfort
G. Young	Assistant Superintendent of Public Instruction, Dept of Education	Frankfort
J. W. Brooker	Director of School Bldgs. and Grounds, Dept. of Education	Frankfort
T. C. Van Arsdel	University of Louisville,	Louisville
J. Paul Druien	University of Louisville	Louisville
Wm. Jesse Baird	Berea College	Berea
Sister Mary Anastosia	Nazareth College	Louisville
Sister May Adeline	Nazareth College	Louisville
Mrs. Pat Sullivan	Representing Nazareth Junior College, Nazareth	Frankfort
Meredith G. Carpenter	Union College	Barbourville
L. N. Taylor	State School Agent, Dept. of Ed.	Frankfort
F. M. Heston	Asbury College	Wilmore
Frank D. McClelland	Pikeville Junior College	Pikeville
A. P. Taylor	Director of Certification, Dept. of Education	Frankfort
Kenneth C. East	President, Sue Bennett College	London
Maurice F. Seay	Dean, Union College	Barbourville
R. E. Jaggers	Director of Teacher Training, Dept. of Education	Frankfort
Warren Peyton	Division of Certification, Dept. of Education	Frankfort
H. H. Cherry	President, Western State Teachers College	Bowling Green
Sister Bonaventure	St. Catherine Junior College	St. Catherine
Sister M. Michael	St. Catherine Junior College	St. Catherine
James E. Nankivell	Lindsey Wilson Junior College	Columbia
Robert K. Salyers	Secy. Interpretation Committee, K. E. A.,	Louisville
Chas. A. Maney	Statistician, Ky. Educational Commission	Lexington
W. Arch Bennett	Cynthiana High School	Cynthiana
Pat Sullivan	State Tax Commission	Frankfort
O. M. Patrick	Supervisor of Vocational Rehabilitation, Department of Education	Frankfort
Moss Walton	Director Division of Statistics, School Records and Reports, Dept. of Education	Frankfort

RADIO INTERVIEW

BETWEEN

Superintendent of Public Instruction James H. Richmond, Frankfort, Kentucky

and

General W. L. Sibert, Bowling Green, Kentucky

over

"WHAS," LOUISVILLE, KENTUCKY

JULY 27, 1933

The radio interview concerning public education between General William L. Sibert, Bowling Green, Kentucky, and Superintendent of Public Instruction James H. Richmond, Frankfort, Kentucky, is the outgrowth of numerous conversations between General Sibert and a number of leaders of public education in the Commonwealth.

Clear, concise statements of his keen interest in public education, his conviction as to the State's obligation to the children of the Commonwealth, and his well defined views relative to the problems of public education, suggested the desirability of the submission of pertinent questions concerning public education to be answered by the Superintendent of Public Instruction.

Although actively identified with many of the greatest engineering and construction problems of America during the past quarter of a century, he has at all times been an active student of public education from the elementary schools through the university.

General Sibert "built the Gatun Locks and Dam, Panama Canal, the west breakwater, Colon Harbor, and excavated channel from Gatun to Atlantic Ocean. Under the joint auspices of the American National Red Cross and the Chinese Government, he served as chairman of the board of engineers on flood prevention problems, Huai River Valley, China." He was "Commander of the First Division American troops in France, under Major General Pershing; director Chemical Warfare Service U. S. A.; chairman and chief engineer Alabama State Docks Commission; chairman board of engineers and geologists, to report on economic and engineering feasibility of Boulder Dam; president of the American Association of Port Authorities; and, Commander of Legion of Honor."

The radio interview was conducted over "WHAS." Louisville, Kentucky, on July 27, 1933. The printed manuscript following was submitted in full for consideration of General Sibert. The radio interview proper is printed in italics.

(Question No. 1)

General Sibert: *What is the State's duty with reference to the common schools?*

Supt. Richmond: *It is the State's duty to provide equal educational opportunities for each of her children without reference to where the wealth is or where the child resides.* This position is sustained by the State Constitution and Acts of the General Assembly. Section 183 of the Constitution directs that "the general assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the state." Section 184 creates our permanent school fund and authorizes the General Assembly to create a current public school fund by taxing the wealth of the entire State. Section 186 provides for the distribution of the permanent school fund and of the current school fund considered collectively on a per capita basis.

