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● Commonwealth of Kentucky ●
EDUCATIONAL BULLETIN

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JAMES H. RICHMOND,
Superintendent of Public Instruction

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ORGANIZATION FOR EFFECTIVE SERVICE

Education is the most important and far-reaching responsibility of our Commonwealth. No other agency of government affects the lives of as many people as the public schools. It is of primary importance, therefore, that there be an effective and economical plan of organization of the agencies engaged in public education.

Recommendations will be made by the Kentucky Educational Commission looking toward the reorganization, in this Commonwealth, of public education at all levels along these lines. Undoubtedly, there are many instances where the consolidation of small school districts and small schools with larger districts and larger schools will effect significant economies.

In keeping with former announcements which I have made, and the general program of the Kentucky Educational Commission, we have effected a functional reorganization of the State Department of Education to the end that the services of this office may be more far-reaching and more economically performed.

The accompanying article explains this reorganization. The last section of the article will show, graphically, how the existing divisions of the State Department of Education have been grouped for the performance of (A) general services and (B) special advisory and supervisory services.

In the first classification are found the services performed by the Superintendent of Public Instruction, the Assistant Superintendent of Public Instruction, the Director in charge of the Division of Public Relations, and the services of the closely allied divisions of Research and Statistics, and School Records and Reports.

In the second classification fall the services of (1) the various supervisory divisions of the Department, which include the associated divisions of Rural School Supervision, High School Supervision, Library Service and Negro Education, all four having to do with public school supervision; (2) the related divisions of Teacher Training and Certification and Examination; and (3) the virtually consolidated divisions of Finance and Inspection and Accounting.

It is apparent already that the State Department of Education will function more efficiently under this plan of organization.

JAMES H. RICHMOND,
Superintendent of Public Instruction,
Frankfort, Kentucky.

The Functional Reorganization of the State Department of Education

By JAMES H. RICHMOND
Superintendent of Public Instruction

According to the provisions of Section 4396-6 of Kentucky Statutes, the following divisions of the State Department of Education are included within the departmental organization:

1. Office of Superintendent of Public Instruction, with one Assistant Superintendent of Public Instruction, who is authorized to act in the absence of the Superintendent of Public Instruction.
2. Division of Statistics, School Records and Reports.
3. Division of Inspection and Accounting.
4. Division of Certification and Examination.
5. Division of Rural School Supervision.
6. Division of High School Supervision.
7. Division of Negro Education.
8. Division of Vocational Education.
9. The Superintendent of Public Instruction may provide for additional departments as efficiency of service to the State may demand, within the limits of the funds available for such service.

Under the provisions of "9" above, the following divisions have been added:

- a. Division of Vocational Rehabilitation.
- b. Division of School Buildings and Grounds.
- c. Division of Research.
- d. Division of Finance.
- e. Division of Teacher Training.
- f. Division of Public Relations.
- g. Division of School Library Service (after July 1, 1933).

These titles imply the type of service to be performed by the respective divisions.

The statutory set-up of divisions, including the newer divisions created in the reorganization of the State Department, may be analyzed and described in terms of the functional services which they render. On a broad basis, these services may be grouped into the two main types of work performed by the staff of the Department:

A. General Services.

B. Special Advisory and Supervisory Services.

Under "A", we have the three following functions:

- I. General administration and supervision of the system of Education within the Commonwealth, and the State Department of Education, in relation to the school system of the State.
- II. Promotion of the educational welfare of the children of the Commonwealth in providing leadership for the cause of education, and in interpreting to the public the actual work of the schools. This service has to do with publicity and the arranging of various types of local, regional, and state conferences in the interests of the advancement of education.
- III. Continuous study of state and local school problems through scientific research. This involves the systematic gathering of school data, the securing of superintendents' annual reports and various other kinds of school statistics. This type of service includes the making of surveys and the supplying of technical statistical advice and scientific direction on research projects carried out by members of the department.

Under "B", we have:

- I. Advisory and supervisory services in relation to the educational administration of the schools and the problems connected with instruction. The two branches of this division include (a) the problems of the schools as instruments of education with their administrative and instructional facilities, and (b) problems with respect to the training and certification of teachers.

The performance of the functions under (a) demands a considerable amount of field work and, therefore, requires a number of supervisors, each of which is professionally equipped for some special branch of supervision, as, for example, the Public School Supervisor, the Supervisor of Buildings and Grounds, the Supervisor of Vocational Training.

