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NEGRO EDUCATION IN KENTUCKY

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JOHN W. BROOKER

Superintendent of Public Instruction

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FOREWORD

This bulletin presents the essential features of a program of education for Negroes in Kentucky. It points out the difficulties faced by boards of education in providing them proper educational facilities. It gives facts which answer many questions on the educational program for Negroes in Kentucky and raises for consideration other problems concerning the general educational program of the state. It makes a definite recommendation for high school services for Negroes in Kentucky and suggests plans for providing higher educational facilities for these citizens.

Mr. L. N. Taylor, who prepared this publication, has devoted the last twenty years of his service with this department to a study of the problems of Negro education. His wide experience in this connection enables him to speak with authority on these problems. His counsel and advice are sought by other states and agencies dealing with problems of Negro education. One who knows him and has kept up with the developments of education in Kentucky will recognize that many of his ideas are now in operation in the school program of this State.

This department acknowledges with sincere appreciation the valued contribution of Mr. Taylor to the educational progress of the state, not only to Negro education but to education as a whole. His service with the department will cease at the close of this school year (1943) because of the retirement law but his advice and counsel will be sought from time to time as it has been during the past twenty-four years of his service with the department of education.

JOHN W. BROOKER

Superintendent Public Instruction

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ACKNOWLEDGEMENTS

Grateful acknowledgment is made to those who cooperated in the making of this bulletin. Mr. R. B. Atwood, our leading authority in the field of his subject, contributed the section on Higher Education for Negroes in Kentucky. To Mr. J. M. Tydings we are indebted for the artistry of the map that reveals the population complexion of each county. The Kentucky Negro Education Association was presented by Mr. H. E. Goodloe, who reviewed its past and evaluated its present policies.

The writer appreciates very sincerely the good spirit of the State Department of Education staff and the friendly cooperation of the best school people and general citizenry of the State in promoting equal educational service for those among us endowed by Nature with the richer color.

L. N. Taylor

GENERAL STATEMENT

Education. Education is a matter of essential public policy in any social order, especially in a democracy. It is of concern to all the people that each individual be intelligent, productive and healthy. Any section of our people is capable of being an asset to the rest, or of being a liability. To the end that each group and each individual may be an asset to life in our democracy, we operate a system of public schools for all.

Private and Public. Private schools existed before public schools, and paved the way for their coming. Back of the private school is recognition of the fact that education is of value to the individual, justifying its cost to him and his family. Back of the public school is recognition of the fact that education of the individual is of value to the community of which he is a part, justifying the schooling of all our youth at the cost of public taxation.

Negroes and Whites. Education of Negroes is in no sense different from education of whites. The purposes and procedures are the same. Only the facts that separate schools are provided, that the distribution of population differs, and that administrative practices are at variance, make a special problem of education for Negroes.

This Bulletin. We are using this bulletin to present essential features of Kentucky's program of education for our Negro people. Let us see wherein it succeeds and wherein it fails. Let us view it as it operates and consider its possibilities for the near future.

Slavery. Kentucky was a "slave state" as distinguished from the "free states" north of us. She held Negroes in slavery. The Emancipation Proclamation went into effect on January 1, 1863, legally freeing all slaves in the states then in rebellion and under martial law. Kentucky had not withdrawn from the Union, was not under martial law, and was not reached by that proclamation. So in this state slavery continued under the protection of law until the thirteenth amendment to the constitution of the United States outlawed it on December 18, 1865.

Numbers Reduce. Kentucky then had a large Negro population. As late as 1890, it was fifty per cent greater than that of Missouri or of Ohio and Illinois combined. Now the number in any one of these states far exceeds that of Kentucky. Since 1890 it has reduced from 14.4% of the state total to 7.3% as shown by the 1940 Federal census, and to 6.9% as indicated by the 1942 school census.

The Negro people in this state tend to concentrate in cities and

towns, where the women and the men work in personal service, and in coal operations, where the men dig coal. Outside of these areas the population has become so sparse that it is now very difficult and very expensive to provide their separate school service. For high school they must in most of the counties be assembled and sent to other counties, for only a minority of the counties have enough of high school grade for even one high school to the county.

Rocks in the Road. There are fewer colored children of school age (six to eighteen years) in the entire state than white ones in Louisville alone. So it may seem easy to provide for their education. But when the matter is considered in its traditional and geographic setting, conditions of difficulty are found of which most of us have not been aware. These conditions include a state-wide and uneven distribution of population, a traditional system of division into school taxing districts, a plan of uneven taxation and inadequate financing for schools, and traditions of thought and practice not in line with present democratic ideals. These embarrassments are rocks in the road of progress, but rocks may be made into pavement.

Let us review some of these features and the program now operated, and then consider what may be done to lessen the waste of pupil life and public money.

DISTRIBUTION OF POPULATION

The chief centers of Negro population are given in Table I. It lists counties in descending order of their 1942 school census. Half of the colored people of Kentucky live in the first ten counties.

Migration. In the last five years the net loss of Negroes of school age has been twelve per cent as opposed to a continued increase of whites. This loss would not be so significant if it were limited to this period of time. But it has gone on for the last fifty years. The tide of emigration rises in years of industrial prosperity and subsides in years of economic depression. But it continues.

Migration has been from farm areas to the towns, and from the towns to cities and centers of industry in this state and in states north of us. For many years it increased the numbers in our cities; but as the tenant farm areas are drained of their supply, emigration to the north has exceeded recruits from the farm. So most of our cities have suffered a net loss in these five years.

Immigration from other states has been mainly from Tennessee and Alabama. That from Alabama was to our eastern coal mining

Table I. Centers of Negro Population, Ages 6-18
Counties Having Five Hundred or More

County	City Center	School Census June, 1942	School Census June, 1937	Five-Year Gain or Loss	Per Cent Colored is of Total
1 Jefferson	Louisville	10,151	10,479	Loss	13
2 Fayette	Lexington	3,508	4,470	Loss	23
3 Christian	Hopkinsv.	2,596	3,423	Loss	33
4 Harlan	Lynch	2,099	1,846	Gain	8
5 Hopkins	Madisonv.	1,467	1,737	Loss	14
6 McCracken	Paducah	1,439	1,657	Loss	13
7 Warren	Bowling Gr.	1,225	1,348	Loss	14
8 Henderson	Henderson	1,023	1,571	Loss	16
9 Fulton	Hickman	939	1,146	Loss	24
10 Madison	Richmond	938	1,233	Loss	11
11 Logan	Russellv.	911	1,172	Loss	15
12 Trigg	Cadiz	811	821	Loss	24
13 Todd	Elkton	805	930	Loss	24
14 Barren	Glasgow	779	888	Loss	10
15 Bourbon	Paris	745	975	Loss	18
16 Boyle	Danville	703	690	Gain	17
17 Kenton	Covington	689	719	Loss	4
18 Daviess	Owensboro	668	759	Loss	6
19 Shelby	Shelbyville	641	571	Gain	16
20 Perry	Hazard	615	660	Loss	4
21 Muhlenberg	Greenville	569	641	Loss	6
22 Mason	Maysville	559	766	Loss	13
23 Letcher	Jenkins	551	562	Loss	4
24 Union	Morganfield	540	615	Loss	12
25 Scott	Georgetown	535	658	Loss	17
26 Bell	Middlesboro	531	632	Loss	4
27 Webster	Providence	529	692	Loss	12
28 Nelson	Bardstown	517	580	Loss	11
Total These 28 Counties		37,056	42,241	Loss	13
Total Other 92 Counties		14,025	15,861	Loss	1.88
Total Entire State		51,081	58,102	Loss	6.86

Note that less than two per cent of the people in ninety-two of our counties are colored. Yet a separate segregated system of schools must be operated for them.

communities. This immigration has been negligible in recent years.

Causes of Migration. Migration is generally in response to economic urge. People go where they hope to get employment and make a better living. This accounts for nearly all this movement. A second but weaker urge is for more satisfying social life, including public health service and school facilities. Life as a Negro tenant farmer in most areas or as a denizen of an ostracized shantytown suburb is not satisfying.

Our Negro Ratio. Christian County has the largest per cent of colored, thirty-three per cent, a little less than one third. Fulton, Todd and Trigg follow with twenty-four per cent, and Fayette with twenty-three. All others range downward from eighteen.

In more than three-fourths of the state, ninety-two counties, there is only one colored child to an average of more than fifty white ones. It is economical to build a school and employ a teacher for the fifty, and have about thirty-five in attendance. But it is not economical to build a school and employ a teacher for the one. It costs a little less to employ some drivers to operate some cars (where the roads are good enough) to gather children over an area served by several white schools, and organize them into a one-teacher school. This is a problem for the county board of education. You see one reason why two-thirds of our counties have only seven months of school each year.

Economic Problem of Schools. In forty-six counties, the county boards have fewer than fifty colored children in their entire county. The building of a school house and the employment of a teacher for them is the small part of the problem and of the cost. The real problem is to build and operate several little schools for this scattered few or to bring them together to one school. In one county that does not have enough for a school, the cost has been reported as more than two hundred dollars a year for tuition and transportation of a primary grade pupil to the nearest school twenty-two miles away in another county. In some other similar situations, the pupils are sent away to attend elementary schools and board with friends of their families, the county boards of their home counties paying the cost.

Either transporting a thinly scattered school population to a center within the county, or sending them to school in another county, involves heavy per pupil cost on the public and inconvenience to the children and their parents. The option of maintaining local schools convenient (within reasonable walking distance) to their homes, with only two or three children to a school, offers neither service nor saving.

The elementary school problem is not as embarrassing in independent districts as in county districts. Most independent districts have a larger colored population in proportion to their total. In these districts no transportation is needed to their local schools.

County and City Population. Table II shows the distribution of colored census pupils as between county districts and independent (city) districts in the ten counties that have half the colored people of the State.

Table II. Distribution of Colored School Census Urban and Rural, June, 1942

Number of Colored in School Census				Per Cent Colored	
County District		Independent District		Co. Dist.	Ind. Dist.
Jefferson	798	Louisville	9,353	4.8	14.9
Fayette	928	Lexington	2,580	13.9	31.3
Christian	1,468	Hopkv., C. & P.	1,101	30.1	37.3
Harlan	1,076	Lynch & H.	1,023	5.1	24.4
Hopkins	168	Madsv., D.S. & E.	1,299	2.9	29.9
McCracken	199	Paducah	1,240	5.5	18.2
Warren	682	Bowling Green	543	11.9	18.6
Henderson	493	Henderson	530	13.8	18.2
Fulton	722	Hickman & F.	217	35.2	11.9
Madison	495	Richmond & B.	443	8.2	20.0
10 Counties	7,029	17 Ind. Dists.	18,329	9.1	18.4

As shown by this table, there are less than half as many colored in proportion to population in farm areas as in centers of population and of industry. This ratio shown in these ten counties of largest Negro population applies to the other half of the colored that live in the remaining 110 counties. Delivering school service to this widely and sparsely scattered population must be achieved at cost out of proportion to the numbers served.

Schools and Teachers. In fifty per cent of the counties the colored pupils are so few and far between that a one-teacher school may serve half the rural county. Many independent districts have so few as to require only one teacher. So the number of one-teacher schools is relatively large.

The number and type of schools and teachers employed is indicated by county and independent districts in Table III.

Table III. Schools and Teachers, Colored

Type of Control	1-Tchr. Schools	Larger Schools			Total Schls.	Teachers		
		Ele.	HS	HS&Ele.		Elem.	HS	Total
County Dist.	317	55	0	16	388	488	46	534
Ind. Dist.	33	33	4	49	119	543	407	950
State	0	1	1	0	2	3	20	23
Private	*	*	1	0	1	*	4	4
Totals	350	89	6	65	510	1,034	477	1,511

*Private elementary schools have not made reports to the State Department of Education.

We have 350 one-teacher schools as compared with 432 five years ago (1936-37).

County districts have 534 teachers for 388 schools. Most of the schools have only one teacher. Only twelve have more than three. This tells a story of sparse population, with an average of but four elementary teachers to the county, and no more than two in fifty-five of them.

Some high school work is done in sixteen county district schools, but only seven qualify as four-year high schools. Most county pupils go to independent districts for high schools.

More large schools operate in independent districts. They have eighty-six schools of more than one teacher. These eighty-six schools have 917 teachers, including 407 serving grades seven to twelve in organizations including some or all of the high school grades.

The four high schools without elementary grades are Central in Louisville, Dunbar in Lexington, Attucks in Hopkinsville and Douglass in Henderson. The high school under State operation is Lincoln Institute at Lincoln Ridge. The private school is Catholic, in Louisville.