Kentucky Statutes amplify these Sections of the Constitution in many places. Section 4363 provides that "there shall be maintained throughout the State of Kentucky a uniform system of common schools in accordance with the Constitution and this chapter." (Acts of March, 1916.)

Courts from time to time have interpreted sections of the Constitution referred to so that the meaning cannot be misunderstood; thus, the responsibility to provide even for the school unit that does not have sufficient wealth to finance the State's minimum school program educational opportunities equal to those provided in school units where wealth is concentrated, is a mandate of the Constitution to the General Assembly.

(Question No. 2)

General Sibert: *What changes can be made in law and in practices for bettering the educational opportunities provided through the common schools?*

Supt. Richmond: The State Constitution distinctly provides for a system of public schools—not several systems. In amplifying the Constitution, the General Assembly has provided for three distinct types of school districts—county school districts, city school districts, and graded school districts. The city school district group is divided into city schools of the first, second, third, and fourth classes. City school districts and graded school districts are ordinarily referred to as "independent school districts," meaning that such districts are administered independent of the county school organization. This scheme of organization of city school districts has necessitated the writing of six different school codes or sets of school laws, one applying to the county school districts, one to the independent graded school districts, and one to each of the four classes of city school dis-

tricts. In addition to the six different codes, our school law includes a considerable body of "general school law," the provisions of which are applied to all school districts of the State. This rather complex scheme of organization occasions much confusion in interpreting and administering the school law; for instance, questions arising in a fourth class city must be administered so as to be in accord with the charter for fourth class cities and the general school law. A single type of school organization with a single school code applying universally would materially simplify administrative problems.

In regard to the present school code, a Justice of the Court of Appeals said: ". . . no body of our statutory law is in a more confused shape than our school laws . . . the legislature could do a great service in recodifying and clarifying these laws."

The complex organization of our so-called state school system provokes a large percentage of confusion and issues in the administration of the public schools.

The General Assembly of 1932 provided for an Educational Commission to be appointed by the Governor to study the needs of the public school system and make recommendations to the General Assembly of 1934. This Commission will make recommendations to the next General Assembly providing for a simpler system of organization and administration of the public school system. It is contemplated that the proposed recommendations will materially simplyfy administrative problems and afford greater assurance of better educational facilities, and will correct many questionable practices resorted to in administering the State's public school program.

(Question No. 3)

General Sibert: *In what way can present practices and methods be changed to provide more effectively and more economically for the common schools?*

Supt. Richmond: The answer to this question is partly included in the answer to the preceding question. One school code applicable to "a system of common schools" (not systems), will mean both greater efficiency and greater economy in administration. *Simplifying the present method of school organization would materially reduce the cost of the administration of our public schools.*

The cost of instruction makes up approximately 80 per cent of the current expenditures for the public schools. This cost ranges in different districts from approximately 50 per cent to approximately 90 per cent of the total school revenue of various types of districts. The group of county school teachers, comprising almost two-thirds of the total teaching forces of the State, for the school year ended June 30, 1933, received an average salary of $450. This means that the social and educational welfare of the majority of Kentucky's school children was entrusted to teachers whose professional services

were valued at $1.50 a day for 300 working days. Again, it means that when the nation and State recover from the economic and financial depression, the more competent rural school teachers will seek and secure other employment with the feeling that by so doing they can earn a living wage. Surely not much further economy in the operation of public education is feasible. Nevertheless, it is estimated that the common schools will be operated during the school year 1933-34 on more than 15 per cent less money than for the preceding year.

(QUESTION NO. 4)

GENERAL SIBERT: *Who appoints the teachers in the county schools?*

SUPT. RICHMOND: *Subdistrict trustees recommend the appointment of elementary teachers in the county schools. The county board of education is required to elect the elementary teachers thus nominated. There are 19,950 subdistrict trustees. They nominate, and county boards of education are required to elect the 9,970 elementary teachers thus nominated.*

The high school teachers of the county are elected by the county board of education upon the recommendation of its executive officer—the superintendent of schools. Elementary and high school teachers of city school districts are elected by their respective boards of education upon the recommendation of the superintendent in charge.