The functions covered under (b) fall into three divisions: (1) working with all institutions in the state which are engaged in the training of teachers in order to develop proper curricula for the various types of teaching positions needed in the state; (2) the setting up of proper principles for the certification of teachers and seeing to it that they are carried out in practice through the issuance of certificates; (3) studying the problems of teachers in service to discover whether or not their training is deficient and making proper arrangements for the continued growth of teachers in service.

II. Advisory and supervisory services in relation to the financial administration of the public schools call for: (1) auditing and inspecting the records and accounts of school boards; (2) ascertaining whether the provisions of laws having to do with school finances are being carried out; (3) advising with boards in the preparation of financial plans.

Another phase of this type of service calls for the keeping of accurate accounts of all funds used in the State Department of Education.

All of the types of services mentioned herein are necessary and essential to the carrying out of (1) the mandate of the State Constitution—

“The General Assembly shall by appropriate legislation provide for an efficient system of common schools throughout the state.” (Section 183, Kentucky Constitution.)

and (2) the provisions of the laws of the state relating to the schools.

In the following outline the various divisions as provided for by the Kentucky Statutes, including the added divisions, are classified in terms of the functional services given above.

Outline of Organization of the State Department of Education

In charge: The Superintendent of Public Instruction.

A. *General Services*

I. Superintendent of Public Instruction and Assistant Superintendent.

II. Division of Public Relations.

III. 1. Division of Research.

2. Division of Statistics, School Records and Reports.

B. *Special Advisory and Supervisory Services*

I. Educational.

1. *The Schools.*

a. Division of Rural School Supervision.

b. Division of High School Supervision.

c. Division of Negro Education.

d. Division of Vocational Education.

e. Division of Vocational Rehabilitation.

f. Division of School Buildings and Grounds.

g. Division of School Library Service.

2. *Teachers.*

- a. Division of Teacher Training.
- b. Division of Certification and Examination.

II. *Financial.*

1. Division of Finance.
 2. Division of Inspection and Accounting.
-

RECENT LEGISLATION IN THE UNITED STATES
AFFECTING SCHOOLS

In view of the crisis facing education in the United States, much interest has been centered on measures designed to protect public education. Here are a few of the most recent developments:

National: 73rd Congress.

Introduced:

S. 12. Senator Nye. To aid in reduction of taxes on farm lands and to promote elementary education in rural areas of the United States. Referred to Education and Labor Committee.

State:

Illinois—Adopts 3 per cent sales tax.

Alabama—"With the prospect of relief through an extraordinary session of the Legislature, now convened for the purpose, many of the schools are reopening."—A. F. Harman, State Superintendent.

New York—Representatives of State teachers indicate they will urge adoption of luxury and amusement taxes to escape a cut in State aid to education. Estimated: New taxes of this type will bring in \$40,000,000.

State Aid:

Washington—A new system of financing education whereby State will meet approximately 50 per cent of total cost adopted.

New Jersey—Governor Moore announces a tentative plan to allow counties to divert to school support and shore-line protection \$6,835,000 from motor vehicle receipts hitherto dedicated to local highway maintenance.

FUNCTIONAL RELATIONSHIP OF THE SERVICES OF THE DEPARTMENT OF EDUCATION

A. GENERAL SERVICE.

I. Superintendent of Public Instruction and Assistant Superintendent
James H. Richmond, Superintendent Public Instruction.
Gordie Young, Assistant Superintendent Public Instruction.

II. Division of Public Relations.
W. C. Bell, Director.

III. 1. Division of Research.
James W. Cammack, Jr., Director.
2. Division of Statistics, School Records and Reports.
Moss Walton, Director.

B. SPECIAL ADVISORY AND SUPERVISORY SERVICE.

I. Educational

1. The Schools.

- a. Division of Rural School Supervision.
O. J. Jones, Supervisor.
- b. Division of High School Supervision.
Mark Godman, Supervisor.
- c. Division of Negro Education.
L. N. Taylor, State School Agent.
- d. Division of School Library Service.
Ruth Theobald, Supervisor.
- e. Division of School Buildings and Grounds.
John W. Brooker, Director.
Hugh Meriwether, Consulting Architect.
- f. Division of Vocational Education.
G. Ivan Barnes, Director.
F. G. Burd, Supervisor Agricultural Education.
Ata Lee, Supervisor Home Economics Education.
A. N. May, Supervisor Trade and Industrial Education.
- g. Division of Vocational Rehabilitation.
Homer W. Nichols, Director.
Cleveland Moore, Supervisor.
Olney M. Patrick, Supervisor.

