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EDUCATIONAL BULLETIN

Summary of
FINDINGS and RECOMMENDATIONS
of the
KENTUCKY EDUCATIONAL
COMMISSION



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Superintendent of Public Instruction

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The Report of the Kentucky Educational Commission

The complete report of the Kentucky Educational Commission is now in the hands of the printer. It will be ready for distribution sometime during the month of October. This issue of the Educational Bulletin of the State Department of Education contains a summary of the findings and recommendations of the Educational Commission and the Commission's platform statement. This platform statement sets out certain proposed changes which the Commission feels are vitally necessary if our schools are to be operated effectively and if the taxpayers are to be assured maximum returns from educational expenditures. This statement does not contain all of the recommendations of the Commission, but rather, it sets forth certain changes which can be effected without additional cost for the operation of the schools and which will improve the state's program of public education. In addition, this statement contains a recommendation that the Common School Fund be increased. This recommendation can be carried out without increasing the total expenditures for public education in Kentucky, though it is my belief that eventually the state must spend more money on its schools if it is to provide for its future citizens the measure of citizenship training to which they are entitled.

In addition to the complete report of the Commission, which will be submitted to the members of the General Assembly at the opening of the 1934 session, there is being prepared for the approval of the Commission a revision of the school laws. This revised school code will be submitted also to the members of the General Assembly at the opening of the 1934 session.

It is the opinion of the Commission that the adoption of the revised body of school laws by the General Assembly will do much toward improving the educational situation in Kentucky. This action, however, will not of itself insure equitable educational opportunities for all of our children. This can be brought about only by the realization on the part of our people, including the school people, of the fact that the schools are for the children and that they constitute the chief means for the training of the future citizens of the state.

JAMES H. RICHMOND
Superintendent of Public Instruction, and
Chairman, Kentucky Educational Commission

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TABLE OF CONTENTS

	Page
Platform Statement of the Kentucky Educational Commission	5
Aims and Functions of the Public Schools	8
Administrative Organization of the Public Schools	14
Factors Affecting the Organization of the Public School Curricula	18
Employed Personnel	21
School Building and Grounds	25
The Education of Negroes	27
Adult Education	29
The Education of Handicapped Children	30
School Costs	32
Financial Support of Education	36
Financial Administration of Kentucky School Districts.....	39
Committee Organization for the Work of the Kentucky Educational Commission	45

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1933

Platform Statement of the Kentucky Educational Commission

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

Many of these recommendations may be effected immediately without any additional outlay of funds. Indeed, many of them will afford at a reduced cost the same measure of school service which the state has been realizing. Other recommendations look toward the improvement of the state's program of school service from a long-time point of view. Taken together, the two sets of recommendations constitute a proposed course for the state to follow in making available to all of its children an acceptable minimum program of educational opportunities, both from an immediate, as well as a long-time point of view.

The responsibility for improving the educational opportunities of the children of Kentucky rests with the citizens of the state. They, through their representatives in the General Assembly, have full authority to determine the level of educational opportunities to which they feel their children are entitled. This report represents an attempt on the part of the Kentucky Educational Commission, vested with authority by the citizens of Kentucky through their representatives in the General Assembly, to propose a program for a more acceptable plan of educational opportunities for all Kentucky children.

The signed statement, set out below, is the Commission's platform. This platform suggests the first steps to be taken by the General Assembly in making an improved program of public education available to the childhood of Kentucky.

PLATFORM STATEMENT OF THE KENTUCKY EDUCATIONAL COMMISSION

The Kentucky Educational Commission was authorized by the last General Assembly to make a study of public education in Kentucky. Through the volunteer services of nearly one hundred Kentucky educators who know and understand our school problems, this work has been completed. Our findings are being

published in a volume of approximately 550 pages which will be available in October, 1933. We are making many recommendations for the improvement of public education in Kentucky. These will be submitted to the General Assembly in the form of a new body of school laws, as well as in our report. We believe that certain changes are vitally necessary if our schools are to be effectively operated and the taxpayers assured of maximum returns from educational expenditures. These changes are as follows:

1. The school laws should be revised and simplified. These laws affect the everyday lives of the people and, therefore, should be in a form understandable to them.
2. There should be created a State Board of Education composed of the Superintendent of Public Instruction as chairman and seven representative laymen of the state appointed by the Governor. This Board should have direction and supervision of elementary and secondary education. Through such a board we can be assured of a continuous and progressive policy in the operation of our elementary and secondary schools.
3. The elimination of small school districts and consolidation of schools should be effected. This action will assure more efficient school service at less cost.
4. The boards of education of all school districts should be elected at large and should have complete control of the schools of their respective districts. The people in the rural areas of Kentucky can never hope to get the same educational service as the people in the cities as long as the school teachers are selected by people who are not competent to pass on their qualifications. The sale of school positions, nepotism, and favoritism in securing teachers will mean the wrecking of the school system of the state. The people of Kentucky will never have a satisfactory public school system until they recognize the fact that the schools are for the children of the commonwealth.
5. The minimum qualification for teachers should be raised from one year to two years of special college training. Teachers in the service should be given ample opportunity and time to meet this standard. For years the more progressive school districts in Kentucky have voluntarily maintained qualifications of two years of college work or higher for their teachers. The other school districts can never hope to improve their schools unless they employ teachers with proper qualifications.

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6. *The creation of a council on public higher education, composed of representatives of the University of Kentucky and the four teachers' colleges and the State Board of Education, is proposed in order to correlate the work of these institutions and give a unified program of higher education and also to coordinate the program of higher education with the common school program.*
 7. *The schools would welcome a reorganization of the state government providing for a modernized state budget which would enable school support to receive proper consideration in the whole structure of government.*
 8. *School boards should guard carefully their funds and should operate their schools within their respective incomes. Better protection for school funds in the hands of local school boards and stricter budgetary control of expenditures will make this possible. The floating school debt is a serious problem in many districts.*
 9. *The Common School Fund should be increased. There are 720,000 children of school age in the state. We recognize the financial situation in Kentucky, but even with that in mind, the children of school age must be educated today. Therefore, provision must be made to meet this situation. The Common School Fund must provide for a larger per capita distribution; otherwise, thousands of children will never have the advantage of an acceptable minimum program of education, nor can vast numbers of teachers be paid a living wage.*
 10. *A satisfactory program of equalization can never be accomplished until a constitutional amendment is passed providing for a special equalization fund.*

(Signed) JAMES H. RICHMOND, *Chairman*
FRANK L. McVEY
H. H. CHERRY
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Aims and Functions of the Public Schools

EDUCATION A STATE FUNCTION

Education is a state function. From the time of George Washington to Franklin D. Roosevelt, America's eminent statesmen and leaders have committed themselves in unmistakable language to the effect that education is the instrument by which popular government is maintained.

The makers of the State Constitution did not want any doubt left in the mind of the public, and particularly the mind of the General Assembly, with respect to the importance of education in Kentucky. In Section 183 of the Constitution, they charged the lawmakers of the state in these words: "The general assembly shall by appropriate legislation provide for an efficient system of common schools throughout the state." Through the decades of the state's history, many decisions of the Court of Appeals have emphasized the fact that public education is a fundamental and indisputable function of the state. Pages could be quoted from the decisions of this Court upholding legislation designed to promote public education. The primary responsibility in providing for an adequate system of schools for the children of Kentucky belongs to the state.

Schools are established and maintained for the education of children. When buildings are erected to improve real estate values, when large taxpayers seek membership on school boards in order to keep down school taxes, and when teachers are appointed because they are related to trustees, school officials, or influential citizens, schools are being maintained for the benefit of adults and not for the benefit of the children who are supposed to be educated in them. There are literally hundreds of cases in Kentucky where trustees and board members have secured their election primarily for the purpose of appointing a near relative as teacher in the local school. Such a practice cannot be permitted to prevail indefinitely without undermining the ideals of the citizenship of a state. This Commission calls upon the citizenry of Kentucky to accept the philosophy that schools are maintained for the benefit of children and not for the promotion of the interests of adults.

Although education in Kentucky has advanced in some ways, its progress has simply paralleled, though on a much lower plane, the advances made in education throughout the nation. Free public education has been relatively slow in gaining a foot-

hold in Kentucky. For more than forty years there were no public schools within the state. Few public high schools were authorized until after the opening of the twentieth century. Finally, after nearly a century of struggle and effort, a free public school system from the primary grades through the university has been accepted by Kentucky in principle at least.

Tuition for instruction at any level is inimical to the best interest of the state. It is undemocratic. General education supported by the state must be open to all, free, and non-sectarian from the primary school through the university. This ideal Kentucky has already accepted and to a degree achieved. It remains for the state to strengthen the weak points, eliminate waste, and provide better facilities for the attainment of these objectives.