GENERAL SIBERT: *What are the results and especially the evils of the application of this system in obtaining the teachers in the county schools?*

(QUESTION NO. 5)

SUPT. RICHMOND: *On May 11, the Superintendent of Public Instruction released a letter to the people of Kentucky calling attention to the unethical and vicious practices resorted to by school officials in many school districts in selecting teachers for the public schools. In substance, this letter reported that many well-trained men and women, who have dedicated their lives to the teaching profession and who have given complete satisfaction to the communities which they have been serving, have been displaced by people who have had no particular interest in teaching, and who will withdraw from it when business conditions warrant. Due to the fact that the regular vocations and callings of these people—farming, mining, shop work, business, law, salesmanship, and the like—have for the time being proved unremunerative, they have been prompted to use selfish and personal influence to oust conscientious and efficient teachers from their positions in order that they may secure these jobs for themselves.*

An even more vicious practice is in evidence in various parts of the State—that of certain school officials acting in collusion to elect their relatives to teaching positions, usually displacing more competent teachers who have served the people in a highly satisfactory man-

ner. One or two instances have been reported where practically every teacher in the school is closely related to one or more school officials of that district. Such a practice cannot be too strongly denounced. It violates every principle of sound ethics. The taxpayer pays his money that his children may be educated, and not that the relatives of school officials may have jobs. No practice will more completely discredit our school systems than that of selfish favoritism in the selection of teachers.

These statements are not to be interpreted as reflecting upon the integrity of the great majority of school board members and trustees, who serve their constituencies with honor and credit to themselves and their communities; nor are they to be construed as a criticism of many excellent teachers who may be related to members of school boards under whom they serve, but who have secured and maintained their positions through merit and not through favoritism.

(QUESTION No. 6)

GENERAL SIBERT: *What system, in your opinion, would correct these evils and result in obtaining the best teachers for the education of our children?*

SUPT. RICHMOND: *As just stated, the county board of education elects its high school teachers upon the recommendation of its superintendent. This board should be authorized, also, upon the recommendation of its superintendent, to—*

First, elect both elementary and high school teachers, and
Second, determine their tenure of position upon basis of satisfactory service.

(QUESTION No. 7)

GENERAL SIBERT: *In the light of this situation, what should be the function of the county board of education?*

SUPT. RICHMOND: *It should be the function of the county board of education to select its chief executive officer—the superintendent of schools. Upon the recommendation of this officer, subject to the statutes and the regulations of the State Board of Education, the county board should exercise functions as follows:*

1. *Prepare and adopt a general policy for the conduct of its schools.*
2. *Control all county school property, including school funds derived from district taxation, from state school per capita or otherwise.*
3. *Secure sites for, locate, accept and approve plans for, and erect necessary buildings.*
4. *Keep all school property in good repair.*
5. *Provide passways or desirable approaches to and from each school building over toll bridges, pikes or other thoroughfares.*

6. *Prepare a detailed school budget, showing the total amount of money needed, and the amount needed for supplementing teachers' salaries, for permanent improvement, repairs, furniture, maintenance, and support of schools.*
7. *Prepare a salary schedule, showing in detail the salaries to be received by each of its employees.*
8. *Elect teachers upon the recommendation of its superintendent.*
9. *Fix the rate of district taxation.*
10. *Inspect and pass upon all claims against the school district, make settlements, and authorize payment of such claims.*
11. *Fix the minimum qualifications for its teachers.*
12. *Fill vacancies on the teaching staff, and*
13. *Discharge such other duties as may be imposed upon it by the statutes and the regulations of the State Board of Education, or as emergencies arising may demand.*

The duties as enumerated correspond in general to the duties now delegated by statutes to boards of education of the cities of the first, second, third, and fourth classes.

(Question No. 8)

General Sibert: *Should the compulsory attendance school law reduce the age limit from 16 to 14 years?*

Supt. Richmond: *In its general application, the compulsory attendance law should not be modified so as to reduce the age limit 16 to 14 years. The principle underlying this law is fundamentally threefold in nature. It is designed—*

First, to promote the best interests of the State by requiring parents or guardians of young pupils between the ages of 14 and 16 to keep them in school;
Second, to safeguard the interests of such pupils that they may be protected in availing themselves of the educational opportunities afforded by the State; and
Third, to protect the heads of families and others responsible for the support of dependents from having to compete with immature people for employment.