CHILDREN MARCHING

The Procession. The children are marching. Every child is on the road. Where are they going? They are on the way to participation in our democracy. The road has been carefully surveyed and paved. It lies thru the twelve school grades and by way of graduation.

Precaution has been taken that these inexperienced travelers do not miss the road or fall by the way. Systems of schools and boards of education, teachers and superintendents, bus drivers and attendance officers, are employed as attendants to see that the children are directed and assisted on the way.

Table IV shows them on the trek thru these grades. This table may look to you like a page of figures. They are the figures of youth. You must look beyond the page and see the battalions of children, three quarters of a million strong. They are trudging to school from their homes all over the State. See them in the coal fields of Harlan and the cotton fields of Fulton, and from the sources of rivers around the mountainous trail of the lonesome pine to the wide expanse of the father of waters where the sands of Montana mix with those of Pennsylvania on the shores of Wolf Island.

If in this table you see mere statistics and do not see Kentucky's childhood on the march, your vision is dull and your insight into the future is obscure. You fail to interpret. The table follows:

Table IV. Progress Thru the Grades
By Races and Types of Districts, 1941-42

Grade Type of Dist. W & C	Enrolled	Dropped Out	Retained	Promoted	Per cent Dropped Out	Per cent Failed	Per cent Passed
I. Co. Dist. W	77,810	10,561	22,536	44,713	14	29	57
C	3,395	321	1,070	2,004	9	32	59
Ind. Dist. W	17,417	3,835	2,354	11,228	22	14	64
C	3,572	741	683	2,148	21	19	60
II. Co. Dist. W	43,205	3,881	7,140	32,183	9	16	75
C	1,764	114	275	1,375	6	16	78
Ind. Dist. W	13,772	1,343	1,369	11,060	10	10	80
C	2,513	195	313	2,005	8	12	80
III. Co. Dist. W	44,361	4,083	7,679	32,599	9	17	74
C	1,907	142	274	1,491	8	14	78
Ind. Dist. W	13,149	403	1,949	10,797	3	15	82
C	2,425	183	293	1,949	8	12	80
IV. Co. Dist. W	44,325	3,987	7,260	33,078	9	16	75
C	1,829	93	320	1,416	5	18	77
Ind. Dist. W	13,646	1,182	1,192	11,272	9	9	82
C	2,576	124	299	2,153	5	11	84
V. Co. Dist. W	32,131	2,864	4,871	24,396	9	5	76
C	1,458	130	213	1,115	10	14	76
Ind. Dist. W	13,503	1,167	1,146	11,194	9	8	83
C	2,430	113	260	2,057	5	11	84
VI. Co. Dist. W	40,568	4,036	5,730	30,802	10	14	76
C	1,639	113	255	1,271	7	16	77
Ind. Dist. W	13,256	1,124	862	11,270	8	7	85
C	2,268	212	207	1,849	9	9	82

Table IV.—Continued

Grade Type of Dist. W & C		Enrolled	Dropped Out	Retained	Promoted	Per cent Dropped Out	Per cent Failed	Per cent Passed
VII. Co. Dist.	W	23,868	2,913	3,220	17,735	12	14	74
	C	1,109	84	161	864	7	15	78
Ind. Dist.	W	12,543	1,350	1,126	10,067	11	9	80
	C	2,292	203	335	1,754	9	15	76
VIII. Co. Dist.	W	30,938	4,538	4,560	21,839	15	15	70
	C	1,322	126	239	957	10	18	72
Ind. Dist.	W	11,474	990	934	9,550	9	8	83
	C	1,970	69	304	1,597	4	16	81
IX. Co. Dist.	W	15,187	2,459	1,128	11,600	16	8	76
	C	314	46	42	226	15	13	72
Ind. Dist.	W	12,898	1,729	1,029	10,140	14	8	78
	C	2,089	340	251	1,498	16	12	72
X. Co. Dist.	W	13,986	1,874	719	11,393	13	5	82
	C	269	24	32	213	9	12	79
Ind. Dist.	W	11,535	1,803	1,130	8,602	16	10	74
	C	1,748	296	211	1,241	17	12	71
XI. Co. Dist.	W	9,585	1,225	420	7,940	13	4	82
	C	136	24	14	98	18	10	72
Ind. Dist.	W	9,076	1,218	559	7,299	13	6	81
	C	1,259	160	107	992	13	8	79
XII. Co. Dist.	W	9,135	796	166	8,173	9	2	89
	C	80	6	1	73	8	1	91
Ind. Dist.	W	8,106	542	244	7,314	7	3	90
	C	951	29	37	885	3	4	93
I-XII. Co. Dist.	W	385,099	43,218	65,430	276,451	12	16	72
	C	15,222	1,223	2,896	11,103	8	19	73
Ind. Dist.	W	150,379	17,459	13,122	119,798	11	9	80
	C	26,093	2,665	3,300	20,128	10	12	78
All Districts *	T	576,793	64,565	84,748	427,480	11	15	74
	W	535,478	60,677	78,552	396,249	11	15	74
	C	41,315	3,888	6,196	31,231	10	15	75
Both Races. Co. D		400,321	44,441	68,326	287,554	11.1	17.1	71.8
I. D		176,472	20,124	16,422	139,926	11.4	9.3	79.3

*These figures are for last school year (1941-42). Two districts, Morgan County and Science Hill, had not reported when these data were compiled. They have white schools only. Their figures would not increase the percentage of progress.

Questions. These figures answer many questions. And they raise others.

1. Why do a hundred and fifty thousand white and ten thousand colored children in these districts not enroll? The State ad-

vances per capita ($12.88) to the districts for the schooling of each child. Relatively few of them were in private schools.

2. Why do sixty thousand white and four thousand colored pupils drop out of school before the close of the term and not return or enter another school? Relatively few of them die or leave the State.

3. Why do eighty-five thousand children fail to pass on their year's work after taking it? They are rated as failures and required to repeat the next year. The loss is terrific. The per capita for these repeaters is more than a million dollars a year. The per capita is the minor part of the cost, and the cost is the minor part of the loss.

4. Why must forty-two thousand little ones (15,458 dropped out and 26,643 retained) have to repeat first grade? Have we not yet learned how to teach beginners? To the extent that the pupils fail, the school does, whosever the fault may be. Forty of every hundred pupils enrolled in grade one fail to pass.

5. Why are there forty thousand fewer in second grade than in first? Those forty thousand are repeating first grade.

6. Why do only sixty per cent of first graders complete the year's work as compared with seventy-six per cent of second graders? Since four in every ten took this grade the year before, it seems that comparatively few should fail. The first graders are taught just as well. Their assignment is harder for them and their attendance may be less regular.

7. Are the final per cents of progress the same for the two races? The difference is not significant in the elementary grades. It is less favorable to the colored in the finishing high school grades, so many of the boys being out.

8. Why must seventeen per cent of all rural children in school at the close of the term fail as compared with nine per cent in independent districts? Why should this difference be so great in the elementary grades? The numbers are 65,804 rural as compared with 9,854 in independent districts. Are the rural children less capable? We have not observed it. Are their interests more diverted to shows and parties? We don't think so. Are the rural pupils given a shorter term? Yes, two months shorter.

9. Are the rural schools less liberally financed? Yes, a county board can levy only a 75-cent rate while the other districts may levy up to twice that rate.

10. Are the rural children discriminated against in tax rate because it costs less to get them to school? No, they are the ones that have to be transported.

11. Are the rural children discriminated against in tax rate and term length because they learn so much faster? No, that is not claimed for them.

12. Are they discriminated against because they have more wealth per pupil subject to tax? No, they generally have less.

13. Are they short-changed in tax rate because the wealth is produced in the towns and not on the farms? No, it is produced on the farms and at the mines. The farms and mines keep up the stores, stockyards and places of business and amusement in the towns. Their profits are taxed by the independent districts for the schools of those districts.

14. Is this discrimination democratic? Not if democracy means fair and equal distribution of the benefits and burdens of the public service.

15. Are the schools not supposed to teach democracy? Yes, and they do, even tho they may not be allowed to live it completely while teaching it. Segregations and discriminations as between city and rural or white and colored are not democratic. We approach democracy as we approach Christianity or civilization, slowly, a little at a time.

16. Is there doubt that the county should be divided into rural and city (county and independent) districts and that the poorer districts should have lower tax rates, poorer schools and shorter terms?

Yes, there is. Students of school administration believe that we should move in the direction of equalization of school opportunity for children and of taxation for taxpayers. They think this is to be found in a wider basis of school financing and taxation and in larger units of school administration. This suggests that our schools should be financed in greater ratio from state sources and in less ratio from local district taxation.

George Colvin used to say, "We must get the money where the money is to educate the children where the children are."

We have been making progress in this direction. Only a few years ago in many of our cities the "white property" was taxed for the white schools and the colored poverty for the colored schools. We have outgrown that. We had only half terms for some small rural

schools. We have outgrown that. Now thirty-two of our counties are entire county units for school taxation and school administration. In them there is no discrimination in the tax rate or term length as between city and rural or racial groups. That number is destined to increase.

Parallels. Children of the two races march thru the grades in nearly parallel lines. For one hundred of each race enrolled in the first grade of county districts, twenty-eight white and twenty-eight colored are being promoted from grade eight, and eleven white and eight colored are being graduated in grade twelve. For one hundred of each race enrolled in grade one of independent districts, fifty-five white and forty-five colored are being promoted from grade eight, and forty-two white and twenty-five colored are being graduated in grade twelve. For one hundred of each race enrolled in grade one in both types of districts, thirty-three white and thirty-six colored are being graduated in grade eight, and sixteen white and fourteen colored are being graduated in high school.

For one hundred children of each race enrolled in grade eight, forty-one white and thirty-one colored are enrolled in grade twelve. Of one hundred white pupils graduating, fifty-four are seventeen years of age or younger. Of the same number of colored, sixty-two are eighteen years of age or older.

One in every seven children in the school census (white 14%, colored 13.5%) are in the four years of high school.

When the measures of school service are followed in comparison, they are found to be more favorable for city children than for rural and more favorable for white children than for colored.

Peter and Paul. Our larger independent districts operate their schools ten months each year, and most of the others nine months. Two-thirds of our county districts are unable to finance a term of nine months. So they hold their elementary children to the legal minimum term of seven months in order to give their high school children nine months. Thus in the State we rob Peter to pay Paul, because most of the Peters live in the country and the Pauls in town. Then out in the county we again rob Peter to pay Paul, because Peter is in the fifth grade and Paul is in high school.

Negro pupils suffer less from term differences than do the whites. This is because while 72 per cent of the white children enrolled are in county district schools (28% in independent districts), only 37 per cent of the colored children enrolled are in county dis-

trict schools (63% in independent districts). So it results that the Negro children enrolled in the State have an average attendance for the year of 136 days to 128 for the whites, even tho the colored children average four more days of absence (21 to 17).

Girls and Boys. Colored girls stay in school thru the upper grades better than the boys do. This is shown in Table V, which gives enrollment distribution by sexes in each grade, and the loss thru the grades.

Table V. Enrollment in Colored Schools
Distribution by Sexes and by Grades

Grade	100 Pupils in Each Grade		1000 Pupils in the Twelve Grades
	Boys	Girls	
1	53	47	168
2	53	47	103
3	53	47	104
4	50	50	106
5	50	50	94
6	49	51	94
7	49	51	82
8	46	54	80
9	42	58	60
10	43	57	45
11	40	60	37
12	36	64	27

Of the boys in the census, 76 per cent were enrolled (1941-42); and of the girls 83 per cent. In the primary grades, where such masses of pupils repeat, boys predominate. In the high school grades, as we approach grade twelve, girls predominate. The balance is found in grade five, where the numbers balance.

Transportation of Pupils. The colored pupils are so widely scattered and so far from their schools, especially from high school, that considerable pupils transportation is needed. High per pupil cost, due to small numbers and long routes, leads school districts authorities to avoid it when they can. So transportation facts are somewhat disappointing.

Last year (1941-42) 212 buses, including a few wagons and small cars, were used by the school districts to carry colored pupils. They were twelve per cent of the school buses on the roads. The mileage percentages broke the same way, 88 white to 12 colored. The average miles per day per car was about the same for both, 45 white and 43 colored.

Only one in twenty-five of the transported pupils was colored. 11.8 per cent of the colored pupils enrolled in the districts were transported, as compared with 20.5 per cent of the white pupils.