2. Teachers.

- a. Division of Teacher Training.
R. E. Jagers, Director.
- b. Division of Certification.
A. P. Taylor, Director.

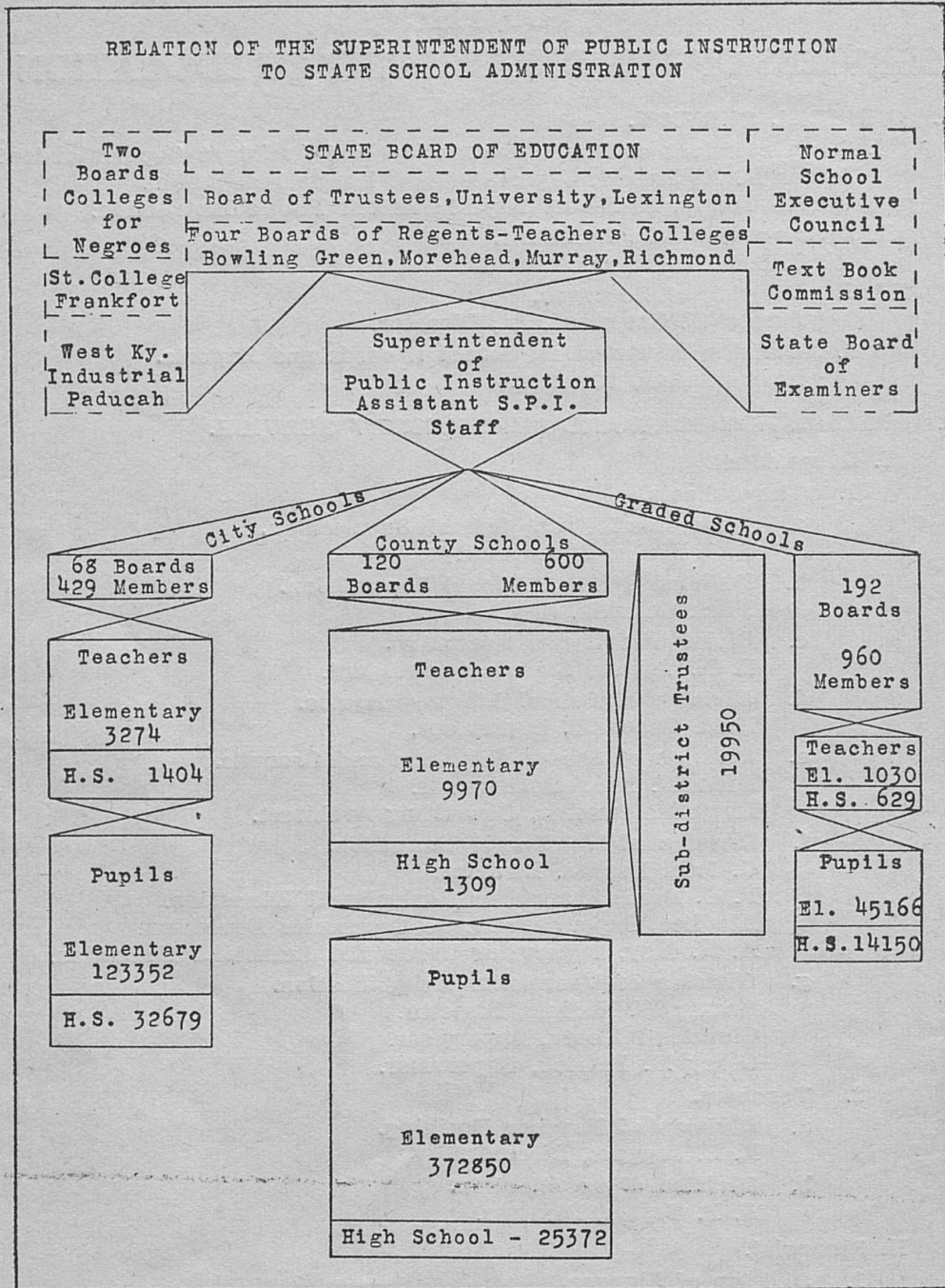
II. Financial.