Pupils between the ages of 14 and 16 years not in proper mental or physical condition to attend school, or pupils who have completed the elementary schools, are exempt from the application of this law.

Not infrequently pupils demonstrate incapacity to adjust themselves to school environment and school regulations. They persistently defy school authorities, thus seriously interfering with the rights of other pupils and the orderly procedure of the school. Boards of education should have authority to at least temporarily excuse such pupils from school attendance.

(QUESTION No. 9)

GENERAL SIBERT: *To what extent does the State, and should the State, contribute to the support of the common schools?*

SUPT. RICHMOND: *Under present statutory provision, the State sets aside 69 per cent of revenue derived from a state-wide general ad valorem tax on real estate, intangibles, and franchises for the common school fund. For the school year ended June 30, 1931, this represented a little more than 14c out of each revenue dollar collected by the State.*

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

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

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

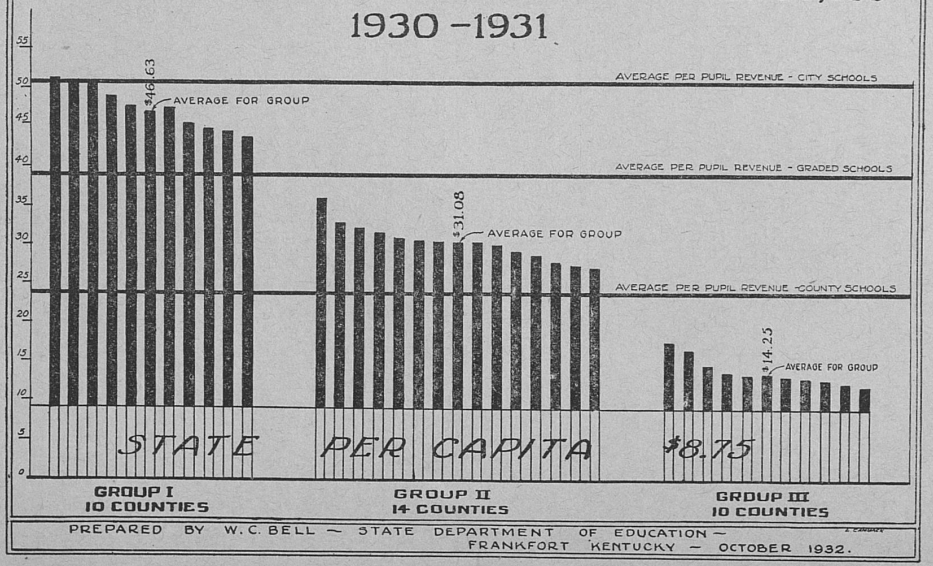
The amount distributed from the state school fund for the year 1931-32 was a little more than one-fourth of the total expenditures for common schools that year. In other words, approximately three-fourths of all expenditures for the maintenance and operation of the State's common schools were provided by district taxation. Enormous differences in the ability to support education prevail in various school districts. The state school fund is distributed on a per capita basis; hence, when local districts having wide ranges of property valuation per census pupil attempt to supplement the state school fund by district taxation, gross disparities in the actual support of schools necessarily result. Numerous research studies concerning these disparities have been made. Among them, the charts prepared by Mr. W. C. Bell of the State Department of Education reveal graphically the disparities in public school support.

One of Mr. Bell's charts shows three groups of county school districts, each having a census of approximately 36,000 children. It reveals average annual revenues per pupil in 1930-31 of $46.63, $31.08, and $14.25 respectively for the county districts in these groups. The state school per capita of $8.75 for this same year represented less than one-fifth of the support in the first group of counties and more than three-fifths of the support in the third group. Such gross disparities, resulting from a dual plan of financing the State's

REVENUE PER PUPIL

THREE GROUPS OF COUNTY SCHOOL DISTRICTS EACH HAVING A CENSUS OF APPROXIMATELY 36,000

1930 – 1931



PREPARED BY W. C. BELL — STATE DEPARTMENT OF EDUCATION — FRANKFORT KENTUCKY — OCTOBER 1932.

public school program by statewide taxation and by school district taxation, cannot be reconciled.