GENERAL AIMS AND OBJECTIVES OF THE PUBLIC SCHOOLS

The general aims of education that with varying emphasis run through the whole school system from the kindergarten to the graduate school, may be included in four statements. These aims are:

1. To promote citizenship through the development of individual character and social leadership.
2. To make possible the development of knowledge through the mastery of the tools of learning and the promotion of research.
3. To provide a cultural basis for enriched living.
4. To render vocational guidance and to provide opportunity for education in professional fields.

This statement of objectives serves to emphasize the unity of educational purpose and to bind together the separately listed aims for the three levels of education, elementary, secondary, and higher education.

Aims and objectives of the elementary schools.—The old conception of elementary education, where classes were conducted in a humdrum way inside the bleak walls of a school, is fast giving way to a newer conception, where the program is expanded in keeping with a better understanding of child nature and through the development of those activities that make school days a romantic adventure. In other words, the objectives of elementary education find their highest expressions in the life objectives of the children. For this reason only those things should be offered in the elementary schools which are equally desirable for all. Opportunity must then be provided in these early days of school life to cultivate habits, skills, and attitudes that are essential to the well being of all children.

The aims of elementary education may be grouped under the four general objectives as follows:

1. To develop a healthy body and wholesome mental attitudes.
2. To develop an understanding of social relationships.
3. To gain control of the fundamental subjects which are equally desirable for all.
4. To form the habit of thinking clearly by developing a proper sense of values.
5. To develop an appreciation of and a desire for worth while activities.
6. To discover and develop the individual's own aptitudes.

Aims and objectives of the secondary schools.—The secondary school should continue the training of the elementary school, but at the same time should recognize the demand for the exploration of individual abilities and interests and the necessity for beginning educational and vocational specialization. The secondary school, therefore, cannot set up objectives wholly independent of the objectives of the elementary school. However, the ability of the children to use the tool subjects for the purpose of study, the physical and mental growth of the children and the new subject-matter introduced in the secondary school program, will tend to shift the emphasis from the acquisition of special abilities in the elementary school to that of attitudes toward conduct, ideals, standards, and habits in the secondary school.

The aims of secondary education are largely to be found in the major activities of life in which people are expected to engage. These activities may be grouped as: (1) those related to social and political welfare; (2) those related to recreation and use of leisure time; and (3) those related to vocations.

The aims of secondary education may be classified also in terms of the four broad objectives as follows:

1. To develop ideals and habits of health and of conduct.
2. To develop an understanding of the important civic and social institutions and activities within the local community, the state, and the nation.
3. To develop skill in language expression.
4. To develop skills in the techniques of science and the manipulation of data.
5. To develop an appreciation of the aesthetic values of literature, music, and art.
6. To develop ideals, habits, and standards of beauty in home environment.
7. To develop an understanding of the vocations.

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8. To reveal and develop special interests and aptitudes for vocational pursuits.

Desirable public school ideals and standards.—To secure for every child the opportunity to attend progressive modern public schools, certain specific ideals and standards will have to be attained in the organization and administration of the public schools, both elementary and secondary. Among these are the following:

1. For each child an intelligent, alert, and vigorous teacher trained specifically for the level of school work in which she is engaged.
2. An effective organization for professional supervision, both by the state and the local administrative unit.
3. A school environment for every school child that is safe, sanitary, and educationally effective.
4. Courses of study set up in terms of the aims of education and in terms of pupil and teacher activities.
5. A rapid reduction in the number of small schools and small school districts with a view both of educational efficiency and financial economy.
6. The limitation of the elementary school period to the first six grades and the extension of the secondary school downward to include grades seven and eight as rapidly as this reorganization becomes feasible.
7. A plan of state support that will provide for the child a defensible minimum educational program, in terms of the teacher, buildings and equipment, materials of instruction, administration and supervision, and length of school term.
8. The provision for each elementary and for each high school of the state of an intelligent and professionally trained administrator.

In addition, for the elementary school, attendance laws and an organization for the enforcement of compulsory attendance which will insure that every child is enrolled in some school and attends every day that he and the school will profit more from his presence than from his absence.

In addition, for the secondary school:

1. Greater ability to retain pupils in the secondary schools through a more efficient general program and curricula better adapted to community and individual needs.
2. The centralization of all authority for the standardization, classification, and accrediting of secondary schools in the State Department of Education.

Aims and objectives of higher education.—It is a philosophy of higher education generally accepted that the state should provide educational opportunities for its potential citizens who are capable of profiting from these opportunities by giving them such training that they will be able to become leaders, and to make real contributions to the state, which contributions will have a far greater material value than the money expended by the state in giving the training. That the state's obligation does not stop with the elementary and secondary fields, but also includes higher education, because of its rich cultural and vocational content, is a democratic ideal which states have already accepted.

As a result of the state's obligation to furnish preparation of a vocational nature, it has undertaken the preparation of teachers and of its future citizens in agriculture, in commerce, in engineering, in law, in medicine, in industry, in home economics, in fine arts, and in liberal culture.

The state has accepted also the obligation of preparing its citizens to extend the boundaries of human knowledge through graduate school facilities.

The aims of higher education may be classified also in terms of the four main objectives, as follows:

1. To preserve, interpret, disseminate, apply, and advance knowledge.
2. To develop the power to make personal and social adjustments.
3. To create intelligent and active citizenship.
4. To furnish a philosophic and religious background for ethical and spiritual interpretations.
5. To prepare for economic and vocational competency.
6. To give a cultural background for satisfactory living.

FUNCTIONS OF THE UNIVERSITY OF KENTUCKY

The University of Kentucky has been created by the people to render specific services and 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 rural interests of the state are being advanced through the work of the Experiment Station and Division of Agricultural Extension under the provisions of 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.

Another 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 state to enter into the larger activities of life. To study constantly the problems and difficulties facing the state in order that it may proceed into a larger and more effective economic and social life.

FUNCTIONS OF TEACHERS' COLLEGES

The primary function of the teachers' college 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 all the people. It is in this way that this college serves all the people in a very vital and direct manner.

Administrative Organization of the Public Schools

SUMMARY OF PRESENT ADMINISTRATIVE ORGANIZATION

1. The State Board of Education is an ex officio board composed of the Superintendent of Public Instruction, the Attorney General, and the Secretary of State. These three officers have been members of this Board by legislative enactment since 1838. For a short period late in the nineteenth century these three members selected two professional schoolmen to serve with them on the State Board of Education.

2. a) The Superintendent of Public Instruction is, by virtue of the Constitution, a politically elected officer elected for a four-year term and may not succeed himself in office. No specific educational qualifications are required of him.

b) Though there are many conflicting and vague provisions in the school laws concerning his powers and duties, the Superintendent of Public Instruction is the executive officer of the State Board of Education with an advisory relationship with city and independent graded school districts, and with both advisory and directory relationships with county school districts.

3. The State Department of Education does not exist, as it should, as an agency of the State Board of Education, but rather as a division of government under the control of the Superintendent of Public Instruction.

4. a) The General Assembly has seen fit to create the following types of school districts, namely: (1) city school districts of the first, second, third, and fourth classes; (2) independent graded common school districts; and (3) county school districts.

There are 371 school units (May, 1933), 68 of which are city school districts; 183, graded school districts; and 120, county school districts, 12 of which are complete county units. The county districts are divided into approximately 7,000 subdistricts. The people elect 3 subdistrict trustees in each subdistrict. More than 23,500 school officials direct the activities of slightly more than 17,000 teachers. Each type of district has its own body of school laws. While there is much in common in the various school codes, there exist significant differences among all of them. No valid reason exists for these differences except in a very few cases.

b) There are variances in (1) size of districts—from one hundred census pupils in a few small independent graded districts to almost sixty thousand census pupils in the Louisville City District; (2) type of control—from three executive officers for a city of the first class to one executive officer in all other districts save cities of the second class which may have two executive officers; (3) number and time of election of board members

—cities of the third class have nine board members, cities of the fourth class have six, and all others have five members; (4) school tax rates may vary by law from a minimum of \$0.25 on each \$100 of annual valuation of property in certain types of districts to \$1.50 maximum rate for certain types of districts; (5) some boards levy their own taxes, others do not; (6) county districts have three subdistrict trustees in each subdistrict or attendance area—others have neither subdistricts nor subdistrict trustees; (7) costs of administration are considerably higher in some types of districts than in others, and all school administrative costs are higher in Kentucky than in the nation, due largely to the number of small districts; and (8) the percentages of non-enrollment and retardation are enormous, especially for county districts. One child in six is not enrolled in the public schools, and approximately one child in three in school is retarded.