1. Division of Finance.

F. D. Peterson, Director.
Harold Eades, Bookkeeper.
J. Virgil Chapman, Clerk.

2. Division of Inspection and Accounting.
J. C. Mills, Auditor and Inspector.

RELATION OF THE SUPERINTENDENT OF PUBLIC INSTRUCTION
TO STATE SCHOOL ADMINISTRATION



This chart details the relation of the Superintendent of Public Instruction to the public elementary, high school and institutions of higher learning of the Commonwealth. Statistical data are based upon reports of officials for school year ended June 30, 1932.

THE SYSTEM OF PUBLIC EDUCATION IN KENTUCKY

This article describes Kentucky's system of public education as it exists today. No attempt is made to suggest changes, because all phases of public education in Kentucky are now being carefully studied by the Educational Commission. Its final report will point the path toward greater efficiency and economy in public school administration.

Whatever recommendations the Commission may make in its final report, it is important that thinking people throughout the State should give attention to the facts. In the end, the general public must pass judgment on the report and must act in the best interests of the public schools.

The Superintendent of Public Instruction

The official directly charged with the educational welfare of Kentucky's 700,000 children is the Superintendent of Public Instruction, who is elected every four years by popular vote. Responsibility for the administration of the program of public education is imposed upon him by the Constitution and Statutes. Chapter 58, Acts of 1924, vests authority in the Superintendent to name assistants necessary for the legitimate administration of the public schools. After providing for the manner in which the Superintendent of Public Instruction shall qualify and assume office, this Chapter of the Acts enumerates some sixty specific duties to be carried out by the Superintendent or, through his direction, by his staff members. Other Acts of the General Assembly impose upon this official a hundred or more specific duties not included in Chapter 58, Acts of 1924.

Generally speaking, the duties of the Superintendent are of two kinds—

- (1) Those having to do with the general administration of the public elementary and high schools, and
- (2) Those having to do with the various state boards of which he is a member.

The Three Types of School Districts

Before the service rendered through the State Department of Education touches the interest of the 700,000 children in the public schools, it must travel a somewhat complicated route. Administrative procedure emanating from the State Department of Ed-

ucation is relayed first to public school administrators of the 380 school districts. They, in turn, refer the problems thus received to their respective boards of education for instruction in relaying them to the principals and teachers of their elementary and high schools.

For administrative purposes, there are three types of school districts—*city school districts*, *graded school districts*, and *county school districts*. All three types of districts may be located in a single county. For example, there are four city school districts, four graded school districts, and one county school district in Campbell County. All educational service emanating from the State Department of Education, before actually touching the interests of the children, must proceed through the administrative officers of the 380 school districts in the State.

City School Districts

The type of organization provided for city school districts is perhaps the simplest and most direct plan afforded for administration of any of the State's public schools. Cities of the first, second, third, and fourth classes are organized as administrative school units, each class operating under a charter provided by the legislature. Charters for city school systems provide that the board of education of a first or second class city shall consist of five members; of each third class city, nine members; and of each fourth class city, six members. Members of city boards are elected at large from the school district; the board of education, in turn, selects the city superintendent.

In determining the administrative program relating to city school districts, the Superintendent of Public Instruction directs his activities through fifty-three boards of education of fourth class cities, nine boards of education of third class cities, five boards of education of second class cities, and one board of education of a first class city. Thus, the cooperation of sixty-eight city school superintendents and 429 members of boards of education is involved in the administration of problems related to the interests of the children in city schools.

During the school year ended June 30, 1932, city boards of education employed 3,274 elementary teachers and 1,404 high school teachers. There were enrolled in the city schools 123,352 elementary school pupils and 32,679 high school pupils. City boards of education collectively realized from district taxation an average of approximately \$38.97 per census pupil. This was used to supplement the state school per capita.

Graded School Districts

Each independent graded school district was formerly provided for by a special Act of the General Assembly. Ultimately an Act was passed setting up uniform conditions under which such districts may be established. The schools of each independent graded school district are administered by a board of trustees, consisting of five members, elected by popular vote from the district at large.

In rendering service legally required for the 192 graded school districts, the Superintendent of Public Instruction must proceed through 192 boards of trustees, having a total membership of 960.

With few exceptions, the boards of trustees of graded school districts employ principals for nine school months, thus leaving more than three calendar months without any assistance from trained administrators. The responsibility for rendering reports required by law, for looking after the common interests and general welfare of the graded school districts, and for formulating, advocating, and carrying out policies and programs of the public schools, rests altogether upon boards of trustees during the vacation months. Frequently, the Superintendent of Public Instruction cannot prevail on the secretaries of these boards to prepare and file reports revealing results of the year's work and conditions in these graded school districts.