School buses carried an average of 22 colored pupils, 71 white pupils. The average cost per colored pupil was $27.44 for the year. For whites it was $12.65. The aggregate cost of pupil transportation was $1,391,071 for whites, $133,529 for colored.

Much of the transportation of colored pupils is to meet legal requirements in the least expensive way. It is done to save money. Most of that for white pupils is for service well above legal requirements. It is not done to save money.

Employed Personnel. All members of public school boards of education, more than thirteen hundred, are white. All school superintendents, 262, are white. Employees of these boards include both races.

The colored schools employ fifteen hundred teachers (principals and assistants), one for every thirty-four children in the census. This compares with the white schools employing just under seventeen thousand (elementary and secondary), one for forty-one in the census. Teachers in private schools, nearly all white, are not included in this count.

In pupil transportation, 157 colored drivers are employed, which is six per cent of the total 2,587. Twenty-three per cent of our school janitors (323 of 1,409) are colored. Of two hundred attendance workers, twenty-nine are colored, some on full-time duty, some part-time. And we have five colored school nurses.

Our law (State constitution and the Day law) require that white and colored children be taught separately. If taught in the same room, it must be at different hours. The employment of superintendents, supervisors, teachers, janitors and bus drivers of one race to serve schools of the other race is not forbidden by law and sometimes occurs, but care is taken by the majority race to hold the positions of highest authority. The white people are in majority and authority in every school district.

DEVELOPMENT OF HIGH SCHOOLS

The County District Law. The County School District Law of 1908 was one of the most important legislative acts in the history of public education in Kentucky. It was called The Sullivan Law. It was promoted in the Legislature by Hon. Jere Sullivan, then representing Madison County in the House of Representatives. That act discontinued all local school districts other than graded school districts and city districts (embracing cities of the first four classes)

and created one county school district in each county in place of the many discontinued districts. For the administration of each county district it created a county board of education. It gave this board of education power to cause school taxes to be levied on the property of its district, and required it to start a county high school service beginning with school year 1910-11. This was the first law to extend high school opportunity to children thruout the State. But for the first ten years of its operation it was not interpreted as requiring this service in the little graded school districts. It was even slower in reaching the colored children outside the few cities that operated Negro high schools.

Just twenty years ago, in school-year 1922-23, there were only seven accredited public high schools for Negroes in the entire state. They were city schools in Louisville, Lexington, Hopkinsville, Bowling Green, Paducah, Paris and Covington. During these two decades the number of accredited high schools has increased as shown by Table VI.

Twenty Years. For a score of years, five generations of high school pupils, the writer has been consulting physician at the birth of colored high schools in Kentucky, attending them in their infancy, rejoicing in their growth and deploring their failings. In numbers they have now passed their peak, but in strength they have not attained it.

Table VI. Accredited Public High School for 20 Years

School-Year	White	Colored	Per Cent Colored	Smallest Negro High School	
				Place	Pupils Gr. 9–12
1922–23	263	7	2.6	Bowling Green	46
1923–24	286	9	3.1	Covington	36
1924–25	311	11	3.4	Covington	41
1925–26	342	14	3.9	Mayfield	27
1926–27	382	15	3.8	Mayfield	45
1927–28	415	15	3.5	Mayfield	44
1928–29	457	16	3.4	Mayfield	49
1929–30	491	19	3.7	Earlington	28
1930–31	522	25	4.6	Mt. Sterling	39
1931–32	527	34	6.1	Bardstown	24
1932–33	539	35	6.1	Bardstown	21
1933–34	535	34	6.0	Elizabethtown	30
1934–35	529	34	6.0	Bardstown	26
1935–36	559	52	8.5	Manchester	21
1936–37	558	55	9.0	New Liberty	19
1937–38	546	58	9.6	Manchester	14
1938–39	543	58	9.7	Hickman	21
1939–40	529	58	9.9	New Liberty	20
1940–41	516	60	10.4	Hickman	24
1941–42	510	53	9.4	Murray	32
1942–43	497	53	9.6	Pikeville	31

Development of high schools ran parallel for the two races. The whites reached their crest in 35-36, the colored in 40-41.

In addition to these completing schools, there are contributory (junior) high schools, that operate thru the ninth or tenth grade. These schools are generally from twenty-five to thirty per cent of the total number for each race.

Small High Schools. Leading educators acquainted with city conditions question the educational statesmanship of accrediting so many small schools, such as Pikeville, which has only 31 pupils and three teachers. Yet there may be a defense for even this extreme case.

Consider this region of the Big Sandy, Little Sandy, upper Ohio and upper Licking. It includes the fifteen big counties of Pike, Floyd, Martin, Johnson, Magoffin, Wolfe, Menifee, Morgan, Lawrence, Boyd, Elliott, Rowan, Carter, Lewis and Greenup. They have an aggregate Negro school census of only one-eleventh of that of the Louisville city district. If developed up to the state average for whites (14%), this region would have 121 pupils eligible for high school. The most accessible center would be Ashland, and a four- or five-teacher high school can be visualized. The trouble is that most of this area is utterly inaccessible to Ashland or to any other one center for high school attendance.

In this region we have three of our smallest accredited schools and no contributory high schools. They have three teachers each, and aggregate of 134 pupils. More than ninety per cent of these pupils live at home. Most of them would have no high school opportunity thru the years if these small schools had not been set up.

Cooperation of Districts. Outside of Harlan, Hopkins and Montgomery, Table VII shows only one high school in any county. Two are justified in Harlan County, one in Harlan City and one at Lynch. These two centers are thirty miles apart and each has adequate population. This is the only county that should have two high schools, and it should not have more. Two in Hopkins and two in Montgomery weaken the service. George Washington displayed finer statesmanship, diplomacy and strategy in the consolidation of thirteen states than in whipping the English army. While the two or more districts within most of the counties fail to cooperate in elementary service for either race, they do cooperate on tuition basis in their high school service for Negroes.

Junior High Schools. In Louisville are two junior high schools that operate thru grade nine and in Fayette at Lexington one that

Table VII. Present Accredited High Schools—Their Development In Sequence of Enrollment in Grades Nine to Twelve

Sequence	School	Membership 9-12	Membership 7-8	Rating	Teachers	Began HS Work	Reached 12th Grade	Accr. Class B	Accr. Class A
1	Louisville	1026	.....	A	48	82	92	21	22
2	Lexington	463	293	A	32	90	93	21	22
3	Lincoln Rdg.	252	.....	A	12	12	13	23	28
4	Paducah	200	175	A	16				22
5	Hopkinsville	193	.....	A	12	09	12	21	22
6	Richmond	181	51	A	9	94	25	25	29
7	Covington	176	.....	A	13	86	88	22	30
8	Bowling Green	165	72	A	11	08	11		22
9	Lynch	144	90	A	8	28	28	30	35
10	Harlan	136	46	B	6	28	37	37	
11	Henderson	132	50	A	11	01	04	23	34
12	Maysville	122	44	A	9	22	30	30	31
13	Owensboro	119	73	A	11	93		24	25
14	Paris	119	60	A	9			22	31
15	Elkton	105	.....	B	3	23	34	35	
16	Georgetown	101	34	B	6		25	28	30-41
17	Madisonville	91	.....	Ae	6	20	24	31	32
18	Frankfort	86	38	Ae	8		22	30	32
19	Benham	85	45	B	5	33	33	38	
20	Versailles	84	.....	B	3	17	23	35	
21	Jenkins	78	52	B	4	28	34	36	
22	Danville	74	52	B	6	17	19	24	28-40
23	Hickman	74	.....	B	3	27	34	35	
24	Winchester	73	34	Ae	8	17	19	25	29
25	Providence	72	28	B	4	20	24	29	
26	Drakesboro	66	43	B	5	30	35	35	
27	Harrodsburg	66	.....	B	3	27	27	31	35-38
28	Russellville	63	28	B	4	17	25	35	
29	Ashland	62	34	B	4	22	32	36	
30	Hazard	62	33	B	4	30	31	31	
31	Stanford	62	.....	B	3	12	35	35	
32	Lebanon	61	.....	B	3	22	38	38	
33	Somerset	61	23	B	4	22	27	31	
34	Mt. Sterling	60	17	B	4	20	28	29	
35	Montgomery Co.	60	.....	Bt	4	21	25	30	

Table VII.—Continued

Sequence	School	Membership 9-12	Membership 7-8	Rating	Teachers	Began HS Work	Reached 12th Grade	Accr. Class B	Accr. Class A
36	Middlesboro	56	32	Be	4	18	23	31	
37	Morganfield	54	.....	Be	3	31	34	35	
38	Earlington	54	52	Be	5	19	29	29	
39	Hardinsburg	53	.....	Be	3	24	28	35	
40	Campbellsville	53	.....	Be	3	24	39	39	
41	Nicholasville	52	15	Be	4	20	30	30	
42	Franklin	49	26	Be	4	24	33	35	
43	Princeton	49	32	Be	4	22	23	31	
44	Bardstown	48	.....	Be	3	23	24	31	
45	Mayfield	45	32	Be	5	17	20	24	
46	Columbia	45	.....	Be	3	24	23	35	
47	Horse Cave	43	16	Be	4	31	36	36	
48	Wheelwright	41	.....	Be	3	36	37	37	
49	Elizabethtown	40	.....	Be	3	20	26	31	
50	Glasgow	38	.....	Be	3	23	34	35	
51	Cynthiana	35	20	Be	4	17	37	37	
52	Murray	34	.....	Be	3	17	31	31	
53	Pikeville	31	.....	Be	3	28	37	40	
	Totals	5794	1640		365				
	16 A's	3542	980		223				
	37 B's	2252	660		142				
	Other Schools *	993	1537		112				
	All Public H.S.	6787	3177		477				
	1 Private H.S.	80	0	B	4				
	All H.S.	6867	3177		481				

*The "other schools" referred to in Table VII include the State Vocational Training School. It is a technical school offering two-year trades courses. Some of its students are non-graduates of high school, and get high school credit for vocational and related courses, not exceeding four units in each of the two years of their trades training. Most of the "other schools" are contributory (junior) high schools fully approved for the grades that they teach. There are only two small unapproved schools, at LaGrange and Lancaster.

extends thru grade ten. These schools are well conducted and educationally integrated with their respective city high schools in which all their pupils may continue to graduation. These three junior high schools include eighty-five per cent of the total enrollment in the "other schools" not named above.

HIGH SCHOOL OFFERINGS

The offerings in our high schools for Negroes do not differ materially from those in our small white schools. Only in the larger high schools do we generally find any liberalizing of curriculum with courses of training that require specialized instruction and expensive equipment. Minimum faculty and little diversity of offerings prevail.

Home Economics. One field of training is an exception to this rule. That is home economics. Of the 4,060 girls in grades 9-12 this year (1942-43), 2,436, exactly sixty per cent, are being given training in this field. Yet it will have to be admitted that in some of the schools this service is characterized by inadequacy of equipment, absence of supplies, want of curriculum, and resultant casting about for something to do to keep up appearances. Only in the larger schools are the facilities adequate and the needed supplies provided for the use of the classes. Girls cannot cook with nothing to cook, or bake with nothing to bake. In some schools they are kept in home economics for four years, doing the same nothings year after year. Only in the better schools do they have a consistent curriculum, with their work from term to term organized into an effective two-year or three-year course of training and provided with the needed materials and equipment.

Vocational Agriculture. Of 2,807 boys in grades 8-12, two hundreds ten (7½%) are being given training in vocational agriculture. Most of these boys are not of farm-owning families. They have neither the acres nor the live stock to carry on practical projects as part of their training, and they do not look forward to becoming tenant farmers. But they do benefit from the farm shop training, which will serve them whether in farm or non-farm home life.

Mechanical Shop Courses. Eighty-eight boys are being trained in anto-mechanics, one hundred sixty-five in some features of the building trades, and four hundred sixty-eight in some kind of manual training or industrial arts. The first two of these courses afford valuable training when given under good direction, but the last generally fails for want of tools and machines, for want of materials to work on, for want of skilled instruction, and for want of a cur-

riculum organized to give the desired acquaintance with materials and skill in the use of tools and the operation of machines. A bulletin has been issued recently by the State Department of education with the title "Industrial Arts for Kentucky High Schools." It is hoped that all schools offering training in practical arts will make use of it to standardize their courses, materials, equipment and selection of projects.