5. Kentucky maintains five institutions of college rank for white persons, namely, the University of Kentucky and the four teachers' colleges at Bowling Green, Richmond, Murray, and Morehead. It maintains also two collegiate institutions for Negroes. Eight per cent of the total population of the state is colored. Each of the seven institutions has its own board of control. There exists a Normal Executive Council, two councils in fact, composed of the presidents of the four teachers' colleges and the Superintendent of Public Instruction. This Council is the only coordinating agency for the institutions of higher learning. Its powers extend only to entrance requirements and curricular offerings, there being no coordinating agency in so far as business and financial matters are concerned.

6. There yet remains a State Board of Examiners composed of the Superintendent of Public Instruction, the Director of Certification of the State Department of Education, and an educator appointed by the Superintendent of Public Instruction. This is a "hold over" board from the time when most teachers were certificated by examination instead of upon credentials as is the case today. The Board has outlived its usefulness.

7. A State Textbook Commission composed of nine members, including the Superintendent of Public Instruction, who is ex officio secretary of the Commission, adopts the basal texts in all fields of the common schools except for school districts embracing cities of the first four classes and county school districts maintaining a nine months school term. For these districts the Commission lists 10 books in each field, any 1 of which may be adopted by these district boards. All of the members of the Commission, with the exception of the Superintendent of Public Instruction, are appointed by the State Board of Education.

8. There exists a board called the Vocational Education Board composed of the Superintendent of Public Instruction,

the President of the University of Kentucky, the Attorney General, the Secretary of State, a public school superintendent, and a farmer or business man—the latter two appointed by the Governor for two-year terms—which administers the provisions of the Federal Vocational Act of 1917 and the Federal Rehabilitation Act of 1920.

9. The public schools of Kentucky at no level have the advantage of an adequate and coordinated program of library service.

RECOMMENDATIONS

1. The State Board of Education should be composed of outstanding laymen appointed from the state at large. It is recommended that: (a) the Governor be empowered to appoint four lay members of the State Board to take office July 1, 1934; (b) three additional laymen be appointed by the Governor to take office the first Monday in January, 1936; (c) the Superintendent of Public Instruction serve as ex officio chairman of the Board as long as he is elected to office; (d) the Attorney General and Secretary of State serve as members of the State Board of Education until the first Monday in January, 1936; (e) the Board control the common schools, the colleges for Negroes, and vocational education and civilian rehabilitation; and (f) members of the Board be appointed for four-year terms to serve without pay other than necessary traveling expenses.

2. The Constitution should be amended so that the reorganized State Board of Education shall appoint the chief state school officer who shall be known as the Commissioner of Education and who shall serve as the chief executive officer of the Board. The Board should determine the qualifications, salary, and tenure of office of the Commissioner of Education.

3. The reorganized State Board of Education should, upon the recommendation of the Superintendent of Public Instruction or the Commissioner of Education, select the entire personnel of the State Department of Education. The Superintendent or Commissioner should determine the number and type of divisions of the State Department of Education necessary for efficient administration, and should nominate, for election by the State Board, personnel for each division specifically trained and competent to carry on the work to which they are assigned.

4. Steps should be taken toward organizing each county as a local school unit or district. As a step in this direction it is proposed that: (a) each school unit shall make provision for or maintain at least one high school, the curriculum of which shall carry pupils through the twelfth grade; (b) each school unit

shall provide for or maintain at least one high school which shall be accredited by the proper authorities in the highest classification used by such authorities; and (c) no local school unit shall be continued as such unless it has a pupil census of at least 350 white children.

It is intended that there shall be no difference in the administration of the educational program in local school units or districts. It may be necessary, however, to provide for differences in the fiscal administration of certain local school units or districts to facilitate coordination with the civil administration of the area which these local school units or districts embrace. With this end in view all common school laws should be repealed and a simplified school code adopted in their stead.

5. The University of Kentucky and the four teachers' colleges should continue to be governed by their own boards of control, but there should be created a Council on Public Higher Education composed of the presidents or chief executive officers of the five institutions for white persons; a member of each of the boards of the four teachers' colleges, said member to be selected by the board and to be some person other than the Superintendent of Public Instruction; three lay members of the Board of Trustees of the University of Kentucky, said members to be selected by the Board; two lay members of the State Board of Education, said members of the State Board of Education to be selected by the State Board; the Dean of the College of Education of the University of Kentucky; and the Superintendent of Public Instruction as ex officio chairman.

This Council should be given authority to (a) determine the curricular offerings for the five institutions of higher learning; (b) determine the amount of entrance fees; (c) determine the qualifications for admission to and graduation from each of these institutions; and (d) consider and formulate the financial needs for each institution.

6. The State Board of Examiners should be discontinued and all certificates should be issued through a division of teacher training and certification in the State Department of Education in accordance with the rules and regulations of the State Board of Education.

7. a) Eventually the laws relating to the adoption of textbooks should be changed so that the State Board of Education shall, upon the recommendation of the Superintendent of Public Instruction or Commissioner of Education and his professional staff, list two, three, four, or five of the leading books for each of the courses approved by it. Under these revised laws each district board of education should, upon the advice of the superintendent and his staff of supervisors, principals, and teachers,

select a book or books for each course prescribed. The books so selected should be used for a reasonable length of time.

b) As soon as the state's finances permit, textbooks should be furnished to children free of charge.

8. Since the work of the Vocational Education Board constitutes, in the main, a part of the state's program of general education, it is recommended that this Board be discontinued and its work taken over by the State Board of Education.

9. Steps should be taken to develop an efficient program of library service for the common schools through the State Department of Education, and a comprehensive research library should be maintained at the University of Kentucky.

Factors Affecting the Organization of the Public School Curricula

FINDINGS

1. The elementary school curriculum in Kentucky includes the following separate subjects which are required by law to be taught in the grades: reading, spelling, writing, language, arithmetic, history, geography, civics, health and physical education, agriculture, nature study, music, and art. There is evidence that the teaching of these subjects is not always effective.

2. Although 94.8 per cent of the secondary teachers possess certificates based on two years or more of college work, only 30.6 per cent of the elementary teachers have certificates based on this amount of training.

3. Only a very small percentage of the elementary schools in the county districts have the six-grade plan of organization.

4. For the state as a whole the enrollment in the first grade is twice what it ideally should be according to the distribution of children by age. This ratio is one child in four instead of one child in eight.

5. In many of the schools of Kentucky, children do not have the minimum number of textbooks.

6. Forty-five per cent of the elementary schools in county districts and 11 per cent of the elementary schools in independent graded school districts have no libraries.

7. In county school districts there is one library book for every two children in the elementary grades, and in independent graded school districts there are two books for every three children in these grades. In the secondary grades of both the county districts and the independent graded districts there are more than eight library books for each pupil.

8. A very large number of children in the elementary schools do not have the necessary supplies and equipment with which to work.

9. In 5,741 of the 7,568 school buildings in the state in 1930-31, one teacher had charge of eight grades.

10. In 1930-31 the length of the elementary school term averaged 145 days in the county school districts and 180 days in the city school districts.

11. Not more than six counties in the state employ supervisory assistants for the county superintendent.

12. In many parts of the state music, art, and physical education are not being taught in the elementary grades. Until minimum programs have been made available for all districts, measurement of curriculum achievement is scarcely possible.

13. According to the 1930 United States Census, 8.8 per cent of the children in the age group 7 to 13, inclusive, were not enrolled in school; 17.5 per cent of those in the age group 14 and 15 were not in school; 50.8 per cent of those 16 and 17 were not in school; and 80.9 per cent of those 18, 19, and 20 were not in school.

14. Only 11.7 per cent of the total public school enrollment for 1931-32 was in the secondary grades. Ideally the secondary enrollment should approximate 33 per cent of the total for the twelve grades. In the county districts the secondary enrollment was 6.4 per cent of the total for the twelve grades, while in the city and independent graded school districts the percentages of total enrollments in the secondary grades were 20.8 and 23.9, respectively.

15. In 1931-32 there were exactly twice as many pupils in grade nine as there were in grade twelve. This means that one-half of the pupils who enter the ninth grade drop out of school by the time they reach the twelfth grade.

16. About one-third of the secondary schools are large enough to offer differentiated curricula that meet to any adequate degree the varied needs of different groups.

17. Courses in agriculture, home economics, and trades and industries are found to a large extent only in centers where federal subsidies are provided.

18. Kentucky maintains one university and four teachers' colleges for white students and two colleges for colored students.

19. All of the states which bound Kentucky (Illinois, Indiana, Missouri, Ohio, Tennessee, Virginia, and West Virginia), except West Virginia, have more students in college per unit of population at the college age than does Kentucky. Two-thirds of all of the states have more college students per unit of

population in the age group 18 to 21 years, inclusive, than does Kentucky.

20. Curricula leading to degrees in the arts and sciences and education are offered by all five of the institutions for white people. Graduate schools are maintained by two of these institutions. Agriculture, commerce, education, engineering, journalism, music, industrial-chemistry, home economics, and law curricula are offered at the University of Kentucky.