During the school year ended June 30, 1932, boards of trustees of graded school districts employed 1,030 elementary school teachers and 629 high school teachers. There were enrolled 45,166 elementary school pupils and 14,150 high school pupils. The graded school districts realized from district taxation an average of \$25.53 per census pupil. It was used to supplement the state school per capita derived from statewide taxation.

County School Districts

All the territory in a county lying outside the city school districts and graded school districts is included in the county school district. There are 120 county school districts. Each has a superintendent, employed by a county board of education consisting of five members. The county is divided into five educational districts. One board member is elected from each district.

With one exception, problems relating to the county school districts are administered by the county boards of education. The authority to nominate elementary teachers to be employed by county boards of education is vested in subdistrict trustees, three elected at

large for each subdistrict in a county. The teacher or teachers in each subdistrict are nominated by its subdistrict trustees. There are, in Kentucky, 6,650 subdistricts:

15,426 subdistrict trustees employ one teacher for each of 5,142 subdistricts.

2,754 subdistrict trustees employ two teachers for each of 918 subdistricts.

564 subdistrict trustees employ three teachers for each of 188 subdistricts.

Thus, 19,950 subdistrict trustees in the 120 county school districts are vested with authority to name the 9,970 elementary teachers employed in these schools.

In discharging legally imposed duties pertaining to the county school districts, the Superintendent of Public Instruction must proceed through 120 county superintendents, 600 members of county boards of education, and 19,950 subdistrict trustees.

County boards of education employed 9,970 elementary school teachers and 1,309 high school teachers during the school year ended June 30, 1932. There were 372,850 elementary school pupils and 25,372 high school pupils enrolled in these schools. The 120 county school districts collectively realized from district taxation an average of approximately \$13.70 per census pupil. It was used to supplement the state school per capita derived from state-wide taxation.

The Superintendent's Ex-Officio Duties

Aside from the many duties pertaining directly to the administration of the public elementary and public high schools, the Superintendent of Public Instruction is, by virtue of his office, Chairman of the following Boards:

1. The State Board of Education.
2. The State Board for Vocational Education.
3. The Board of Regents of Eastern State Teachers College, Richmond.
4. The Board of Regents of Western State Teachers College, Bowling Green.
5. The Board of Regents of Murray State Teachers College, Murray.
6. The Board of Regents of Morehead State Teachers College, Morehead.
7. The Board of Trustees of Kentucky State Industrial College for Colored Persons, Frankfort.
8. The Board of Trustees of West Kentucky Industrial College for Colored Persons, Paducah.
9. The State Board of Examiners.
10. The Normal School Executive Council.

He is a member of the Board of Trustees of the University of Kentucky and Secretary of the State Textbook Commission.

WHAT OUR PRESIDENTS SAY ABOUT EDUCATION

CALVIN COOLIDGE: "If there is one thing more than another a citizen has a right to demand from organized society, it is education."

"Education for the children of all the people, extending from the primary grades through the university, constitutes America's noblest contribution to civilization. No child or youth in the United States need to be deprived of the benefits of education suited to his age and degree of advancement."

FRANKLIN D. ROOSEVELT: "We have faith in education as the foundation of democratic government. . . . Our schools need the appreciation and cooperation of all those who depend upon them for the education of our youth—the state's most valuable asset. Our schools are today enabling America to achieve great results, and they can help her to even greater accomplishments."

WOODROW WILSON: "Popular education is necessary for the preservation of those conditions of freedom, political and social, which are indispensable to free individual development. And . . . no instrumentality less universal in its power and authority than government can secure popular education. . . . Without popular education, moreover, no government which rests upon popular action can long endure. The people must be schooled in the knowledge, and if possible, in the virtues, upon which the maintenance and success of free institutions depend."

HERBERT HOOVER: "To maintain the moral and spiritual fibre of our people, to sustain the skill required to use the tools which great discoveries in science have given us, to hold our national ideals, we must not fail in the support and constant improvement of our school system. From generation to generation, we hand on our vast material equipment, our knowledge of how to run it, and our stock of intellectual and spiritual ideas. If we were to suppress our educational system for a single generation, the equipment would decay, the most of our people would die of starvation, and intellectually and spiritually, we should slip back four thousand years in human progress. We could recover the loss of any big business in a few years—but not this one. And unless our educational system keeps pace with the growth of our material equipment, we will slip also."