Vast sections of the State having large numbers of children and limited property valuation cannot, through district taxation, provide adequate funds to support even the minimum educational program. It is the State's obligation to make more adequate provision in these sections. A LARGER COMMON SCHOOL FUND IS NECESSARY IN ORDER TO FURNISH EDUCATIONAL OPPORTUNITY FOR THE CHILDREN OF THESE COMMUNITIES.

(Question No. 10)

General Sibert: *Would it be advisable for the Legislature, in in setting up means for raising school revenue, to delegate authority to the State Board of Education to distribute the funds?*

Supt. Richmond: *Yes. Under the present set-up, the Superintendent of Public Instruction is directed by law to apportion the state school fund on a per capita basis to the various districts.*

The present State Board of Education is an ex-officio Board, composed of the Superintendent of Public Instruction, the Secretary of State, and the Attorney General.

The recommendations of the Educational Commission provide for a State Board of Education of seven representative laymen, appointed by the governor from the State at large. The Superintendent of Public Instruction is at the present time a politically elected officer in accordance with the Constitution. The Commission recommends that the Constitution be amended so that the proposed State Board of Education may select its executive officer—the Commissioner of Education. The Commission also recommends that the Superintendent of Public Instruction serve as ex-officio Chairman of the State Board of Education as long as he is elected to this position.

(Question No. 11)

General Sibert: *What other duties should belong to the State Board of Education as recommended by the Educational Commission?*

Supt. Richmond: *It is assumed that the State Board of Education under the proposed plan of reorganization should determine the qualifications, salary, and tenure of office of the Commissioner of Education. Upon his recommendation, the reorganized State Board should determine the number and types of the divisions of the State Department of Education necessary for efficient administration; it should, upon his nomination and recommendation, select for each division specially trained personnel, competent in each instance, to render practical and efficient service.*

(Question No. 12)

General Sibert: *What authority should the State Board of Education have with respect to the qualifications of teachers?*

Supt. Richmond: *The State Board of Education should have full authority with reference to the determination of qualifications of teachers.*

A cooperative program for the effective placement of teachers, worked out by the State Board of Education in connection with district boards of education, would be desirable under the proposed administrative reorganization of the public school system.

(Question No. 13)

General Sibert: *After the State has provided facilities for each child to acquire a common school education, what is the State's duty with reference to higher units of education?*

Supt. Richmond: *In addition to providing facilities for each child to acquire a common school education, it is the duty of the State to provide high school facilities for each of her children who demonstrates in each succeeding step of advancement in the elementary schools his capacity and sustained inclination to do more advanced work. It is likewise the duty of the State to provide facilities for college training for each high school pupil who demonstrates through each succeeding year of high school training his capacity and sustained inclination to do more advanced work. School executives must provide the most definite ways and means possible through standard tests, achievement tests, and such other means of testing as are practical to ascertain from time to time during each pupil's school life if he is demonstrating the capacity and inclination to continue advantageously the work he is undertaking or to be advanced to the succeeding grade.*

(Question No. 14)

General Sibert: *What is the real function of the Industrial Colleges in so far as the duty of the State is concerned?*

Supt. Richmond: *The two State Industrial Colleges at Frankfort and Paducah serve the educational needs of the colored people of the State just as the State University and the four Teachers' Colleges serve the needs of the white people.*

(Question No. 15)

General Sibert: *What is the real function of the Teachers' Colleges in so far as the duty of the State is concerned?*

SUPT. RICHMOND: In answer to this question, I am quoting the splendid statement on the function of Teachers' Colleges prepared by Dr. H. L. Donovan, President of Eastern State Teachers College and Chairman of the Committee on Aims and Functions of the Public Schools of the Kentucky Educational Commission. The statement follows:

"Functions of Teachers Colleges.—*The primary function of the teachers' colleges is the preparation of teachers, supervisors, and administrators for all types of teaching positions in the public, rural and urban elementary and secondary schools of the State.* The student of the teachers' college must acquire a mastery of such subject matter as the race should preserve, for the teacher is the chief agent for the transmission of our racial heritage. No college should place greater emphasis on culture and superior scholarship than the teachers' college. Through courses in content and theory, the observation of teaching, and practice in the training school, the student of the teachers' college acquires a professional training that equips him for the difficult and humanly important art of teaching. The attainment of scholarship and a mastery of the art of teaching constitute the companionate purposes of the teachers' college in the education of teachers.