21. The Kentucky State Industrial College for Colored Persons offers courses of study leading to bachelors' degrees; the West Kentucky Industrial College for Negroes offers two years of junior college work.

22. All of the state supported institutions offer teacher-training curricula.

23. Many of the prospective teachers of the public schools of Kentucky are receiving their training in the privately controlled institutions of higher learning.

24. The training of teachers for the public schools is a function of the state.

25. The program of teacher training in Kentucky, so far as curricular offerings are concerned, is determined by the Normal Executive Council. This Council is composed of two legally constituted bodies.

26. There has been established in the State Department of Education a division of teacher training.

27. An Advisory Committee on Teacher Training has recently been appointed by the ex officio chairman of the Normal Executive Council.

RECOMMENDATIONS

In order that the public school curriculum may become effective, the following recommendations are made:

1. A program should be inaugurated to increase the size of secondary schools; no school should be considered for approval with fewer than three teachers, and the desirable standard should be a minimum of four teachers.

2. The State Department of Education should inaugurate in the fall of 1933 a program of curriculum study and revision that will lead to (a) organization of the elementary and secondary school curricula to meet the needs of pupils; (b) the construction of courses of study in the various subject fields; and (c) the unification of the curriculum throughout the twelve-grade school program.

3. Every administrative unit that cannot or does not provide a standard twelve-grade program of education should cease to be an independent unit.

4. The twelve-grade school program should be reorganized on the six-six or the six-three-three plan, with definite provision made for junior high school curricula.

5. In organizing and adapting the elementary and secondary school curricula, the needs of each level should be given equitable consideration. No preference should be shown to either level when the following influencing factors are to be considered: (a) training of teachers, (b) organization, (c) teaching supplies, (d) library facilities, (e) housing conditions, (f) length of term, (g) supervision, and (h) criteria for measuring results.

6. A program of state supervision should be inaugurated by the Department of Education in cooperation with the teacher-training institutions. Probably the institutions should be centers of supervisory areas with persons employed in supervisory activities during the fall and early winter, and employed in training classes in the institutions during the second semester.

7. A program of local supervision should be encouraged. Principals should be required to train for supervision and should be required to perform supervisory service.

8. Laws specifying subjects to be included in the curriculum should be repealed, and authority should be given to the State Board of Education to determine the content of school curricula.

Employed Personnel

FINDINGS

1. There was a total of 17,032 persons employed in the public elementary and secondary schools of Kentucky in 1931-32; of this number 13,326 or 78 per cent were employed in the elementary grades, and 3,706 or 22 per cent were employed in the secondary grades.

2. In 1930-31, more than 99 per cent of the one- and two-room schools were in the county districts; more than 99 per cent of the teachers in the one- and two-room schools were elementary teachers; and more than 99 per cent of the 3,706 high school teachers were teaching in school buildings of three or more rooms.

3. Of the 13,326 teachers in the elementary grades in 1931-32, 5,741 were teaching in one-room schools of eight grades each, 1,750 were teaching four grades each in two-room schools, 681 were teaching two or three grades each in three-room schools, and 5,154 were teaching one or two grades each in schools of four or more rooms.

4. For the year 1931-32, 13.4 per cent of the teachers in the elementary grades and 5.3 per cent of the secondary teachers were without previous teaching experience.

5. The number of teaching certificates in force July, 1931, was 24,442; the number of teaching certificates in force 16 months later, i.e., November, 1932, was 24,558, representing an increase of 116. The number of certificates based upon two or four years of college training increased by a little more than 2,000 in this interval, and at the same time the number of certificates based upon 16 hours of college training or less decreased by almost 2,000. In November, 1932, there was a total of 13,383 certificates in force based upon two or four years of college.

6. In 1931-32 there were 7,410 legal certificates in force that were not being used; approximately 3,600 of these certificates were based upon two or four years of college training. During the same year 9,348 positions were held by persons with certificates based on 16 or fewer hours of college work.

7. If the holders of the 13,383 certificates based upon two or four years of college training had been employed in 1932-33, four-fifths of all the classrooms of the state would have had a teacher with a minimum college training of two years. Untrained teachers who need jobs have often been employed in preference to trained teachers.

8. There are 14 different types of teaching certificates in force.

9. The issuance of certificates valid for life tends to prevent the state from raising the teacher-training standards to a higher minimum.

10. The standards for secondary teaching are higher, and the professional point of view with respect to securing employment at the secondary level is more highly developed than in the elementary school.

11. A cursory study of 615 senior college students shows that considerably more than one-half of them are majoring in courses leading to the secondary field. Less than one-fourth of the teaching positions are in the secondary grades.

12. There is general agreement in all parts of the country that the minimum training period for elementary teachers should be two years beyond the secondary level. There is a growing sentiment in favor of setting the minimum training period for all teachers in the public schools, grades one to twelve, inclusive, at four years beyond the secondary level.

13. There is a growing tendency to demand differentiated training for teachers at all levels and in the various subject fields, and to issue certificates upon that basis as well as upon the length

of the training period. Data show that 19 states issue high school certificates upon the basis of differentiated training.

14. For the years 1930-31 and 1931-32, the six four-year state institutions of higher learning had 1,100 two- and four-year graduates annually who received certificates on the basis of such training.

15. In 1930-31 Kentucky ranked 11 from the bottom among the states in average annual salary paid teachers, principals, and supervisors in the elementary and secondary schools. The typical salary paid this group of persons in the United States as a whole was \$1,440, while in Kentucky the typical annual salary was \$934.

16. A study of average salaries covering the five year period, 1927-28 to 1931-32, shows that the state average elementary salary is 54.8 per cent of the secondary school salary.

17. An analysis of salary schedules in county school districts for both elementary and secondary teachers shows that the typical teacher received approximately \$497 in 1932-33. The salaries ranged from \$338 to \$1,048.

RECOMMENDATIONS

1. The state should set up curricula for the training of teachers and administrative personnel, and certificates should be issued only upon the basis of the completion of such curricula.

2. All institutions engaged in teacher training should follow standards and regulations adopted by the State Board of Education.

3. All certificates should be issued through the State Department of Education in accordance with the rules and regulations of the State Board of Education.

4. A training and certification law should replace existing laws relating to certification. Such a law should make it possible to develop a long-time program of training and certification and should provide for the following:

- a) The length of pre-service training for elementary and secondary teachers should ultimately be the same.
- b) All new applicants for certificates should be required to complete specified curricula before they are granted certificates to teach.
- c) On the basis of a study of supply and demand, a long-time program of training and certification should be adopted setting the time when all new teachers shall be required to have two years of differentiated training, and when all new teachers shall be required to have four years of differentiated training.

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- d) Such differentiation should guarantee that teachers be trained for the different levels and subject fields in the common schools. This may be made possible by the issuance of three general types of certificates: (1) administrative-supervisory, (2) elementary, and (3) secondary.
 - e) The program of training and certification of supervisory and administrative personnel should ultimately require the completion of a Master of Arts degree.

5. There should be a study of teacher turnover in different types of positions in different school units, as a basis of promoting longer tenure.

6. A careful study should be made of the teacher-training facilities of the state to discover to what extent it is possible to supply trained teachers for the different levels.

7. The in-service training program should be strengthened, so that it may meet the needs of teachers, principals, superintendents, and board members.

8. Due to the changing needs in the teaching service, the policy of issuing unconditional life certificates should be abandoned.

9. Superintendents and other executive officers are employed by boards of education. A teacher should be nominated by the superintendent or executive officer and elected by the board of education.

10. Upon the recommendation of the superintendent, boards of education should adopt regulations governing entrance standards and the tenure of teachers.

11. Since salary schedules have their origin in the need for raising teacher compensation to a professional level, the following fundamental principles of salary schedule construction should govern:

- a) Salaries should be commensurate with standards of efficiency for safeguarding the interests of the children of the school, protecting the best interests of society, and promoting the best professional interest.
- b) The salary schedule should provide a living wage for teachers. Salaries and standards of living have a relationship.
- c) The minimum salary, together with prospects of increases to a desirable maximum, should attract intelligent, well-trained young men and women to the teaching profession.
- d) The salary schedule should fully recognize the amount of training of teachers. Educational improvement should not entail a financial loss.

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- e) The salary schedule should provide compensation comparable to that paid for other work requiring equal preparation and capabilities.
 - f) Protection must be provided against the dangers connected with the free operation of the law of supply and demand.
 - g) The salary schedule must be within the financial ability of the state and the community.
 - h) Common practice is a determining factor chiefly as a partial check, not as an infallible criterion.
 - i) The salary should be high enough to permit teachers to obtain additional training.

12. Candidates for a teacher-training curriculum should be required to pass a physical examination.

13. Teachers should be required to be free from physical defects, such as tuberculosis, or other acute defects, and also free from physical disorders which produce nervous disturbances.

14. The state, through some agency, should set up minimum health requirements for employed personnel and provide for their enforcement.