Commercial. Twenty-three pupils are being taught bookkeeping in the only school offering that subject. One hundred seventy-seven are getting shorthand in three schools. Two hundred sixty-nine get typing in five schools. Only six schools offer any one or more of these commercial courses, and three hundred nineteen pupils (4½%) are getting one or two of them.

Sciences. Three hundred twenty-seven pupils are being taught physics. Six hundred twenty-six are in chemistry classes. Twenty-one schools offer one or both of these sciences. The laboratory facilities are generally meager and the supplies inadequate, but these will be improved from time to time. More science courses are being given than ever before, but the learning is generally a poor smattering.

Foreign Languages. Five hundred twenty-two pupils are in French classes in eleven schools, four hundred fifty in Latin classes in fourteen schools, and forty in Spanish in two schools. I wonder if any high school subject other than French can be given to these pupils with less expense to the school authorities or less benefit to the pupils.

English. English is the only subject that is a major in every year of the twelve-grade school. It is the major of majors. Its use is the most general. This subject, together with elementary mathematics, beginning science, history and government have prominent places in all the high schools. In only a minority of the schools is the teaching professionally skillful and the learning satisfyingly thorough. This condition is not limited to the Negro schools.

THE HIGH SCHOOL SITUATION, COUNTY BY COUNTY

County	School Census C.Dist.	School Census I. Dist.	9–12 Gr. Enr.	Present Program and Probabilities For Years Near Ahead
Adair	210	98	45	This school, emergency B, operated by the Columbia district, draws its membership from four contiguous counties. The Columbia district population is not sufficient to assure permanence of this high school. It is a useful temporary center.

The High School Situation, County By County—Continued

Allen	34	54	.....	Pupils are sent to Bowling Green. This should continue until the State provides a better or less expensive service.
Anderson	28	103	10	Lawrenceburg operates a 9–10 grade school. Grades 11–12 are sent to Lincoln Institute, board and room plan.
Ballard	169	.....	23	The county has a 9–10 grade school at LaCenter. Grades 11–12 are sent to Paducah.
Barren	461	318	38	This school is operated by the Glasgow district. With a school census basis of nearly 800, it should develop into a class A school, subject to three conditions yet to be met: (1) good elementary schools in city and county, (2) attractive high school service, (3) transportation to it for rural pupils.
Bath	133	70	.....	Pupils are transported to Mt. Sterling. This is the least expensive program for the present.
Bell	85	466	73	This membership is divided, 56 in a 9-12 grade school in Middlesboro and 17 in a 9–10 grade service in Pineville. Pineville sends its 11–12 graders to Middlesboro or Lincoln Institute.
Boone	63	16	8	The county has a 9–10 grade service at Burlington and sends grades 11–12 to Covington. The Burlington service is on basis not subject to further approval. Complete out-of-county high school service seems practical and inevitable.
Bourbon	440	305	119	An A-class high school is maintained in Paris. Rural pupils are transported to it from thruout the county.
Boyd	1	200	62	A B-class high school is maintained in Ashland. No adjacent county has any Negro high school. Pupils are transported to it from Catlettsburg and Greenup.
Boyle	169	534	74	An accredited high school is maintained in Danville. Transportation is needed for rural pupils.
Bracken	23	27	.....	The pupils are sent to high school in other counties.

The High School Situation, County By County—Continued

Breathitt	3	35	.....	They must be sent away to high school. Distance to school is too great for daily transportation.
Breck'ridge	225	7	64	A B-class high school is maintained in Hardinsburg. It operates on minimum basis, and its future depends upon an adequate population and pupils from outside. It draws now from Hancock County.
Bullitt	77	7	.....	The pupils are sent to Lincoln Institute, board and room plan.
Butler	64	.....	.....	The pupils are sent to Muhlenberg County, daily transportation.
Caldwell	116	270	49	A B-class emergency high school is operated in Princeton. It serves three counties. It should continue if this cooperation does.
Calloway	73	215	34	A B-class emergency high school is operated in Murray. If the membership reduces, it may be consolidated for grades 9–12 or 11–12 with Mayfield.
Campbell	3	154	.....	The pupils are sent to Covington, daily transportation.
Carlisle	38	.....	.....	The pupils are sent to Hickman, daily transportation. They will continue to be sent away for high school.
Carroll	40	58	.....	The pupils are sent to Lincoln Institute. There can be no local service for so few.
Carter	5	8	.....	The pupils are sent out-of-county to HS.
Casey	14	18	.....	The pupils must be sent out-of-county to HS.
Christian	1468	1136	193	A standard high school is maintained in Hopkinsville. The rest of the county should be transported to it, and no doubt will be ere long. Crofton sends its pupils there. Pembroke is sending to Elkton at present.
Clark	163	262	73	A standard high school is maintained in Winchester. The rural children are transported to it.
Clay	128	.....	.....	The pupils are sent to Lincoln Institute. There is no school within transportation distance.

Clinton	17	.....	.....	The pupils are sent to other counties to high school, to Somerset and to Lincoln Inst.
Crittenden	14	44	.....	The pupils are sent to Princeton to high school. With reduced numbers or transportation difficulties, the room and board plan will replace transportation.
Cumberland	162	70	.....	The pupils are sent out of the county to high school. Most of them are in Columbia this year.
Daviess	131	537	119	A standard high school is maintained in Owensboro, with complete transportation of rural pupils. Some are brought from McLean and Ohio counties.
Edmonson	30	.....	.....	The pupils are sent out of the county to high school, mostly to Bowling Green.
Elliott	.....	.....	.....	No high school pupils at present. When they are there they will have to be served on the board and room plan.
Estill	.....	33	.....	The high school pupils have to be sent out of the county. The board and room plan is the most practical. They send to Lincoln Institute.
Fayette	928	2580	512	A standard high school in Lexington and a 9–10 grade county school. These school articulate well and all pupils graduate together. Complete transportation is provided for rural pupils.
Fleming	133	.....	.....	The high school pupils are sent to Maysville. It is less than thirty miles transportation each way.
Floyd	192	.....	41	A minimum 9–12 grade school operates at Wheelwright. There is no other high school to which the pupils may be transported. Their only option is the board and room plan. If their numbers reduce that plan will be considered.
Franklin	128	298	86	A standard high school is carried on in Frankfort, and the rural pupils transported. They get 11–12 graders by daily transportation from Owenton.
Fulton	722	217	74	A B-class high school operates at

				Hickman. The pupils of Hickman, Carlisle and Fulton counties and Fulton city are transported to it. The population is sufficient for a permanent high school in this county.
Gallatin	31	.....	.....	The pupils are sent to New Liberty in Owen County for grades 9–10. When that school discontinues, all grades 9–12 will need to be sent away on the board and room plan.
Garrard	209	120	48	A substandard 9–12 grade service is operated at Lancaster. Their population basis is meager for a four-year high school and does not assure permanence.
Grant	12	8	.....	The pupils are sent away to high school, to Covington with transportation or Lincoln Institute with board.
Graves	285	208	45	A B-class high school is maintained at Mayfield. More transportation of rural pupils is needed.
Grayson	5	24	.....	The board and room plan is the only practical one for this county.
Green	280	63	.....	The pupils are transported to Campbellsville in Taylor County.
Greenup	4	56	.....	The pupils are transported to Ashland in Boyd County.
Hancock	61	.....	.....	The pupils are sent to Hardinsburg in Breckinridge County and Owensboro in Daviess County.
Hardin	88	164	40	The Elizabethtown school serves Larue and Hardin counties except West Point, which sends to Lincoln Ridge. With a small population basis in Elizabethtown, which operates the school, its future is uncertain.
Harlan	1076	1023	411	B-class high school at Harlan, A-class at Lynch, B-class at Benham. The first may be improved to Class A. The latter two should be conbined.
Harrison	70	111	35	An emergency four-year high school is operated at Cynthiana with full county transportation. It cannot survive further loss of numbers.
Hart	339	137	43	The school is at Horse Cave. Some of these pupils are brought in from

				rural areas, Munfordsville and Cave City. The population basis of the operating district is so small as to threaten the continuance of the four-year service.
Henderson	493	530	132	A standard high school service is carried on in the city of Henderson with transportation of rural pupils.
Henry	162	94	13	Grades 9–10 are taught in Eminence, grades 11–12 in Lincoln Institute. The local school is only temporary. They have complete transportation.
Hickman	286	.....	.....	The pupils are sent to Fulton County, to a three-county school. Hickman County alone has too few pupils to make the operation of a high school feasible.
Hopkins	168	1299	145	A-class at Madisonville, a smaller four-year school at Earlington. To give all the children the benefit of a standard service the two schools should be consolidated.
Jackson	.....	.....	.....	No colored high school service in the county, and no pupils now to be sent out.
Jefferson	798	9353	1561	Standard high school service is maintained in Louisville, largest membership in the state. The county transports to Louisville and to Lincoln Ridge.
Jessamine	280	115	52	A four-year high school is operated in Nicholasville. It is cheaper for this number than to send them to Lexington. The county transports its high school pupils.
Johnson	.....	.....	.....	No high school service in the county and no pupils at present to be sent out.
Kenton	12	677	176	A standard school in Covington. It serves Kenton, Campbell and part of Boone County, all on the daily transportation plan.
Knott	77	.....	.....	The pupils are sent to high school at Hazard in Perry County. Transported daily.
Knox	133	51	34	Three-year high school at Barbourville, grade 12 sent to Lincoln Institute or other schools. This may be

				considered a temporary high school center.
Larue	60	78	.....	The high school pupils are sent to Elizabethtown in Hardin County, daily transportation plan.
Laurel	35	90	9	Local service in London for 9-10 grades. Upper grades sent to Lincoln Institute or Somerset. Probably all will be sent out next year, and should be.
Lawrence	23	.....	.....	The nearest high school is in Ashland. The option is between daily transportation and the board-and-room plan, the latter being more practical.
Lee	29	.....	.....	The only possible service for Lee is the board-and-room plan. They send to Lincoln Institute.
Leslie	9	.....	.....	The situation in Lee is duplicated in Leslie.
Letcher	136	415	78	A B-class high school is carried on at Jenkins.
Lewis	.....	2	.....	The solution for all colored pupils in Lewis is long-line daily transportation or board-and-room.
Lincoln	392	96	62	A B-class high school is carried on at Stanford with complete transportation for rural pupils.
Livingston	41	.....	.....	The high school pupils are sent to Paducah, the nearest high school.
Logan	700	211	63	A B-class high school at Russellville with transportation from Adairville and Auburn. This population would justify developing an A-class high school.
Lyon	107	60	.....	The pupils are sent out-of-county either by daily transportation or board-and-room.
Madison	495	443	181	Standard high school maintained in Richmond, with complete transportation for rural pupils.
Magoffin	3	.....	.....	No students in high school now. When there are, the board-and-room plan must be used.
Marion	224	177	61	A B-class high school at Lebanon. The membership represents nearly

				equal numbers from Marion and Washington counties. Transported from Washington County.
Marshall	33	2	.....	The high school pupils must be sent to Paducah or elsewhere by the board-and-room plan.
Martin	.....	.....	.....	Martin has no pupils now. When she has she will have to send them out-of-county to high school.
Mason	291	268	122	Standard high school service by the city of Maysville with transportation for rural pupils. This school serves four counties.
McCracken	199	1240	276	Standard high school service by the city of Paducah with transportation of rural pupils. Non-graduates of high school get credit for high school work in connection with their two-year trades training in the state vocational training school in Paducah.
McCreary	.....	9	.....	Very few pupils. The room-and-board plan is the only practical plan for this county.
McLean	27	16	.....	Daily transportation to Owensboro. The transportation plan tends to yield to the board-and-room plan as the numbers decrease and transportation facilities are restricted.
Meade	99	.....	.....	The pupils are sent to Lincoln Institute. Long distances and small numbers argue for the boarding plan.
Menifee	4	.....	.....	No local high school service. The choice is daily transportation to Mt. Sterling or the board-and-room plan.
Mercer	82	278	66	A small four-year high school is maintained by the city of Harrodsburg with transportation of rural pupils. The population cannot recruit a large school.
Metcalfe	210	.....	.....	The pupils are sent away on the board-and-room plan.
Monroe	151	.....	.....	The pupils are sent away on the board-and-room plan, to Columbia and Lincoln Institute.
Montgomery	184	159	120	This membership includes additional counties of Bath and Nicholas with complete transportation. It is

				divided into two schools. Considerations of efficiency and economy demand their consolidation.
Morgan	.....	.....	.....	It has no high school pupils now. When it does, it must use the board-and-room plan. The distances are too great for daily transportation.
Muhlenberg	272	297	66	The high school is B-class, operated by the county district at Drakesboro, with transportation from the other population centers.
Nelson	239	278	48	The high school is operated on emergency basis by the Bardstown district. Transportation is needed for rural pupils.
Nicholas	33	94	.....	The pupils are sent to Mt. Sterling, transported daily.
Ohio	155	.....	22	The upper-grade pupils are sent to Owensboro by daily transportation. We trust the others will be. They now have a 10-grade school at Beaver Dam. Transportation complete.
Oldham	185	.....	30	The twelfth grade is sent to Lincoln Institute. We trust the eleventh grade may be. The local high school service at LaGrange is substandard. Transportation is provided for the pupils.
Owen	75	30	12	9–10 grade pupils are taught at New Liberty. The school is not well supported. Grades 11–12 are sent to Frankfort, daily transportation.
Owsley	22	.....	.....	The board-and-room plan is the only one available to Owsley.
Pendleton	8	27	.....	Long distance and few pupils make daily transportation less practical than board-and-room. Pupils are sent to Lincoln Institute.
Perry	333	282	62	This membership includes Perry and Knott, with transportation for both. The high school, B-class, is in Hazard.
Pike	145	212	31	The state's smallest accredited emergency high school at Pikeville. There is no other high school within transportation distance. The choice is between local service and boarding the pupils away from home.