"Other subsidiary functions of the teachers' college that are indispensable in the building of the State's educational system are the operation of a training school, field service, research, and the development of ethical and professional standards or ideals.

"The teachers' college is primarily interested in preparing young people to share their education with the children of the State. It is in this way that these colleges serve all the people of the Commonwealth in a very vital and direct manner."

(QUESTION No. 16)

GENERAL SIBERT: *What is the real function of the University in so far as the duty of the State is concerned?*

SUPT. RICHMOND: In answer to this question, I cannot do better than quote the statement on the functions of the State University prepared by Dr. F. L. McVey, President of the University of Kentucky and member of the Kentucky Educational Commission, a great president of a great state university. President McVey's statement follows:

"Functions of the State University.—The University of Kentucky has been created by the people in order to perform four important specific functions. The first of these is to teach and instruct students on the campus of the institution. The purpose is to provide vocational and professional opportunity for cultural advancement

and knowledge. To this end seven colleges have been established in the organization of the University.

"The second function is to carry on research and investigation. Every university worthy of the name must engage in investigation and the collection of information on sociological, economic, governmental and the conservation problems of the State. To that purpose the Agricultural Experiment Station, the Public Service Laboratories, Inspection Service, and Bureaus of Business Research, Government Research and School Service have been established.

"The third function has to do with the extension services of the University. The rural interests of the State are being advanced through the work of the Experiment Station and Division of Agricultural Extension under the provisions of the Federal and State laws. The University Extension Department offers to citizens who cannot attend the University opportunities to study at home or in classes organized in groups away from the University.

"The fourth important function of the University is the maintenance of libraries and museums. These are important to State development and to the preservation of relics, materials and facts of the past.

"The fundamental purpose of the University is to associate itself with the life of the State, and through such agencies as it possesses, prepare the youth of the Commonwealth to enter into the larger activities of the State; to constantly study the problems, difficulties, ways so that the State may proceed into a larger and more effective economic and social life."

(Question No. 17)

General Sibert: *Is equality of opportunity a fundamental principle of American democracy?*

Supt. Richmond: *Yes.* No principle is more indelibly engraved in the annals of American democracy than the principle of equality of opportunity. The government of these United States is founded upon the principles of justice and liberty, and of equal rights and opportunity for all.

In the Preamble to the Constitution, we read: "We, the people, . . . In order to . . . establish justice, . . . secure the blessings of liberty to ourselves, and our posterity, do ordain and establish this Constitution . . ." The amendments to the Constitution, dating from 1791 to 1920, by their implications of equality of opportunity present an impressive interpretation of this fundamental principle of American democracy. The first Amendment, ratified in 1791, provides for "freedom of speech" and "of the press;" the fourteenth Amendment, ratified in 1868, provides for "equal protection of laws;"

the fifteenth Amendment, ratified in 1870, and the nineteenth Amendment, ratified in 1920, provide for equal rights to vote.

The Declaration of Independence asserts that "all men are created equal, that they are endowed with certain inalienable rights, that among these are life, liberty, and pursuit of happiness." Later, at Gettysburg, Lincoln recognized in immortal words that our nation was "conceived in liberty, and dedicated to the proposition that all men are created equal."

Justice, liberty, freedom of speech and of the press, equal protection of laws, equal suffrage, the rights of life, liberty and the pursuit of happiness, equality of mankind—all of these mean special privileges for none and equality of opportunity for all.

(Question No. 18)

General Sibert: *Does equality of opportunity include equality of educational opportunity?*

Supt. Richmond: *Yes.* The principle of equality of opportunity is not confined to any one aspect of the rights of a citizen of a democracy. Important among these rights is that of the citizen in the poor community to demand that his children have educational opportunities on a par with those enjoyed by his neighbor's children in the centers of wealth. Distinctions of special privileges are contrary to the principles upon which our democracy was built. If there is one privilege above all which should be the common heritage of every American, it is that one which makes for the stability and strength of American civilization; namely, "equality of educational opportunity." "Open the doors of the school-houses to all the children in the land," said Daniel Webster; "on the diffusion of education among the people rests the preservation and perpetuation of our free institutions."