SUPERINTENDENT CALLS CONFERENCES TO DISCUSS EDUCATIONAL PROBLEMS

Recognizing the crisis that confronts public education in Kentucky, the Superintendent of Public Instruction has instituted a series of group conferences for the discussion of educational problems. School administrators, principals and members of boards of education of city, county and graded school districts have been invited to attend.

The first of the conferences was held at Elizabethtown on March 13. More than 200 superintendents, principals and board members from sixteen counties in the vicinity of Elizabethtown responded to the call and participated actively in the conference. At the invitation of President H. L. Donovan, a large group met for a similar conference at Eastern Teachers College, Richmond, on March 23-24. On March 27 more than 250 superintendents and board members met at Murray, and a like number attended the conference held at Bowling Green on March 28.

These group conferences of school leaders have been called for the purpose of discussing ways and means to operate and maintain the public schools during the school year beginning July 1, 1933. In addressing the meetings, Superintendent Richmond has focused attention on the financial crisis facing education, and has called for the full cooperation of all school forces to guard the educational welfare of Kentucky's 700,000 children. Superintendents, principals and board members in attendance have been invited to participate freely in the discussion of their duties and responsibilities as they are related to the problems facing education.

The most recent of these conferences was held at Morehead on April 15, with a large and enthusiastic group of educators in attendance. On subsequent dates similar meetings will be held in other sections of the state. A splendid spirit of cooperation has been in evidence at each conference, and every feature of the programs gives assurance of a closer relationship between public school administrators, their boards of education, and the State Department of Education.

REPORT ON THE PROGRESS OF THE KENTUCKY EDUCATIONAL COMMISSION

JAMES W. CAMMACK, JR.

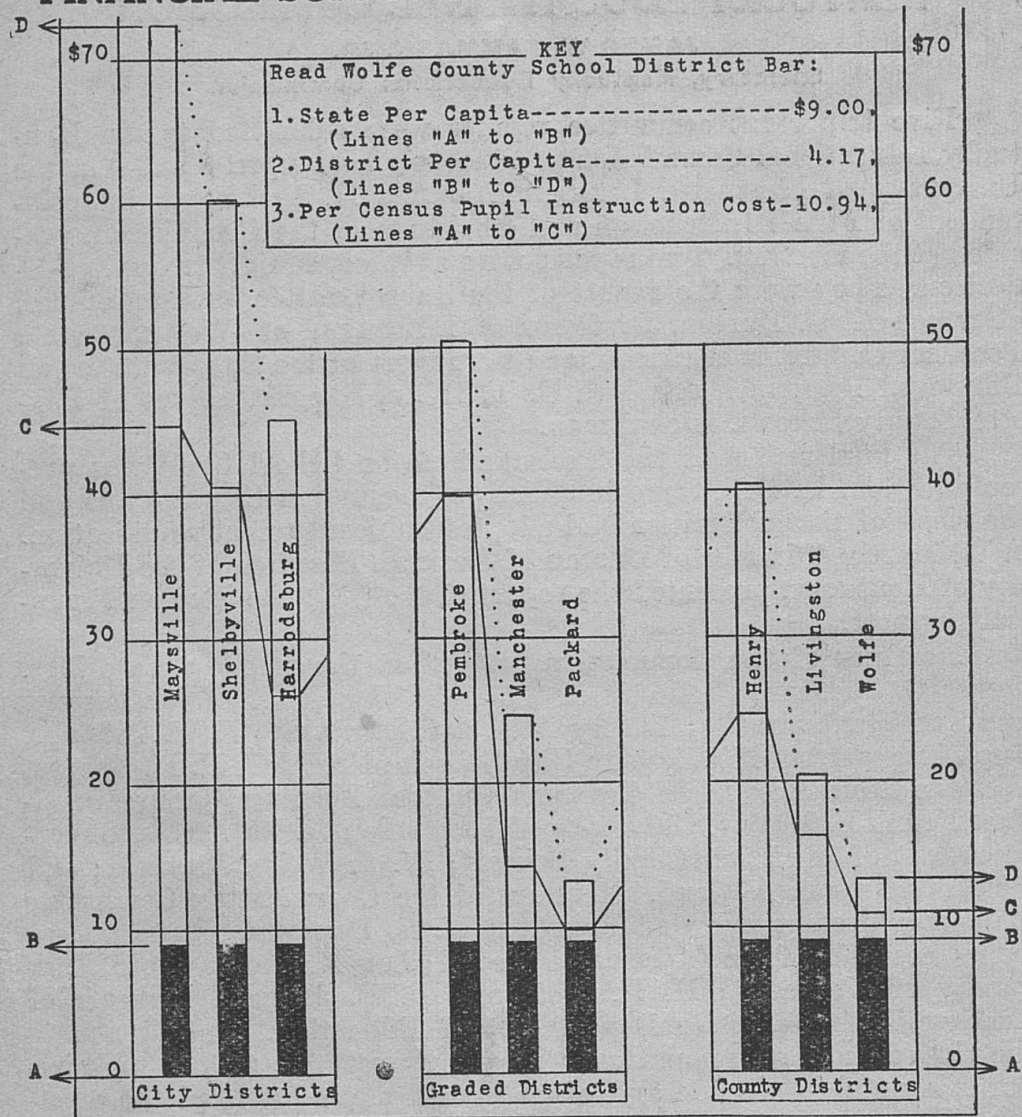
Secretary, Kentucky Educational Commission