The High School Situation, County by County—Continued

Powell	71	.....	.....	The pupils have been sent some years to Winchester, other years to Mt. Sterling.
Pulaski	55	196	61	The high school, B-class, is in the city of Somerset. The population is not sufficient for a larger school.
Robertson	9	.....	.....	Very few high school pupils. Not one every year. Sent to Maysville. The choice is daily transportation to Maysville or the boarding plan.
Rockcastle	.....	6	.....	The board-and-room plan is the only practical one for Rockcastle.
Rowan	12	.....	.....	What is said for Rockcastle applies to Rowan.
Russell	77	.....	.....	The high school pupils are sent to Columbia, daily transportation plan.
Scott	361	174	101	Standard high school service maintained by the city of Georgetown with complete county transportation.
Shelby	350	291	282	Standard high school at Lincoln Ridge, operated by the State Board of Education with all-out aid from the Lincoln Institute corporation. The membership is drawn from about forty counties throughout the state. A nine-grade school is operated by the Shelbyville city district and their upper grades transported to Lincoln Institute.
Simpson	256	243	49	Local emergency high school in Franklin. If membership reduces, transportation for upper grades to Bowling Green may become practical.
Spencer	134	.....	.....	The choice is long haul or board-and-room. The pupils are sent to Lincoln Institute.
Taylor	202	157	53	Local emergency high school in Campbellsville. Serves Green County also. If membership reduces, transportation to Lebanon may be practical.
Todd	497	308	105	This membership includes this county and Pembroke in Christian. The school facilities are minimum. There is complete rural transportation.

The High School Situation, County by County—Continued

Trigg	661	150	20	Grades 9–10 at Cadiz. Grades 11–12 transported to Princeton. This population will support a good local high school when the elementary service is well developed.
Trimble	4	.....	.....	The pupils (when they have any) must be sent away to board-and-room.
Union	481	59	54	Local emergency high school in Morganfield. It ought to develop into a standard service when improved. It has transportation from other centers in the county.
Warren	682	543	165	Standard high school is operated in the city of Bowling Green, with transportation of rural pupils.
Washington	223	244	.....	The pupils are sent to Lebanon from the Springfield district, daily transportation. Some rural pupils go to Lincoln Institute.
Wayne	58	46	13	Upper-grade high school pupils are sent to Lincoln Institute. More of them should be. The local school is operated by the county at Monticello, with complete transportation.
Webster	243	286	72	B-class high school operated by the city of Providence, with incomplete transportation from other centers in the county. The population is hardly adequate to recruit an A-class school.
Whitley	62	109	.....	The pupils are sent to Lincoln Institute, board and room.
Wolfe	.....	.....	.....	No pupils at present. Too far from any school for transportation.
Woodford	188	263	84	This membership is possible on this population basis only with standard term and complete transportation, both of which are maintained.

Facing Facts. Analysis of Negro high school facts in Kentucky discloses that there are now fifty-nine counties with no high school service, and not one of them with enough Negro population to stock a high school. There are eleven other counties with only the first years of high school and not pupils enough to carry it through. Of these seventy counties whose only plan must be to send their pupils away to high school, only one county (Trigg) has enough elementary pupils

to hope for a permanent high school without an unforeseen influx of population.

In addition to these seventy counties, there are seventeen, each of which has an emergency shortage of pupils, indicating an unstable and temporary school. Of the remaining thirty-three counties, seven depend upon neighboring counties to send them enough pupils to have a B-class high school. Only twenty-six counties have the pupils and population to operate standard A- or B-class high schools without blood transfusions from other counties. The condition of this high school patient is critical, and the responsibility is yours and mine to apply the remedy.

Duties of Districts. The duties of districts are clearly indicated in the laws. They are the same for the two races. The elementary school (grades 1–8) must be operated within reasonable walking distance of the child's home, or daily transportation to school must be provided for him. The high school (grades 9–12) must be operated on accredited basis within the independent district of the child's home (for county districts, within the county) or daily transportation to school outside the district. Board and room may be provided in lieu of daily transportation when more practical, but at cost for board and room not exceeding one hundred dollars a year for a pupil. Any district that transports the pupils of one race to high school within the county is under obligation to transport the high school pupils of the other race who are not within walking distance of school.

Compliance. Compliance with this obligation is quite general for elementary pupils of both races, and for white high school pupils. It has come more slowly for colored high school pupils. The majority of them live within walking distance of high school, but a large minority must depend upon transportation. The number of districts failing to meet their obligation to these pupils has reduced to comparatively few. Three or four counties that transport their white pupils to high schools within a few miles of their homes fail to transport their colored pupils to high school in their county seats. Boyle, Hardin and Christian are in this group. I believe that Barren aids the pupils inadequately on board in lieu of transportation. Our school authorities are approaching nearer and nearer to giving equal opportunity for the children of the two races. The total cost is much more for the majority race, but the per capita cost is much greater for the minority race.

HIGH SCHOOL EMERGENCY

How and Why. The Negro high school situation is critical for county and city school authorities, and becoming worse. The population has reduced so generally and so far that fifty-nine of our counties, including their city districts, must now send all their colored high school pupils away to other counties, and ten others must send those above the tenth grade. Several other counties must soon do the same. Our present school district plan was designed for the white population, and its program works for white high schools. It was not designed for the colored population, and for their high schools its program does not work and will not suffice. In only a reducing minority of the counties can it be operated at all. In most of this State it takes far more than a county to stock a colored school with pupils and operate it as a high school. So most of our counties and small cities have an obligation imposed upon them that they cannot meet in their counties. Since they must send these pupils to a regional or State school in some other part of the State, and jointly with other counties, the problem becomes consistently a State problem. It calls for a State policy for its solution.

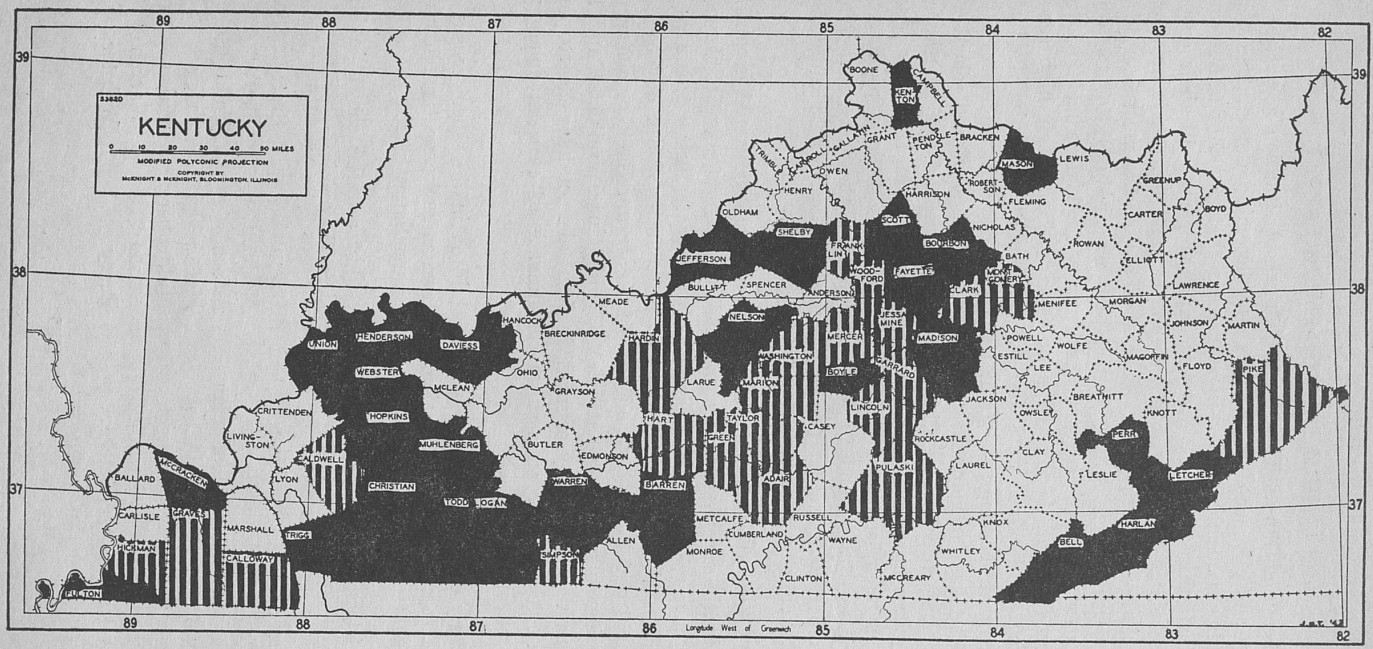
The extent of the exigency is shown graphically and geographically by the accompanying map. The twenty-eight counties shown in black have school census basis reliably adequate for an approved A- or B-class high school. The twenty-two counties shown in bars have marginal population basis adequate for only unreliable or emergency high schools maintained at relatively high per pupil cost and low efficiency. The seventy counties in white do not have Negro population adequate for an assured continuance of even an emergency high school.

Only one in seven of the white children in the school census are in the four years of high school, and we cannot expect much better than that for the colored in the years immediately ahead.

Adequate Counties. The twenty-eight counties shown in black have school census basis of 500 or more. They are

Barren	Fulton	Logan	Scott
Bell	Harlan	Madison	Shelby
Bourbon	Henderson	Mason	Todd
Boyle	Hopkins	McCracken	Trigg
Christian	Jefferson	Muhlenberg	Union
Daviess	Kenton	Nelson	Warren
Fayette	Letcher	Perry	Webster

MAP SHOWING NEGRO SCHOOL CENSUS POPULATION 1942-1943



KEY

- OVER 500 - ADEQUATE
- 250-500 - MARGINAL
- UNDER 250 - SUB MARGINAL

Each of these counties should have a standard A or B high school when their programs of service are well developed, including (1) standard term, nine months, (2) complete transportation to high school, and (3) adequate high school facilities and service. High schools drawing on a school census of 700 or more ought to qualify in class A with 100 in grades nine to twelve.

Marginal Counties. The twenty-two counties shown in bars have school census basis of from 250 to 500. They are

Adair	Graves	Lincoln	Pulaski
Caldwell	Green	Marion	Simpson
Calloway	Hardin	Mercer	Taylor
Clark	Hart	Montgomery	Washington
Franklin	Hickman	Pike	Woodford
Garrard	Jessamine		

These counties are marginal in school census from which to draw pupils for high school. Five of them now have standard high schools on their own, and three have pupils transported from neighboring counties. Ten operate emergency schools, three transport to other counties, and one fails to qualify. Schools operated on marginal population basis need to look to the three standards referred to in the preceding paragraph.

Sub-marginal Counties. The seventy counties shown in white have school census basis under 250, inadequate for a reliable high school even on the costly and inefficient emergency basis. Only four of these seventy counties are trying to operate four-year high schools. Two (Floyd and Harrison) are emergency schools on their own. The other two (Boyd and Breckinridge) draw pupils from neighboring counties.

High school plans that have been tried or proposed may be mentioned.