(Editor's Note: Questions 19 and 20 as presented here may be considered as a supplement to the radio interview. They have frequently been submitted to the Superintendent of Public Instruction, and really challenge his judgment and the judgment of all interested in public education.)

(Question No. 19)

Question: What contributions does public education make to the improvement of business?

Answer: Public education is our most productive and basic industry. It educates for consumership; it increases wants and stimulates production; it develops new products and new devices, and thus creates more wants and more production. Education not only stimu-

lates and produces wealth but makes possible an environment favorable to such stimulation and production.

Some of the major contributions that public education makes to the improvement of business are:

First, educated people are good customers. The needs of primitive lives are simple. Wealth cannot develop where man's wants are easily satisfied. Desire for more and better things can come only through information in regard to more and better things. Wide views of life develop wider demands for consumption. Culture creates desire for more appliances, choicer foods, finer clothes, nicer furniture, more wholesome amusement, better homes, and more attractive environments; it furnishes the urge to travel, the incentive for broader experience, and the wish to live more richly and fully. These desires and wants are all vitally necessary for the stimulation, development, and continued improvement of business. Education lifts the standard of living; allied with business, it converts the luxuries of yesterday into the necessities of today.

Second, the money expended for schools directly and indirectly contributes in large measure to business prosperity. The money thus appropriated returns to purchase the goods and services which the schools need. A good school in a neighborhood stimulates business and increases property valuation. Teachers' salaries are far too small to permit hoarding of money; hence, revenue provided by the Commonwealth for teachers' salaries is quickly returned to general circulation.

Third, schools make wealth by training leaders and experts for the business world. This is the day of the college trained business specialist and the technical expert. Business looks to the universities and colleges for its leaders. Three agencies conduct research in industry, the Federal government, business, and the universities. The universities contribute to business by the work of their bureaus of economic research, by their laboratories of scientific and technical research, and by their education of trained research workers and professionally equipped leaders. Business spends $110,000,000 annually for pure research in the charge of university trained physicists, chemists, and engineers, not to mention the countless millions spent for the salaries of all kinds of other university trained specialists and leaders. To emphasize this point, it is significant to note that Pres. Roosevelt has selected 42 college experts to aid in his great and complex program of national economic recovery.

Fourth, education provides an environment favorable to business. Education promotes wealth by promoting internal security. Business cannot thrive in an atmosphere of indifference, thriftlessness, or strife. Stability of government depends upon responsibility of citizenship. An educated citizenry is essential to the protection and development of business enterprise. The public schools, more than any other single agency, can be depended upon to help produce and maintain a stable and secure social order in which healthy business and wholesome prosperity may continue to develop and flourish.

(Question No. 20)

Question: In what way does public education contribute to the planned improvement of the public welfare of our citizens?

Answer: In the introduction to the report of the President's Research Committee on Social Trends, we find this significant statement:

> "The oustanding problem might be stated as that of bringing about a realization of the interdependence of the factors of our complicated social structure, and of interrelating the advancing sections of our forward movement so that agriculture, labor, industry, government, education, religion and science may develop a higher degree of cordination in the next phase of national growth."

The great agency of planned improvement of public welfare must be public education. Knowledge of the problems of the social order is the first prerequisite to planning. Knowledge of methods of planning is another prerequisite. Acceptance of the idea of planned improvement, and then loyalty to the purposes of planning, must be definitely secured of the people. Those who would represent the wishes of the people must be pledged to the ideal. IT IS THE FUNCTION OF EDUCATION IN THE COMMON SCHOOLS TO FOSTER AND CULTIVATE THE IDEAL OF A PLANNED AND IMPROVED STATE OF SOCIETY; IT IS THE FUNCTION OF THE UNIVERSITIES AND INSTITUTIONS OF HIGHER LEARNING TO HELP DEVELOP THE TRAINED AND CONSECRATED LEADERSHIP ESSENTIAL TO THE ACHIEVEMENT OF SUCH AN IDEAL.

RECENT TRENDS IN PUBLIC EDUCATION IN KENTUCKY

COMPARISONS OF ENROLMENTS AND COSTS WITH 1929-30