School Buildings and Grounds

FINDINGS

1. In the year ended June 30, 1931, there were 5,741 one-teacher, 875 two-teacher, 227 three-teacher, 211 four-teacher, and 514 five-teacher or larger school buildings in all types of school districts.

2. Eighty-two per cent of the elementary school population in county school districts attended school in one-, two-, or three-teacher school buildings in the school year ended June 30, 1931. The majority of these small schools are of frame construction, poorly planned, and located on inadequate sites.

3. Seventy-eight per cent of the schools of the county districts of the state have been erected since 1907; the remaining 22 per cent are antiquated structures which should be abandoned.

4. Rural school sites are invariably small. Only in a few instances is there adequate and usable playground space. Furthermore, there is a dearth of playground apparatus and other facilities for play.

5. The most common deficiencies in the larger consolidated school buildings are the lack of a central heating plant, proper facilities for water supply, indoor toilets, and sewage disposal.

6. One hundred and eighty-seven, or 30 per cent, of the city and independent graded school buildings were erected prior

to 1907. The majority of these buildings are poorly planned and obsolete. The remaining 70 per cent of these buildings are fairly well planned and well constructed.

7. For the year 1930, the average value of school property per pupil enrolled was \$179.05 for the city school districts, \$106.19 for the independent graded school districts, and \$39.43 for the county school districts.

8. For the same year, the average value of school property per pupil enrolled was \$82 for Kentucky and \$242 for the United States. Only two states ranked lower than Kentucky in this respect.

9. Indebtedness for school bonds and other school purposes amounted to \$20.12 per pupil in average daily attendance in Kentucky in 1930, excluding Louisville. The average for the United States as a whole was \$114.08 for the same year. Only two states had a lower per capita indebtedness.

10. Section 4388, Kentucky Statutes, requires county and independent graded school district boards to submit plans and specifications for new buildings and alterations of old buildings to the Superintendent of Public Instruction for examination and approval or disapproval.

11. Plans and specifications for new school buildings must be approved by the state board of education in 25 states, including Kentucky, by local boards of education in 7 states, by the state board of education, together with other governmental agencies in 3 states, and by other governmental agencies in 5 states. Eight states have no legal supervision, either state or local, over schoolhouse planning and construction.

12. Twenty-eight state departments of education furnish plans and specifications for the smaller school buildings ranging from one-teacher to twelve-teacher in size. The practice in Kentucky is for the State Department of Education to design school buildings ranging from one- to four-teacher in size.

13. In 13 states some form of financial aid is offered by the state to stimulate the proper type of schoolhouse construction.

14. Nineteen of the states publish rules and regulations governing schoolhouse construction.

RECOMMENDATIONS

1. School districts should be increased in size to permit a more economical and efficient administration and organization, and a large state school fund should be created for distribution to local boards of education. This will permit local property, to a large extent, to be taxed for new school buildings and for maintenance purposes. Furthermore, it will permit many school

districts to pay as they go on new schoolhouse construction, thus tending to eliminate the expensive practice of issuing bonds.

2. The State Board of Education should be authorized to effect the consolidation of small elementary and high schools where careful study reveals that a more economical or efficient school system will result. Such consolidation would eliminate many poorly planned, unsuitable, and obsolete school buildings. (In this connection see Chapter II, "Administrative Organization of the Public Schools.")

3. Legal provisions should be enacted to create a state fund to equalize capital outlay in the school districts of the state.

4. Authority should be given to the State Board of Education to require that school building programs be preceded by careful study to determine the actual needs and resources of the school districts planning the building programs.

5. The State Board of Education should be given the authority to condemn school buildings that are unsafe. Furthermore, the State Board of Education should be given authority to see that every new school building is educationally designed, hygienically correct, and properly located. Such a law should provide a penalty for failure of local boards of education to comply with its provisions.

The Education of Negroes

FINDINGS

1. The colored population in Kentucky has steadily decreased—from 284,706 in 1900 to 226,040 in 1930. The per cent of the state total in 1900 was 13.3; in 1930 it had dropped to 8.6 per cent.

2. In the rural districts, on an average, about 1 school child in 20 is colored; in the city districts 3 children in 20 are colored.

3. In 1910, 60 per cent of the colored population was rural; in 1930, 50 per cent of the colored population was rural.

4. Sixty-one counties of the state have fewer than 200 colored children of school age. In these 61 counties there is an average of 1 colored child for every 5 square miles of territory.

5. In the county districts the percentage of total colored enrollment in the high schools is 2.3 compared to a percentage of 7.1 for the white pupils.

6. Data for 1932-33 show that 37 counties of the state have four-year high schools, 7 counties have three-year high schools, 15 counties have two-year high schools, and that 61 counties have no high schools for Negroes. Of these 61 counties, 10 furnish transportation to such schools in other counties. Nine of the 61 counties have fewer than 6 colored school children to the county.

7. Independent graded common school districts do not make provision for the education of Negro children residing within their boundaries, nor have they done so since they were first authorized by the General Assembly.

8. There are four cities of the fourth class and one city of the third class with a white board of education to govern the white schools and a colored board to govern the colored schools.

9. According to the 1930 United States Census, 33.8 per cent of the Negro workers earn a living in domestic and personal service; 13.5 per cent in manufacturing and mechanical industries; 8.2 per cent in transportation; 7.5 per cent in the extraction of minerals; and 5.4 per cent in trade. These groups include 68.4 per cent, or more than two-thirds of the Negro workers of the state; yet there is hardly a public school in the state where they can be trained for any of these pursuits.

10. If the amount expended on the Negro farm people for Cooperative Extension Work had been figured on the basis of farm population in 1929-30, it would have amounted to \$16,054 instead of the \$2,900 which was allowed by those administering this fund.

11. There are two state colleges for colored persons for 6 per cent of the total state college enrollment compared to five state colleges for white persons for 94 per cent of the total college enrollment.

12. All of the colleges in Kentucky—state, municipal, parochial, and private—are maintained on the basis of standard accreditation, with the single exception of one of the state colleges for colored persons, West Kentucky Industrial College, Paducah.

RECOMMENDATIONS

1. Each school district should be governed by one board of education and should provide school service for all children residing within its boundaries without regard to race or color.

2. For extensive areas where there are but few colored children, consideration should be given to the advisability of authorizing the State Board of Education to assign the control of school service for these children to certain centrally situated school districts and apportion the costs equably.

3. A study should be made for the purpose of determining the vocational curricula needed in the public high schools for Negroes.

4. The amount of the agriculture extension income apportioned annually to the Negro farm people should be determined by the percentage that the colored rural farm population is of the total state rural farm population.

5. A study should be made to ascertain the number of state colleges that should be maintained for colored people in Kentucky, and in this study consideration should be given to (a) vocational and scholastic needs, (b) the population to be served, (c) justice as between white and colored groups, and (d) economy in the use of public moneys.

Adult Education

SUMMARY AND RECOMMENDATIONS

1. Education is a continuous process taking place throughout the life of an individual. The limits of formal education are not defined in terms of the age of an individual or in terms of the amount of formal schooling which he has had. That person who has reached maturity and has not yet become literate is as much an educational responsibility of the state as is the young child. To continue to make available to the adult, though he be literate, the materials and programs for improving his ability as a citizen, is equally as important as to provide facilities for the pursuit of those specialized forms of knowledge which are represented by the several divisions and fields of recognized training.

It is recommended, therefore, that Kentucky openly recognize the principle that adult education is a joint responsibility of the state as a whole and of the local community, and that in the State Department of Education, adult education be recognized as one of the major functions of that Department.

2. To assist in carrying out the principles stated above, it is recommended that wider use be made of school buildings as centers of adult education. Communities should come to think of their schoolhouses as places where all kinds of worth while activities are held, not only in the way of classes for grownups, but also where lectures and instructive entertainments are given; in fact, as the primary source of intellectual stimulation and growth of the community.

3. Since the inmates of the charitable and penal institutions are in a peculiar and very direct way the definite wards of the state, the state should provide special educational programs for them. Since the Department of Education is an integral part of the state organization, these programs should be promoted, organized, and supervised through the State Department of Education.

4. Since the eradication of illiteracy is the definite responsibility of the state, it is recommended that provision be made whereby in both rural and city communities instruction may be provided for adult illiterates, the expense of such instruction to be borne by the community and the state. Here, too, the central directing agency should be the State Department of Education.

5. The activities carried on by the agencies now engaged in adult education in Kentucky indisputably support the assertion that adult education is being carried on far beyond the expectations of most persons. It is recognized that invaluable benefits accrue to the movement by reason of the widespread and sustained interest of which these numerous activities give evidence.

It would be fatal to the life spirit of this movement to attempt to impose upon it a high degree of centralized authority. On the other hand, not to attempt to coordinate the energy which is now being expended in a considerably scattered fashion would be to pass over an opportunity to improve upon the efficiency and adequacy of the programs involved.