The District High School Plan. Our first Negro high schools were started on the local district plan, copying the white system. One Negro school in each city and one or more in each county district tried to be a high school. In Mason County there was one in Maysville and another in Mayslick, neither going above grade ten. In Bourbon there was one in Paris and others in Millersburg, North Middletown and Little Rock. Nelson had them in Bloomfield and Bardstown; Webster in Wheatcroft and Providence; Union in Sturgis, Uniontown and Morganfield; Muhlenberg in Greenville, Central City and Drakesboro; Christian in Crofton, Pembroke and Hop-

kinsville; Warren in Bowling Green and Delafield. It was a period of little cooperation and no transportation, of high local ambitions and low school ideals. With the building of highways, the beginning of transportation, the development of school ideals (standards) and a measure of cooperation, most of these schools went the way of the dormitories that used to be projected at all our white consolidated high schools. Not more than one high school remains in any of these counties, and it serves far more than the district that operates it. Wherever the district plan now operates outside of two or three of our largest cities, it is in combination with one of the other plans.

The County High School Plan. District high schools gradually yielded by consolidation to county high schools. The colored high schools within a county consolidated into one school that would have pupils enough to operate with the minimum faculty then required and with some degree of economy. This was a period of continued increase in transportation and membership and some advance of standards of service. But with a decreasing population the schools became so small that the cost of operation was embarrassingly high for the numbers served. This economic fact was the major consideration in favor of further decrease in the number of Negro high schools and increase in their size.

Regional High Schools. For the reason stated, and in response to increasing demands for better service, high schools in relatively favored centers began to serve areas of two or more continguous counties. Conditions favorable for such a center include a considerable core population within walking distance of the school, roads adequate for all-year transportation from neighboring counties and towns, and a school building sufficient for the purpose or a board of education with courage to provide it. Then the cooperation of participating districts was necessary.

Examples of Regional High Schools. The high school at Hickman is typical. It was planned in a conference attended by the county superintendents of the three counties of Fulton, Hickman and Carlisle, the superintendents of the cities of Fulton and Hickman, and a few board members. In that conference they agreed that the three weak high schools then serving these three counties and two cities should be consolidated into one high school at Hickman, that the host district should employ the faculty and finance and operate the high school during the term, that the guest districts should employ and finance the transportation, and that at the close of the school term each year they would total all costs by host and guest districts and apportion that total among all the participating districts

in proportion to their respective membership in the school, making whatever adjustment payments that might require. In the costs they of course included a fair rental for the use and upkeep of the building (due to the host), and the required library support.

Another typical regional high school is operated by the Maysville district. The pupils of Fleming County and the rural areas of Mason are transported to it. Some have been transported also from Bracken and Robertson. The contract basis is an annual tuition in proportion to the number of pupils.

Most of our accredited high schools are regional. Among them are some that cannot last long with reducing numbers. Even without federal restrictions there is a limit to the distance over which pupils may be transported to school each day. When only two or three are to be taken, the cost per pupil becomes prohibitive. So the expensive regional school is failing increasingly to meet the needs of the great areas of sparse population. More and more they are calling for a state-supervised boarding high school service available to the counties and cities that must send their children away to high school. They feel that it should be administered by the State on a basis educationally good and economically satisfactory to the State and to the districts that will be paying a board and tuition rate comparable with the high school costs of their white pupils at home.

State High School Plan. Wide-spread interest in having a state boarding high school service is prompted mainly by two considerations. The first is the necessity of a majority of the counties and cities to send their pupils to other counties at cost much higher than that for the same number of white pupils. The other consideration is the fact that the State does finance excellent high schools for several hundred white children who do not need it so badly because other local high schools are handy to them. For instance, the white State high school operated as a laboratory for teacher training at Bowling Green draws its entire membership from within a radius of five miles, and other schools are available to all these children. Similar situations are observed at Lexington and at the other white state teacher-training institutions. The feeling is expressed among superintendents needing such a service for their Negroes that when the State maintains these white schools at liberal cost for buildings and operation, it should provide similarly for the colored, where it would serve as laboratory for training Negro teachers and also offer a high school opportunity to the great areas remote from Negro high schools. One or two state boarding colored high schools will serve about half the counties and independent districts in the State, the half most in need of this help.

Facilities for the Service. Facilities for one such school are now available to the State. I refer to Lincoln Institute in Shelby County. Its area of 444 acres is adequate for a good agricultural and mechanical high school. Its buildings are adapted to the needs of a boarding high school. They have about two hundred fifty pupils now. As the numbers increase, additional buildings may be needed. Students in training in the building trades can get training in such construction. Adequate fields are available for training in the production of farm, garden and orchard products, and pastures for projects in raising live stock. The Lincoln Institute Corporation has offered to transfer this property to the State for this use on acceptable assurance that the State will carry on this kind of a service. If this offer is not accepted it is expected that this property will be converted to other use and cease to be a Negro school center. If accepted by the State, the cost of its operation will be about the same as that of a like number of white pupils now in State high schools. The Lincoln Institute Corporation is now giving the use of its valuable plant to the State Board of Education and the State College at Frankfort, and is using the income from its endowment to help the State Board carry on the school. We understand that this corporation will continue to do this until after the 1944 session of the General Assembly, when it will have an opportunity to accept this property.

The State has a boarding school service also at Paducah in connection with the West Kentucky Vocational Training School. This is a technical school, devoted to training for certain trades. Some of its trainees are non-graduates of high school. During the two years in training for a trade, such trainees take high school credit for vocational and related subjects to complete high school requirements. Local districts in some instances send their eleventh and twelfth grade pupils to board and tuition in that school.

The Negroes' Wishes. The Negro teachers are commendably alert to the educational needs of their race. Their state association has a Legislative Committee that reports on needed legislation. These reports are considered at the annual sessions (in Louisville) of the state association, attended by nearly all the Negro teachers in Kentucky. Their report approved at their last (1942) annual session makes reference to this high school emergency, and indicates need of legislation "for the benefit of Negro children of high school age who reside in counties having so small a Negro population that they cannot maintain high schools for them locally."

Two State High Schools Needed. Kentucky is a long state. From Louisa on the Big Sandy to Columbus on the Mississippi is a

distance of five hundred miles. For seventy counties of sparse population scattered for half a thousand miles, the State should provide two high schools, one located convenient to the east and one convenient to the west. The school administration of Kentucky and the Governor and Legislature may well consider the practical convenience of operating one of these schools at Lincoln Ridge between Louisville and Frankfort to serve the east and the other at the State trades school in Paducah to serve the west. These are the two and only places where the State has available to it room and boarding service for the pupils and facilities for their instruction.

Paducah. While the State school in Paducah is devoted to training for certain trades, and limited to not exceeding two years for any trade, some academic as well as vocational instruction is given. In this way it serves as a State supported vocational high school, and several nearby counties are sending high school pupils there now for two years of training. This service can be extended with economy and public convenience to cover the four-year boarding high school needs of these counties and others in the west.

Lincoln Ridge. This institution with its extensive grounds and improvements is now available. It is desirable that it be taken over permanently by the State and operated as an agricultural high school. The boys may get their farm training in its fields, producing grains, fruits and livestock. Those learning the building trades may add to the buildings as need arises. Those learning janitorial engineering may get their practical training in servicing the buildings on the farm and campus. The girls can get practical application of their instruction in home economics in processing, storing and serving in the school the meats produced on the farm, the grains and vegetables raised in the fields and gardens, and the fruits and berries raised on the farm. With good farm management devoted to production and conservation of food, the right kind of a high school may be carried on with better economy than these seventy counties can command in sending their children here, there and yonder, as they must now do. We want a program that will develop human resources and conserve material resources while doing it.

The State Board of Education administers the Paducah school on a permanent basis and the Lincoln Ridge School on a temporary rental basis. It needs the means to carry on these schools on standard and reliable high school basis, so these seventy counties that must send their high school pupils to other counties may send them to these reliable schools at cost per pupil comparable with that of their white high school service.

The Trades School. The State Board of Education operates the trades school at Paducah. Most of its pupils are high school graduates, and more should be as the years pass. That school has no college connection. Its pupils get no college credit, for it is not connected with any college. This is not the case with our white pupils. In the State University, every course in engineering carries college credit. That affords a stimulus to sustained effort. A plan should be considered that will give the State school at Paducah the benefits of connection with the State College and give its pupils accredited college status. The State high school service at Paducah and Lincoln Ridge may be connected with the college as preparatory and laboratory high schools, as are those at our five white teacher training institutions.

HIGHER EDUCATION FOR NEGROES IN KENTUCKY

In the truest sense of the term higher education for Negroes in Kentucky can be said to have had a relatively recent beginning. Moreover, training above the secondary or high school level was and still is primarily teacher training. As a matter of fact this purpose was responsible for the establishment of the only state supported institution in this field. From the time that the Negro in Kentucky was elevated to the dignity of citizenship there was agitation on the part of both Negroes and far-sighted white persons for the creation of a school system which would prepare him for the many duties and responsibilities of his new status.

In 1873 a common school system was set-up, but it took 13 more years of continuous agitation before in 1886 the General Assembly chartered a State Normal School for Colored Persons. Of course, this institution which opened its doors during the next year was not a college. It might be called a normal school in that it attempted to prepare young men and women for the teaching profession, but measured by modern standards the curriculum did not compare favorably even with a poor high school. The fact that the school admitted any colored person, sixteen years of age, with good health and moral character would show just how elementary the work had to be. The two-year curriculum listed the following subjects: Junior Class, first term spelling, reading, written arithmetic, mental arithmetic, penmanship, and elocution; second term grammar and composition, geography, history of the United States, written arithmetic, mental arithmetic, and the laws of health. Senior Class, first term didactics, arithmetic, grammar and composition, elocution, geography, phsysiology and hygiene; second term didactics, arithmetic, physiology and hygiene, history, civil government, and manners and morals.

Beginnings of College Work in Kentucky. This same situation existed as far as the majority of the so-called Negro colleges in Kentucky were concerned up until the last generation. A study made of the colored schools of the state as late as 1916 indicated that there were only two institutions doing work which could be described as above the high school level. One of these was the Louisville Colored Normal School which offered two years of work above the secondary level in preparation for teaching. The enrollment at the time consisted of but 27 students, all of them young women. The other school was the State Baptist University, of Louisville, subsequently renamed Simmons University. It was a secondary school with 6 of its 44 secondary students taking college subjects. These courses were merely a continuation of the regular secondary work in Latin, Greek, mathematics, history and ethics.

Two other institutions which were to offer college work in the future, West Kentucky Industrial College and Kentucky Normal and Industrial Institute, as the State Normal School was then called, were doing work on the elementary level and elementary and secondary levels respectively. Plans were being made as early as 1916, however, for the state school to advance into college work. This step was taken in 1926 when the legislature changed the name of the school again, this time to the Kentucky State Industrial College, though the industrial arts course was dropped in 1928. In 1927-28 the first regular four-year course was put into the curriculum, and the first graduates from the senior college received their diplomas four years later. West Kentucky Industrial College started offering college work in 1926, but it was only through the sophomore year.

In 1930 the city of Louisville purchased the buildings of Simmons University, the old State Baptist University, and established Louisville Municipal College for Negroes. This institution, the one most recently established for Kentucky Negroes, is a liberal arts college in which teacher training is not emphasized.

The fourth institution which for a while offered college work was Lincoln Institute. In 1912 it was established by persons interested in the education of the Negro, particularly along the lines of the program offered at Berea College. This latter institution was originally created to provide a practical course of training for Negroes and mountain whites, but the General Assembly of Kentucky passed a law prohibiting the attendance of college students of the two races at the same institution together, whether it was a private or a public establishment. Begun as an elementary and secondary school, Lincoln Institute never advanced beyond the junior college level. In

1934 the two years of college work were discontinued leaving a high school which emphasized vocational training.

West Kentucky Vocational Training School. The 1938 First Special Session of the Legislature passed a bill establishing the West Kentucky Vocational Training School for Negroes. This school is housed in the buildings originally occupied by West Kentucky Industrial College at Paducah. These buildings were made available by the consolidation of West Kentucky Industrial College and Kentucky State Industrial College at Frankfort.

The school is operated for the purpose of preparing Negro youth to enter occupations. It was opened September 19, 1938, with a President, Business Manager, and a faculty of eight teachers. The total enrollment for the fiscal years, 1938-39, was 301 students. All shops are well equipped and the buildings have been renovated and repaired.

The plant consists of four brick buildings, namely, an Administration Building, a Girls' Dormitory, a Boys' Dormitory, and a Model Home Economics Building. In addition to these buildings, there has been erected an auto service building, the latter building being constructed of concrete blocks. The buildings at the present time are quite adequate with the exception of a gymnasium. The Girls' Dormitory is a three-story building and will accommodate 200 girls. The Boys' Dormitory is a three-story structure and will house about 65 men.