Five important committee reports were submitted to the Kentucky Educational Commission at a meeting held April 8 and 9 at the University of Kentucky, Lexington. James H. Richmond, Superintendent of Public Instruction and Chairman of the Commission, presided at the meeting. Two reports were adopted, subject to final modification. They were the report of the Subcommittee on Curriculum, of which A. C. Burton, Professor of Education at Western State Teachers College, is chairman, and the report of the Subcommittee on Employed Personnel, of which D. Y. Dunn, Superintendent of Fayette County Schools, is chairman.

The final report of the Subcommittee on School Costs was presented by H. H. Hill, Superintendent of Lexington City Schools and chairman of that committee and adopted subject to final modification. J. W. Martin, Director of Bureau of Business Research at the University of Kentucky, presented the report of the Subcommittee on Financial Support.

Members of the Commission present at the meeting were Mrs. James G. Sheehan, President of the Kentucky Congress for Parents and Teachers, Danville; Yancey Altsheler, Louisville; J. W. Bradner, Superintendent of Middlesboro City Schools; President H. H. Cherry, Western Kentucky State Teachers College, Bowling Green; President Frank L. McVey, University of Kentucky; H. W. Peters, Superintendent of Christian County Schools; W. J. Webb, Mayfield; and Ben Williamson, Ashland. Members of the Coordinating Committee who were present included President H. L. Donovan, Eastern Kentucky State Teachers College, Richmond; Leo M. Chamberlain, University of Kentucky; H. H. Hill; and R. E. Jaggars, Director of Teacher Training, State Department of Education. In addition to the chairman of subcommittees who were present to submit their reports, a number of civic and educational leaders attended the meeting. These included Honorable Fanniebelle Sutherland, of Paris, Director of Kentucky Federation of Women's Clubs; President Charles J. Turck, of Centre College; President H. E. Watters, of Georgetown College; President John Owen Gross, of Union College; Harper Gatton, President of the Kentucky Education Association; R. E. Williams, Secretary of the Kentucky Education Association; L. C. Caldwell, Superintendent Boyd County Schools, and President R. A. Kent, of the University of Louisville. Members of the Commission expressed themselves as being gratified with the rapid progress which has been made, and only a few reports remain to be submitted.

TYPICAL DISPARITIES IN FINANCIAL SUPPORT OF THE PUBLIC SCHOOLS



The educational opportunities, especially the quality of instruction, offered to the children of any school district depend directly upon financial support. This Chart pictures strikingly the amazing inequalities which may exist even where school districts levy the same tax rate and receive the same state per capita support.

This Chart shows the aggregate revenue, the district revenue, and the instructional cost per census pupil in each of three city school districts, three graded school districts, three county school districts, school year 1931-32. The gross disparities in support are not due to differences in local tax rates, for the board of education of each of these districts levied the same rate—75c; nor do they arise from state-wide taxation, for each district received \$9.00 for each census pupil from the state school fund. The amazing inequalities are the result of the wide differences in property valuation behind the census pupil in the several school districts.

It is readily seen that the root of the trouble lies in the complex organization of the public school system and the dual plan of providing funds to finance the State's public school program.