Some means should be effected whereby all agencies engaged in the education of adults in Kentucky may be coordinated for the purpose of preventing unnecessary duplication of work, and of furnishing a clearing-house where ideas and policies may be discussed jointly.

It is recommended, therefore, that an Advisory Council on Adult Education be formed to consist of representatives of the various agencies engaged in this work, such representatives to be chosen by the agencies themselves. It is recommended, furthermore, that the coordinating center of this Advisory Council be the State Department of Education.

The Education of Handicapped Children

SUMMARY

1. The education of the handicapped child has to do with all programs of special training for the following groups of children: the crippled, speech defectives, the blind and those with defective sight, the deaf and hard of hearing, the tubercular and those with cardiac limitations, the mentally subnormal, and the socially maladjusted.

2. Although the Constitution specifically implies that the General Assembly shall provide for all the children of all the people, whether normal or abnormal "an efficient system of common schools," the state has made special provisions for less than one-fifth of her sixty thousand handicapped children who are unable to attend or make satisfactory progress in a regularly established public school.

3. Any program of education which considers the needs of the handicapped child must involve both service to the child and service to society.

4. The residential schools for the handicapped children of the state have a combined enrollment of 2,167 (May, 1933). The

Kentucky School for the Blind, located in Louisville, has an enrollment of 150; the State Institution for the Feeble-Minded, located at Frankfort, has an enrollment of 776; the Houses of Reform, located at Greendale, have an enrollment of 530; the Kentucky School for the Deaf, located at Danville, has an enrollment of 344; and the Kentucky Children's Home Society, located at Lyndon, has an enrollment of 367.

5. Special legal provisions of the state for the education of handicapped children by local school districts include the following:

- a) Deaf children between the ages of 7 and 16, inclusive, shall attend some public, private, or parochial school in the state.
- b) The board of education of any school district must provide for the instruction of children of school age with defective eyesight. This instruction is under the supervision of the State Department of Education.
- c) Boards of education of cities of the first class may transport crippled children at public expense.

6. Only seven school districts (all cities) of the state are attempting any sort of program of education for handicapped children.

7. The Kentucky Crippled Children Commission examines and treats crippled children. The Commission examined 2,769 children in 1930-31.

8. Kentucky accepted the Federal Vocational Rehabilitation Act in 1922. It provided limited service until July, 1928, when a separate Division of Vocational Rehabilitation was organized in the State Department of Education. The General Assembly of 1930 provided that the appropriation to match federal funds for this service be made direct from the General Expense Fund. During the years 1930-31 and 1931-32, the Division of Vocational Rehabilitation rendered service to approximately 68 per cent of the estimated load of 800 persons.

RECOMMENDATIONS

1. The new school code should provide for the census of handicapped children with the listing of certain definite information concerning each child.

2. The mandate of Section 183 of the Constitution should be carried out to the end that every handicapped child shall have an opportunity for an education adapted to his peculiar needs. The state and local school units should assume the same measure of responsibility for all handicapped children that they have assumed for normal children.

3. Provision should be made, through the Constitution if necessary, for special aid for the education of handicapped children, which, of necessity, is often more expensive than the education of normal children.

4. Since the personnel, including teachers, supervisors, and administrators, in charge of the education of handicapped children need special training to equip them adequately for their tasks, provisions should be made by the state for the special training of such personnel.

5. Residential schools and other agencies providing special service, special facilities, and training for certain groups of handicapped children should be improved and modernized to provide for all those who must be committed to their supervision. All residential schools for the handicapped child should be a recognized part of the state's educational system. These institutions should file annual reports with the Superintendent of Public Instruction and be accorded the same privileges with reference to the services of the State Department of Education as are accorded other educational institutions.

6. In order to unify and coordinate all the educational services available for the various groups of handicapped children, it is recommended that an Advisory Council on the Education of Handicapped Children be formed. This council should consist of representatives of the various agencies engaged in this work, such representatives to be chosen by the agencies themselves. It is further recommended that the coordinating center of this Advisory Council be the State Department of Education.

7. The details of organization, administration, and supervision of a state program of education of handicapped children should not be specifically written into law. The revised school code should provide for the adoption of rules and regulations governing the organization, administration, and supervision of such a state-wide program. The Superintendent of Public Instruction should be authorized to prepare or cause to be prepared and submit for approval and adoption by the State Board of Education rules and regulations governing the education of handicapped children.

School Costs

FINDINGS

1. Figures representing cost of education are meaningful only when used in relation to the quality and quantity of education obtained, the cost of other governmental activities, and the need of a democratic state for education.

2. Costs of common school education approximately doubled from 1910-11 to 1920-21 and again from 1920-21 to 1930-31, but during the same 20 years the elementary enrollment increased about 18 per cent and the high school enrollment increased nearly 5 fold.

3. For this increased cost of common school education certain values have been received:

- a) A valuable training has been provided for thousands of adolescents who formerly worked. From 1910 to 1930 the percentage of children 10 to 15 years of age in the United States who were gainfully employed fell from 18.4 per cent to 4.7 per cent.
- b) The children of the state have been taught by teachers far better trained both as to quality and quantity of education than were the teachers of even a decade ago.
- c) Between 1918-19 and 1930-31 the average school term increased in length 40 days, an increase of more than one-third in 12 years.
- d) The average annual salary of teachers in Kentucky, including principals and supervisors, increased from \$413 in 1919-20 to \$934 in 1930-31.

4. Inequality of educational opportunity is very marked in Kentucky. In 1931-32 the children of 10 poor counties received education obtainable for \$14.25 per child, while the children of 10 wealthy counties received education obtainable for \$46.43 per child.

5. In 1930 Kentucky ranked 40 among the 48 states upon the basis of 10 measures of educational efficiency. Among southern states Kentucky ranked near the top.

6. Kentucky has not quite two adults to support each child of school age whereas Indiana and Ohio have two and one-half and California three. In other words, Kentucky's birth rate (22.6 per 1,000 in 1930) is high being exceeded by only 7 of the 45 states from which data were available in 1930.

7. In 1929-30 the per capita cost of education in Kentucky was \$8.77 compared to the average for the United States of \$19.55.

8. Between 1920 and 1930 Kentucky spent less money for public elementary and secondary school buildings per capita than any other state.

9. In 1930 Kentucky had a lower school indebtedness per child in school than any state except Texas and Virginia.

10. Of the total state expenditures for the fiscal year 1931-32 amounting to \$34,071,914.48, exclusive of local and federal

funds, and exclusive of certain revolving fund expenditures, roads received 42.9 per cent; education received 28.7 per cent; charities, corrections and dependents received 9.4 per cent; and other governmental activities received 19 per cent.

11. Of the \$9,761,745.94 spent by the state for the Common School Fund and for the seven institutions of higher learning .5 per cent was spent by the State Department of Education; 66.9 per cent was spent by the common schools; and 32.6 per cent was spent by the seven institutions of higher learning.

12. The total cost to the taxpayers of Kentucky in 1931-32 for all state and local educational expenditures was \$26,819,084.92. Of this amount the State Department of Education spent .2 per cent; the elementary and secondary schools spent 87.9 per cent; and the seven higher institutions \$3,176,559.92, or 11.9 per cent.

13. Of the \$23,587,525 expended for public elementary and secondary education, 80.4 per cent was for current expenses, 12.2 per cent was for debt service, and 7.4 per cent was for capital outlay.

14. For the fiscal year 1931-32, Kentucky spent \$31.61 per pupil enrolled in the public schools for current expenses including interest, a reduction of \$3.05 per pupil since 1929-30.

15. In 1931-32, Kentucky provided common school education for 24,765 more pupils than in 1929-30 for \$1,810,082 less money.

16. Kentucky spends more than three times as much for a year of education in high school as for a year of education in the elementary school.

17. According to an analysis of salary costs in 621 county elementary schools, better trained teachers with more experience are provided in schools of four or more teachers than in one-, two-, and three-teacher schools and at no appreciable difference in cost.

18. In an analysis of teaching costs in 47 small high schools, instructional costs per pupil were found excessive. High schools having fewer than 50 pupils cost more than \$70 per pupil for teaching costs alone.

19. Kentucky has a relatively large population of college age and a relatively small population of the productive age.

20. Kentucky ranks (a) 37.5 with respect to the number of students enrolled in both publicly and privately supported institutions per 1,000 inhabitants 18 to 21 years of age, inclusive; (b) 46 with respect to wealth per inhabitant 21 years of age and over; (c) 41 with respect to wealth per inhabitant 18 to 21 years of age, inclusive; and (d) 44 in total receipts for current ex-

penses of both publicly and privately supported higher education per inhabitant 21 years of age and over.