The following departments are in operation with expert teachers in each department: Woodworking, Masonry, Auto Mechanics, Garment Servicing, Janitorial Service, Household Service, Cosmetology, Barbering.

Related information courses are also offered in the subject fields of mathematics, science, and drawing arranged to fit the needs of the boys and girls in the occupations for which they are preparing.

The school is not organized as a high school but opportunity is offered to students to complete requirements for high school graduation in cases where students have not previously done so, and time is available for taking extra subjects. Negroes enter service occupations where well-rounded academic education is an asset as well as vocational skills.

The aim of this school is to help the student become skilled in a worth-while vocation and develop into a respectable self-supporting citizen of the community in which he lives.

These recent events then have left but two institutions in the state at which colored students may obtain college work; Kentucky State College at Frankfort, supported by the state, and Louisville Municipal College, financed by the city of Louisville.

Louisville Municipal College. Louisville Municipal College is operated and controlled by the Board of Trustees of the University of Louisville. They both have the same president, the chief administrative officer at the Negro institution being the Dean of the College. The school represents an attempt to duplicate for the colored population some of the opportunities offered to the whites by the University of Louisville. It is essentially a local institution without dormitories, which caters to the residents of that city. Students who are not residents are required to pay a larger entrance fee than those whose homes are in the city.

Courses are offered at the college for students who wish merely to finish the two-year Junior College, for those wishing to graduate with an A.B. or B.S. degree from the four-year Senior College, for those wishing pre-professional training for subsequent entrance into schools of medicine, dentistry, pharmacy, and law, and for mature persons who wish to broaden their cultural or professional background through taking college work. The College is fully accredited as a class "A" standard four-year senior college by both the state and regional accrediting agencies; the Committee on Accredited Relations of the University of Kentucky and the Association of Colleges and Secondary Schools of the Southern States.

Louisville Municipal College is organized into a Junior and Senior College. The former is designed to provide the necessary background for entrance into the senior college or professional schools and a broad cultural education for those wishing to spend two years in college. The departments in the Junior College include departments of English, education, economics, history, philosophy, mathematics, political science, natural science, psychology, and sociology. The Senior College is organized into three main divisions and a department of education. The divisions are the Division of Social Science which includes departments of economics, history, library science, political science, psychology, and sociology; the Division of Natural Science which includes departments of biology, chemistry, geography, mathematics, and physics; and the Division of Humanities which includes departments of art, English, French, German, history, library science, music, and philosophy.

Though this branch of work is not emphasized any more than

any other in the college curriculum, the institution has been approved by the state as a training institution for elementary and secondary school teachers. At present the Department of Education of Louisville Municipal College is primarily interested in offering courses for the training of secondary school teachers. Sufficient courses are offered, however, to enable the student completing them satisfactorily to meet the requirements of the state for all types of teaching certificates with the exception of the Standard High School Certificate. This latter certificate is granted to new teachers only upon the completion of one year of graduate work.

The college holds an annual Summer School designed primarily for the benefit of teachers in service. Courses are offered, however, which make it possible for either new students or regular term students to profitably attend.

Kentucky State College. Kentucky State College is supported by the state of Kentucky and is controlled by the State Board of Education through its agent, the president of the college. It is for the Negro population what the state-supported University of Kentucky and the several state normal schools are for the white people of the State. The major aims of the institution are the training of teachers, administrators and supervisors for the public educational system of the state, the training of workers in agriculture and home economics, and preparation for entrance upon graduate and professional study. It is recognized as a standard class "A" four-year senior college by both the state and regional accrediting associations.

The college is organized into three main divisions: the Divisions of Applied Sciences which includes departments of agriculture, home economics, general engineering, and business administration; the Division of Arts and Sciences which includes departments of the English language and literature, Romance languages and literature, history and government, sociology and economics, general science, chemistry, biology, and mathematics; and the Division of Education which includes the departments of elementary and secondary education, physical and health education, music education, and art education.

Any student who graduates from the college has taken courses which make him eligible to receive some type of teaching certificate from the State Department of Education. Complete preparation for all types of certificates with the exception of the Standard High School Certificate can be obtained. This latter license requires one year of graduate work.

Kentucky State College is the Negro land-grant college of the state, and as such receives a portion of the federal money which is given to each state under the Morrill Act for the promotion of agricultural and mechanical training. Though agricultural education has been an integral part of the school program since it was introduced into the curriculum to meet the requirements of the Second Morrill Act, training in the mechanical arts has not. It was discontinued in 1928, and reestablished in 1942 with the creation of the Department of Engineering.

Kentucky State College Summer School. For a number of years the college has conducted a summer school. This has been primarily for the benefit of in-service teachers who wished to complete the requirements of an undergraduate degree, but many regular term students have also attended in order to complete their undergraduate work in less than the regular four-year period. A few months after the opening of the present war in 1941 the college accelerated its program to enable students to finish the four-year course in two and two-thirds years if they so desired. Under this plan three five-week summer sessions are offered during which a student may obtain the equivalent of one semester's work. This is designed to accommodate the regular students who wish to take a maximum of work during the summer and also for the public school teachers who wish to continue their education during any one or all of the summer sessions.

In the summers of 1939 and 1940 an attempt was made at Kentucky State College to provide graduate work in the fields of agricultural and home economics education. It was not continued. At present the school is not prepared to offer a graduate degree, and as most schools which offer such degrees require that all of the work on the master's degree be done in residence, any credit earned at Kentucky State College above the undergraduate level would be of doubtful benefit to the student as far as a master's degree is concerned, unless arrangements be perfected that some graduate school of another institution accept it.

Aid for Out-of-State Study. In 1936 the General Assembly of Kentucky passed the Anderson-Mayer Act, introduced by Charles W. Anderson of Louisville, the only colored Representative in the Assembly. The Act was designed to assist Negroes in obtaining collegiate training on the graduate level, and such other courses as were available to white students in the state-supported institutions but which were not available to Negro students in state-supported institutions. Some of these courses, other than those at the graduate

level, were the different branches of engineering (at both the undergraduate and graduate level), commerce, journalism and law.

In order to correct this situation, at least in part, the legislature created a fund out of which was to be paid the tuition charges of colored students who pursued in institutions outside the state any of the courses not available to them in institutions within the state. The law made it necessary for the students applying for this state assistance to be a Negro, a citizen of Kentucky and a resident of the state for at least five years immediately preceding the date of application. Evidence was required that the applicant was ready for it and would be received by the institution of his choice in the particular course desired. The state of Kentucky pays directly to the selected university, and not to the student, the sum charged for tuition and fees, not to exceed $175.00 per regular school year. This has been interpreted to mean $87.50 per semester or $58.33 per quarter. For convenience in administration students attending summer schools have been assisted at the rate of $5.00 per week. In the event that the institutional fees were greater than this amount the student was required to pay the balance. For example, if student A attended Institution A for a 12-week summer quarter at a cost of $100.00 tuition, the State would guarantee and pay directly to Institution A the sum of $60.00; student A would be responsible for the balance of $40.00. On the other hand, if student A attended Institution B for a 12-week summer quarter at a cost of $50.00, the State would guarantee and pay the exact amount of the fees. It is probable that this fact has influenced a number of the students to select that institution whose fees can be covered entirely by the state assistance. Most institutions which the students have attended have cooperated with the state by accepting the state's guarantee, and have not required the student to pay upon registration. A few have not, but required the student to pay in full upon registration and be reimbursed later when the state's payment arrives.

This law has met a great need. A very pointed example would be the requirement of the state that all persons applying for a Standard High School Certificate, a permanent license to teach in the public high schools of the state, has to have at least one year of graduate work to his credit. As it was impossible for Negro students to obtain graduate work in Kentucky, it was necessary for those persons who wished to enter the teaching profession on a high school level to go out of the state to acquire this training.

Since 1937 when the Anderson-Mayer Act went into effect hundreds of Negroes have taken advantage of this opportunity. They

have attended some of the best known and most highly respected universities and graduate schools in the country, taking courses in subjects ranging from agriculture to law.

During the regular school year 1940-41 and the summer session of 1941 one hundred and eighty-four students obtained assistance from the state while going to schools in other states taking courses not available to them in Kentucky. These students attended the following institutions:

Out-of-State Institutions Attended	Regular Session 1940–40	Summer Session 1940
Art Institute of Chicago	0	1
*Atlanta University	5	9
*Atlanta University School of Social Work	13	0
Butler University	0	1
University of Southern California	0	3
University of Chicago	1	12
University of Cincinnati	4	16
Columbia University	2	5
University of Denver	1	0
*Fisk University	1	32
*Hampton Institute	0	2
*Howard University	1	1
University of Illinois	1	2
Indiana State Teachers College	0	4
Indiana University	9	32
Iowa State College	0	1
Iowa State University	0	1
Michigan State College	0	1
University of Michigan	0	5
University of Minnesota	0	2
New York University	0	1
Northwestern University	0	2
University of Pennsylvania	1	0
Robert H. Terrell Law School	1	0
University of Toledo	0	1
*Virginia State College for Negroes	0	1
Wayne University	0	1
University of Wisconsin	2	5
Western Reserve University	0	1
	42	142

*Negro Institutions

Education, English, and Social Work were the most frequently entered fields of study, though in some 17 other fields, at least, one student was to be found.

Unfortunately, the sum appropriated by the General Assembly for this purpose has not always been adequate to meet the demand. The original appropriation when the Act first went into effect was $5,000. It frequently became exhausted before the end of the year and appeals had to be made to the Governor for additional money

from his emergency fund. Some of these appeals were answered favorably, while others were not. In a few cases Negro students who had enrolled in schools outside the state in expectance of the fees, found to their embarrassment that they were not forthcoming, at least, not in the amount they were led to anticipate. For the current year the appropriation is $10,000. This sum is adequate during these times when college attendance figures have greatly declined. However, when normal times have returned again the sum should be larger. A more generous appropriation of funds to assist colored students in going outside of the state to school must not be overlooked in any proposed solution of Kentucky's problem. There are a number of schools outside the state whose tuition fees are larger than $175 for the regular school year. It would appear desirable to amend the Anderson-Mayer Act, making the amount allowable for the regular school year $300. This sum would cover the fees at most of the institutions where Negro students are now attending. It should also be remembered that if such out-of-state aid is made sufficiently attractive, even though by law Negroes could go to graduate schools within the state, the majority would very likely choose to go elsewhere. An equally valuable amendment would be a modification of the requirement of five year's residence in the state for those applying for aid. To perform the highest privilege any citizen can have in a democracy, to vote, requires but one year's residence within the state. A step in the right direction would be to lower the residence requirement to one year of legal residence in Kentucky as a primary qualification for aid.

Future of Higher Education for Negroes. The importance of higher education in our modern civilization cannot be overemphasized. Even omitting the increasing demands which the economic world makes upon all citizens in the matter of vocational training, demands which must be met with a never ending program of training, there is the ever expanding school system, elementary through high school, which must be staffed with professionally trained teachers. It is an almost universal belief in this country that the young people should finish high school before they can be considered even basically ready for participation in the larger society. If the coming generation is not adequately trained the future will suffer. It is to the colleges and universities that we look to provide those who will guide the coming generation to a brighter and more glorious future. Without higher educational institutions the essential training that every American citizen must have cannot be made available.

This is as true for the Negro as it is for any other group in our

nation. A study of the laws of Kentucky indicates that this state has accepted in principle this theory of equality of educational opportunity for all. This acceptance, however, does not necessarily mean that equality of educational opportunity exists or is even approximated. There are many types of training on the higher levels which are provided for white students in Kentucky which are not even half-heartedly provided for Negroes. The principle expressed in the law is not being carried out.

This has been obvious to students of education in Kentucky for a number of years, but it required a decision of the United States Supreme Court to turn the spotlight of public opinion upon this violation of democratic philosophy. This decision which may have revolutionary effects upon the educational practices of over a third of the states of the nation was handed down in the case of Lloyd Gaines vs. the University of Missouri. Lloyd Gaines, a Negro citizen of Missouri, desired to take up the study of law. On application to the state school for Negroes, Lincoln University, he found that legal training was not offered at that institution. He therefore applied for admission to the University of Missouri, limited by statute to attendance by white students, where law was taught. He was refused admission on the grounds that he was a Negro, and the law of the state prohibited him from attending that institution. A suit filed in the federal courts eventually reached the United States Supreme Court, and a far-reaching decision was handed down by that august body. In brief the Court decided that it was the responsibility of every state to provide equality of educational opportunity within the state to all its citizens. If a type of training was offered to one group, it had to be made available on demand to any other group or to all groups. In the Gaines case training in the law was provided for whites at the University of Missouri, therefore, if demanded by Negroes, it had to be provided for them also, either at Lincoln University or some other institution for Negroes or at the University of Missouri.