21. Cost for instructional services on the graduate level is three or four times the cost of work on the undergraduate level, per student-credit-hour.

22. Exclusive of Louisville the total bonded and "holding company" indebtedness of school districts was found to be \$8,278,647.61. The school bonded indebtedness of Louisville was \$8,724,020, making a total for the state of \$17,002,667.61. Short-term indebtedness, consisting of notes, outstanding warrants, and unpaid bills was \$2,685,580.88, making a grand total of all kinds of public school debt of \$19,688,248.49.

23. Costs of all governmental activities have increased along with school costs during the past decade. State expenditures for roads, for example, exclusive of local costs, increased from \$5,245,276 in 1921 to \$17,507,455, exclusive of toll bridge expenditures, in 1930.

24. In 1930, Kentucky spent \$28,893,056 for public education and \$145,790,000 for passenger automobiles.

25. In 1930 local governments in Kentucky collected in taxes, according to best estimates, \$47,289,000, the federal government collected \$43,003,200, and the state government \$29,320,688.

26. Although figures for all school expenditures in 1932-33 are not yet available, it is not unreasonable to assume that costs of higher education have been reduced between 20 and 25 per cent and those of common school education more than 16 per cent when compared with the 1931-32 expenditures, whereas certain other governmental expenditures will probably not vary materially from those of 1931-32.

RECOMMENDATIONS

In the light of the foregoing analyses of school costs and of the imperative demand for economy the following recommendations are made:

1. Certain changes in existing laws and practices in Kentucky, enumerated elsewhere, should be made to provide a better quality and quantity of education for the amount of money now being expended.

2. A long-term program for judicious elimination of small elementary and secondary schools should be initiated at once.

3. A greater share of common school costs should be assumed by the state in order to equalize educational opportunity and reduce local school burdens.

4. The curricular offerings of the institutions of higher learning in Kentucky should be so coordinated that their programs in the aggregate will constitute an adequate but more economical system of higher education.

5. On account of the cost, no additional publicly supported institutions of higher learning should be established in Kentucky for a long period of time. Under present conditions, Kentucky cannot reasonably be expected to support more than seven institutions of higher learning. It is recommended, however, that at least all of the present institutions for white persons be maintained. Any sound public education policy must recognize that Kentucky cannot afford to fail to utilize for educational purposes the splendidly equipped plants of these institutions when the need for more education in Kentucky is so great.

Financial Support of Education

FINDINGS

1. The administration of state school finances is unsatisfactory as regards certain phases of (a) budgeting, (b) care of state funds, including school funds, (c) accounting control, and (d) preservation of statistics of state and local finances. (This applies not merely to figures on educational finance but also to those relating to other activities with which data for education may be compared.)

2. Support of the common school system at the present time is provided mainly from the proceeds of local property and poll taxes. State support comes almost solely from the earmarking for this purpose of 69 per cent of the proceeds of the real estate and intangibles property tax and also, to a minor extent, from income produced by a three-million-dollar permanent school fund. Direct appropriations have occasionally been made for special purposes, especially vocational education.

3. In the recent past, state support of higher education has been provided by two principal methods:

- a) The University of Kentucky and the state teachers' colleges each have received a specified proportion of the real estate and intangibles property tax and of the inheritance tax.
- b) The two institutions for colored persons have been supported by direct appropriations; part of the provisions for capital outlay at the teachers' colleges and the University of Kentucky has also been made in this manner.

4. The Commission has discovered no justification for having one plan of support for the University and teachers' colleges and a different one for the institutions for colored persons.

5. The proportion of total *state* tax revenue utilized for common school education has declined nearly one-third since 1922.

6. The proportion of *state and local* tax revenue used for the common schools has declined substantially in the past 10 years, so that in 1930 Kentucky ranked 34 among the states in the proportion of total tax revenue devoted to the common school system.

7. Though the total tax burden in Kentucky is not relatively onerous, support of the common school system is meager and has for 10 years become more and more niggardly.

8. If practices in other states may be accepted as a criterion, higher education, which is by no means lavishly supported, has received less ungenerous treatment than has the common school system.

9. Though support of the current activities of the common schools has been deplorably meager, provision for sites, buildings, equipment, and other property has been even more nearly lacking.

10. Dependence on local tax revenues for common schools, which has been increasing for several years, results in shocking inequalities in tax burdens for education or in money available for school purposes. For example, one county raised in 1931-32 by a fifty-cent levy about \$43 per census child, while another could secure thus only about \$4.

11. Even with a \$9 per capita distributed by the state as in 1931-32, inequalities in county school districts levying the same local tax rate for schools amounted to as much as four to one in terms of revenue per pupil. This disparity was enhanced by relative inadequacy of roads, by greater sparsity of school population, by differences in proportion of children in the population, and by more serious loss of educational leadership due to carving other districts out of the county. Moreover, the state money per capita has now declined to less than two-thirds what it was in 1931-32, thereby augmenting still further the inequalities in financial support.

12. If every district in the state levied the maximum tax rate authorized by law, the inequalities would be still greater than at present.

13. Existence of several classes of school districts in the same county renders inequalities much greater than they would be on a county district basis. This is especially true in poor sections.

14. A complete or even adequate program for equalizing educational opportunities is rendered temporarily impossible by the Constitution as interpreted by the Court of Appeals.

15. Reduction of present inequalities in school support is possible through reduction of the number of school districts and through increasing the size of the Common School Fund (even though this increase be accompanied by a reduction in local support).

16. The means whereby the Common School Fund can be enlarged are reasonably available. Careful estimates of the revenue possibilities of several alternative tax measures are indicated in this chapter.

RECOMMENDATIONS

1. Kentucky should look forward to a complete executive budget comprehending not only education but all other activities of the state. This would necessitate a permanent, trained staff integrated into a unified state finance department.

2. Pending development of the complete executive budget, the plan of supporting education by means of assigning the proceeds of specified tax revenues is commended.

3. The present disorderly plan of borrowing in anticipation of current revenue by means of interest-bearing warrants should be displaced by one definitely provided by law for anticipating income, which will actually be collected, by means of revenue notes.

4. Accounting for all state finances should be performed by trained persons under a head whose functions are sharply distinguished from post-auditing. A post-audit should be made at the end of each fiscal year.

5. Provision should be made centrally for collection and dissemination of financial statistics of both state and local government.

6. If the plan of assigning revenues from specific tax measures for educational support is followed in the future, some definite long-run provision of this sort ought to be made for the maintenance of the two colleges for Negroes.

7. Since support of the common schools in this state is meager, both as compared to the support of other functions and as compared to the support of education in other states, it is recommended that consideration be given to the adoption of a less parsimonious policy toward education as soon as economic conditions render such consideration practicable.

8. A plan involving three parts is recommended for partially equalizing educational opportunities:

- a) Graded school districts should be required to assume entire financial responsibility for Negro children residing within their boundaries.

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- b) The number of school districts in the state should be reduced, the immediate plan involving the program set out in Chapter II, "Administrative Organization of the Public Schools."
 - c) The state share in financing education should be increased and the local share correspondingly reduced.

9. To render possible effective increase in state support of education without an unduly great expenditure, it is recommended that the Constitution of Kentucky be amended so that it may be possible to distribute school funds on such a basis as the General Assembly shall provide.

10. Pending adoption of the recommended constitutional amendment, the General Assembly should provide for enlarging the Common School Fund, expecting that the districts will correspondingly reduce local levies. The greater the enlargement, the more effective will be the equalization; though it can never be complete under the present Constitution as interpreted by the Court of Appeals.

11. Without increasing aggregate taxes, the commonwealth, by shifting from local to state support, can bring about much greater equality and incidentally can secure reduction in property taxes. This can be accomplished by revision of taxes now imposed or by additional state taxes on selected transactions, a general sales tax, or a tax on personal and corporate incomes, or by two or more of these methods.

Financial Administration of Kentucky School Districts

FINDINGS

1. a) County boards of education are required by law to prepare and submit annually, to the State Board of Education, budgets for approval, upon which fiscal courts make county school levies.

b) Boards of education of independent graded school districts are required by law to submit annually to the State Board of Education budgets for approval, upon which they make their own school levies.

c) Boards of education of city school districts are not required to submit to the State Board of Education budgets for approval.

2. a) Fiscal courts have the authority to make the annual county school levy at the time other county levies are made. It follows, therefore, that fiscal courts, and not the county boards of education, have legal authority to determine when the county

school budgets shall be prepared, it being required by law that the school budgets be submitted at least 10 days prior to the making of the annual tax levy for county purposes.

b) For the fiscal year 1927-28, which began July 1, 1927, the majority of the county boards of education prepared their budgets during the months of October, November, and December of 1926. For the year 1932-33 a much better condition existed in that 72 boards prepared their budgets during the months of March and April, while the 48 remaining boards prepared their budgets during the period from September, 1931, to September, 1932, inclusive.

c) Due to the fact that many county boards of education are forced to prepare their budgets long before they have an opportunity to determine with reasonable accuracy their anticipated revenues for a given school year, they have come to look upon the making of the budgets as a more or less routine affair. In this connection, it is significant that the state per capita, the annual distribution of the Common School Fund, is not declared until on or about the fifteenth day of July each year, and that the total assessment on general property and taxpaying franchise corporations cannot be determined until after a great majority of county school budgets are prepared. In other words, county boards of education are required to begin the operation of their budgets for each fiscal school year before they have definite knowledge of the amount of money they will receive from the Common School Fund or from local taxation.

In the light of conditions set out above, county boards of education, for the year 1930-31, made a total error in estimate as compared to the amount expended as shown by the annual financial reports made to the Department of Education, of \$1,526,239, or 14.8 per cent of the total of county district budgets; and for the year 1931-32 an error of \$831,688, or 8.1 per cent of the total amount of county district budgets. The more favorable condition revealed for the year 1931-32 is offset by the fact that county boards of education had outstanding obligations in the form of bills and other temporary obligations payable of \$349,253.77 at the end of the year. In 1930-31 the variations in items of the budgets ranged from an error of 4.9 per cent for fixed charges to 58.5 per cent for capital outlay. For the year 1931-32 the errors ranged from 1.8 per cent for instruction to 45.9 per cent for debt service.

3. a) The budgets of independent graded school districts in 1932-33 were prepared over a period of 10 months, and 116 of the 193 districts prepared their budgets after the last Saturday in May, the final date for the preparation of graded school budgets as provided by law.

b) The law provides that boards of education of graded school districts shall make their annual tax levies not later than the last Saturday in June. For the year 1931-32, 133 of the 199 districts made their levies in May and June; and for 1932-33, 147 of the 193 districts made their levies in the same months.

4. a) The three general types of school districts, namely, county, city, and graded school, have not been following uniform practices in financial accounting. There has been almost every conceivable type of variance in these practices. This condition has been brought about largely because of the absence of a uniform basic financial accounting system.

b) As a result of this study there has already been created in the office of the State Department of Education a division of finance. This division has prepared a uniform financial accounting system for use by all boards of education, which has been approved by the State Board of Education and will be put into operation the beginning of the school year 1933-34. Every effort has been made to adapt accepted principles of school accounting to the needs of the school districts of Kentucky.

5. a) County boards of education are required by law to submit to the State Board of Education their salary schedules annually for approval, but this requirement has not been made of city and graded school boards.

b) For the past several years the single salary schedule plan has been in operation in the county districts. This plan purports to compensate teachers of equal training, experience, and teaching load on an equal basis. The following differences in salaries of elementary and secondary teachers in county districts indicate, however, that there are still wide differences in the salaries of the teachers in these levels, which, of course, can be accounted for in part by the higher level of training of secondary teachers, and the differences in length of terms.

- 1) For the year 1931-32 the average salary of a high school teacher in county school districts was \$1,195, while that of an elementary teacher was \$564, a difference of \$631. In other words, during that year each elementary teacher in county districts received on an average an annual salary which was 47 per cent of that received by each high school teacher.
- 2) For the year 1931-32 for the state as a whole, each high school teacher received on an average a salary of \$1,354, while each elementary teacher received an average salary of \$736. The average elementary salary was 54 per cent of the average high school salary for the state.
- 3) Salaries for 1932-33 have been estimated to be approximately 12 per cent less than those for 1931-32. The decrease for

county districts, however, is approximately 19 per cent. It is assumed that the differences in the salaries of elementary and high school teachers will be approximately the same as those revealed for 1931-32.

6. Beginning with the school year 1930-31 the State Department of Education and the State Board of Education have made every effort to see that the funds of each board of education are properly safeguarded through the bonding of officials handling school funds. As a result of efforts on the part of these two organizations, a surprisingly small amount of money has been lost due to defalcation of treasurers of boards of education and the failure of depositories for the funds of these boards. Much remains to be done, however, before it can be considered that funds of all school districts in the state are safeguarded in accordance with sound business practices.

There were in force in 1932-33 a total of 548 bonds, including 8 covering only the amount of money on deposit at a given time. The typical bond was a personal bond, signed by three personal sureties. Unfortunately there were more personal bonds in force during 1932-33 than there were during the two preceding years. Corporate bonds or those signed by surety companies authorized to do business in the state were next in number, while the remaining bonds were of the collateral type. The penal sum of the bonds ranged all the way from a few hundred dollars in a few independent graded school districts to \$250,000 for each of the two depository bonds of the Louisville City District.

There are a few instances where an individual acting as treasurer for a board of education assumes the liability for the safeguarding of the funds in the hands of a depository or depositories which he has designated. This was the common practice throughout the state a few years ago. Under present conditions, the majority of boards of education have an individual bonded as treasurer and one or more banks bonded as depositories. The practice of permitting a bank to act as both treasurer and depository is still more common with county school districts than with city or graded school districts.

7. An alarming condition exists in regard to the indebtedness of school districts throughout the state. This is true especially in regard to county school districts. A comprehensive study of the indebtedness of school districts for the year ended June 30, 1932, reveals the following facts:

a) Of the 120 county districts only 16 reported no indebtedness. Only 1 of the 64 cities and 51 of the 193 graded school districts existing at that time reported no indebtedness.

b) As revealed in Table 42 in Chapter IX the total indebtedness of the different types of districts, excluding the Louisville City District, was as follows: county \$3,260,296.80, city \$5,867,968.18, and graded school \$1,835,963.51, making a total of \$10,964,228.49.

c) The ratio of long-term or bonded indebtedness to short-term or current indebtedness for 1932-33 in the different types of districts, excluding Louisville City District, was as follows: counties three to one, cities four to one, and graded schools five to one. In the bonded indebtedness is included voted bonds, funding bonds, and holding company bonds.

d) There will be approximately \$400,000 of long-term indebtedness due annually for the next 15 years.

e) There were notes and warrants outstanding against all types of districts aggregating \$2,105,573.96.

f) There were other unpaid obligations created by all types of districts from 1922 to 1932 aggregating \$574,914.70. Of this amount 26.25 per cent was incurred prior to 1932 and 73.75 per cent was incurred in 1932.

g) Notes and warrants due by all types of districts totaled \$2,118,610.43, on which \$102,586.39 was paid in interest.

h) The interest rates on long-term indebtedness vary from 4 to 6 per cent and on notes and from 4 to 8 per cent on warrants.

i) There was a total amount of \$419,248.66 in bonds maturing, and a total amount of \$527,958.66 redeemed.

j) There was a total of \$540,105.43 in sinking funds drawing an average rate of interest of 2.85 per cent.

k) There were temporary loans reported as made and paid by all districts aggregating \$2,118,610.43.

8. a) The time of receiving local revenue varies among the different types of districts. Counties received 69 per cent; cities 43.5 per cent; and graded schools 41.4 per cent of their local revenues after January 1, 1932.

b) In county districts, approximately seven-tenths of teachers' salaries were due when only three-tenths of the local revenue was available.

RECOMMENDATIONS

In the light of the analyses of the financial administration of Kentucky school districts, the following recommendations are made:

1. That the preparation and administration of budgets and salary schedules of all school districts be supervised by the State Board of Education through the State Department of Education.

2. That so long as the present taxing machinery exists, under which some boards of education are required to submit budgets all the way from one month to nine months in advance of the beginning of the period for which they are prepared, boards of education, upon the approval of the State Board of Education, be permitted to revise their budgets into operating budgets during the first month of each school year for the purpose of making such adjustments as may seem necessary in the light of facts ascertained after the preparation of the original budget.

3. That immediate steps be taken to put into operation a state minimum salary schedule applying to all school districts, each local district being left free to supplement the state minimum salary.

4. That a law be enacted prohibiting the Superintendent of Public Instruction from releasing the state per capita apportionment to any district until proper bonds required by law are submitted to and approved by the State Board of Education, and until other provisions of the school law are complied with by local boards of education.

5. That provision be made whereby the penal sum of different types of surety bonds for different districts may be fixed. The penal sum should probably be equal to the amount that may be on deposit at any one time.

6. That the practice of boards of education of creating current or floating indebtedness be stopped and that all such debts now existing be liquidated as soon as possible.

7. That all districts be required by law to operate and administer their schools within their official budgets.

8. That in no event shall a school district pay interest rates in excess of 6 per cent, and that every effort be made to secure a more favorable rate on long-term bond obligations.

9. That in view of the chaotic conditions relative to indebtedness of school districts that the General Assembly consider the wisdom and expediency of requiring the approval by the State Board of Education on all long-term obligations before authorized by a school district.

10. That immediate steps be taken to revise the existing taxing machinery so that it will be unnecessary for boards of education to operate their school systems on a credit basis.

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