Out-of-State Aid Not Sufficient. Moreover, the court specifically stated that this training had to be offered within the state. Missouri had an out-of-state tuition law similar to the Anderson-Mayer Act in Kentucky by means of which Negroes could obtain assistance in attending schools in other states for those courses which were not available at Lincoln University, but which were offered at the public institutions for white students in Missouri. This provision was deemed to be inadequate to meet the law requiring equal opportunities for all. The training had to be equal within the state.

This decision struck at the very roots of the inequalities existing in the segregated systems of education maintained in the seventeen southern states of which Kentucky is one. Though it was directed at one state, Missouri, it was applicable to every state in the union.

In the light of this decision it would seem that Kentucky along with the rest of the South is faced by one of three courses or combinations of courses. First would be to set up within the state for Negroes separate courses equivalent in every respect to every course which is offered to white students by the state, the second would be a program of cooperation between the several southern states to establish regional Negro universities at which every course available to white students in the several states could be found and to which all the states would send their colored students, and the third, a combination plan, would be to admit Negroes to those public institutions within the state where courses are taught which are not taught in the colored schools. Any number of combinations of these three alternatives could be made. An example would be to expand the state school for Negroes in some fields, to cooperate with the other southern states in some fields, and to allow Negroes to attend the white institutions to obtain certain specified courses of study.

The Separate State University Plan. At the outset it should be candidly admitted that it would be both logically wrong and financially unwise, if not impossible, to provide for Negroes in a separate institution every course of study provided for the white students. We have no assurance that there would be a continuing demand for such a program, and the over-all cost would be exorbitant even without considering the relative per capita cost. It must be kept in mind also that the courses of study, the adequacy of equipment, the training of instructors, and all that goes into making up a college course of study would have to be substantially squal for both white and colored students.

Though the state college for Negroes in Kentucky has been in existence for over half a century this has not been accomplished even on an undergraduate level, so it is not feasible to expect that it would be done on the graduate and professional levels. If such an attempt were made what would most likely happen would be to follow past practices and establish on a graduate level makeshift, inadequate courses which have too often been found in the undergraduate schools for Negroes. Moreover, it might require for every course a judicial decision to determine whether the course of work set up for the Negroes was equivalent to that set up for the white students. Such a decision would necessarily be based upon a particular time also, and

there would be no guarantee that courses equal at one time would continue to be equal after the comparison had been made.

Closely akin to the idea of creating a real university out of the state college for Negroes would be developing a cooperative program of education for Negroes between the two institutions which at present are offering collegiate work: The Kentucky State College at Frankfort and the Louisville Municipal College. This idea has great possibilities, if it could receive the teaching assistance from the faculties of the Universities of Kentucky and Louisville in a manner similar to that now being done at Durham, N. C.

The Regional Universities Plan. The second alternative would be the establishment of regional universities. To begin with, it is necessary to point out that to be in accordance with the Supreme Court decision, educational regionalism would have to be applied to both the institutions for Negroes and whites alike. In the decision it was specifically stated that equivalent educational opportunities for both races must be provided within the state. Interpreting this strictly it would mean that if a regional university were to be established in one state to which colored students from all the southern states would go for training in some particular profession, it would be necessary to establish a regional university in that same state to which white students from all the southern states would go for training in that same profession. While this, no doubt, would be of the utmost advantage to the South as a whole considering the poverty of this section of the country, it would require a considerable stretch of the imagination to conceive of the southern states giving up their all embracing universities and accepting regional educational specialization for the white students.

For the Negro such a system of regional universities, each specializing in some particular branch of learning, would be of the greatest advantage. If adequately supported by the several southern states these institutions could be outstanding among the nation's centers of learning. By their obvious advantages and success they might even blaze the way for a similar, far-sighted move on the part of the white southern state colleges. The one draw back would be the fact that this system would not meet the strict requirements of the law as expressed in the Gaines case decision.

The Combined Plan. The third alternative is to carry on in the state college for Negroes all of the State's offerings in higher education that may be duplicated there with reasonable economy and equal efficiency, probably including graduate work in education, and admitting the remnant of Negro students to other state institutions

for courses that cannot be duplicated with either reasonable economy or equal efficiency. This would involve such modification or interpretation of the Day law as to harmonize completely the State's present offerings in higher education with the federal law set forth in the Lloyd Gaines case decision. If out-of-state aid is continued, and operated on a liberal basis, nearly all Negro college students that cannot be served at Frankfort would find it to their interest to avail themselves of that aid. The solution of this problem would thus be complete and economical and without drastic change.

The Day law, enacted nearly forty years ago (1904), attempted to prohibit maintenance by any institution of learning of separate branches for white and colored persons less than twenty-five miles distant from each other. The highest court of the State declared this provision of the law to be "unreasonable and oppressive," and pointed out that the intention was "to prevent the two races from attending the same school at the same place and at the same time whereby there would result an intermingling, or close association between them." To carry out this intention of the law as stated by the court, it is not necessary for the schools to be twenty-five miles apart, or any distance apart, if arrangements are made which prevent the "intermingling" of the two races at the school.

No modification of the law is necessary to make the same facilities and services (class rooms, equipment, instructors, library, and all those things which go into making a course of study) available to members of the two races at the same place but at different times. The variety of such arrangements is limitless. This course of action has possibilities that justify consideration and that may help us to the solution of our problem.

The Governor's Advisory Committee. Kentucky was not slow to take cognizance of the import of this opinion by the highest court of the land. In 1939 an advisory committee was appointed by Governor A. B. Chandler to investigate the implications of the Gaines case on higher education in this state. This committee was continued by Governor Keen Johnson. Some of Kentucky's most outstanding educational leaders of both races were members of this committee.

Early in 1940 after several meetings and a good deal of frank discussion the committee reached the conclusion that in Kentucky "There are, in some areas, facilities provided for higher education for white persons which are not provided for Negroes." and therefore recommended the following:

"(1) greater emphasis should be placed upon making farm life

more attractive for the Negro population; (2) opportunities for preparation to enter a greater variety of occupations should be provided; (3) facilities for training for leadership in public health work and in social service work should be provided; (4) opportunity should be given for special preparation at the graduate level for certain groups; (5) facilities are needed for the education of smaller groups for such professions as Law and Engineering; (6) and further study will probably reveal other areas of emphasis.''

Continuing, the Governor's Advisory Committee stated that the above needs could be met in the following ways:

''(1) the program of the Kentucky State College may be expanded so that it will provide for more effective training in Agriculture, Business Administration, Industrial Arts, Teacher Education, and the like, at the undergraduate level, and extended so that a year of graduate work may be offered in the field of Education, and possibly other areas: (2) through cooperative planning with the Louisville Municipal College, preparation for Public Health Work, Nurse Training, and training in Social Service Administration is possible; (3) through exchange of faculty personnel; (4) pending further development of the State program, these needed areas at the graduate and undergraduate level not provided at Kentucky State College, or in the Louisville Municipal College, must be provided for the student in other ways, including possible future modification of the Day law.''

The Committee specifically recommended the following:

1. Since Kentucky State College is a land grant college, it is recommended that this college participate to a greater extent than at present in the Agricultural Extension program, through greater participation in formulating the extension program which serves the Negro farmers, and through greater participation in the selection of the extension personnel who administer to these needs.

2. There should be provided a Department of Industrial Arts at the Kentucky State College, which should have as its aims: (1) to prepare teachers of trades and occupations, and (2) to prepare technicians and workers in the field of mechanical arts.

3. There should be provided at the Kentucky State College a Department of Business Administration for the purpose of preparing persons for the operation of business enterprises and the curriculum should be directed to meet the needs of Negroes in business.

4. The laws in Kentucky provide for permanent certification only upon condition that the teacher completes one year of graduate

work, and to meet this need a curriculum leading to the Master's degree should be provided at Kentucky State College in the field of education, when the State Board of Education deems the need to be sufficient, and upon a standard which requires full graduate rating.

5. The Louisville Municipal College, due to its location, seems to offer the best opportunity for the establishment of facilities for the preparation of workers in Public Health, in Nurse Training, and in Social Service Administration. It is recommended that the State Board of Education be empowered to work out a suitable cooperative arrangement with the Louisville Municipal College in providing training facilities in the fields of Public Health, Nurse Training, and in Social Service Administration.

6. It is recognized that the present program of the Kentucky State College is inadequately housed, and that before the above program can be achieved in its entirety, this condition must be remedied, and to that end it is recommended:

a. That a classroom and administration building be erected as soon as the funds for this purpose can be made available.

b. That a modern elementary school plant be provided, to be used as a laboratory school for training teachers for Negro elementary schools, and

c. That adequate library facilities be provided.

7. Additional needed legislation to carry these recommendations into effect should be passed.

While this report was not acted upon immediately, the fact that it would not be easily forgotten or ignored was well illustrated by events in 1942. A colored student of Louisville who desired training in civil engineering discovered that it was not available at Kentucky State College, and so he applied for admission to the University of Kentucky where an elaborate College of Engineering exists which offers training in general, civil, electrical, mechanical, metalurgical and chemical engineering. He was denied admittance and consequently filed a suit to force the registrar of the University to admit him.

While the case was pending in the courts the State Board of Education established at Kentucky State College the required Civil Engineering course. The Board also followed the recommendation of the Governor's Advisory Committee and established a Department of Business Administration at the Frankfort institution.

These moves may well indicate the course which Kentucky will follow in the near future. It should be pointed out, however, that this is an unplanned and uncharted course; it is a path filled with pitfalls and, unless it is negotiated with the utmost care, can have unfortunate consequences for the State and for the future of Negro education in Kentucky. Students of the problem in both races are in agreement that equality of educational opportunity does not exist in the state; they are also agreed that good sound public policy alone, even without the added incentive of the Supreme Court decision, demands that adequate educational advantages be given to all groups in the population. Such unanimity of opinion should not be allowed to go unheeded. Negro citizens of the state should not be forced to go into the courts to obtain what every well informed public spirited person knows and acknowledges to be their right. The hard feeling and often make shift solutions which follows such moves cannot fail to have a detrimental effect upon the entire problem.

What is needed is comprehensive planning by persons with broad knowledge and understanding of the various phases of the question. From conferences and study groups in which there is a meeting of minds and a pooling of information, from calm, far-sighted discussion, must come a broad outline of what is to be accomplished and how it is to be brought to pass. No one expects that the injustices of decades and even centuries can be corrected over night. What any fair minded person does have the right to expect, however, is that an honest beginning be made. A beginning which will guarantee that concrete plans will result and that these plans will not be ignored, will not be neglected, by those whose duty it is to execute them. This assurance will go far in creating the right environment for real progress along the road toward our goal, the realization of a true democracy in America.

TEACHER ORGANIZATION

The organization of Negro teachers conforms to the plan followed by the white teachers. The Kentucky Negro Education Association (K. N. E. A.) is made to the same pattern as that of the Kentucky Education Association (K. E. A.) The two associations have their annual Wednesday-evening-to-Saturday-morning sessions in Louisville on the same dates. Sometimes speakers engaged for one of these meetings address both meetings on the same day or on successive days. One commercial exhibit hall invites both groups of teachers. The division of the State into several district associations tributary to the central organization applies alike to K. E. A. and K. N. E. A., and

their off-spring specialization group organizations (school principals, class-room teachers, various high school subject-matter groups, etc.) are mainly alike. While more nearly all the Negro teachers are in the K. N. E. A., the membership and attendance in the K. E. A. is ten to their one. Yet the performance in the side show is surprisingly like that of the main circus, and its people stay with it better. An organic connection of the two, with the same publication going to all, and the Negro meeting serving as another section on a separate campus, would constitute a unified command for these allies.

K. N. E. A. History. The Kentucky Negro Education Association was one of the first Negro education associations organized in the United States, and continues among the strongest in membership, definitely the strongest for our population. In 1877 H. A. Henderson, State Superintendent of Public Instruction, called some of the leading educators of the state into conference to organize an association of colored teachers. Forty-five teachers were present in the first meeting, and John H. Jackson was chosen their first president.

Normal School. At that time there was no public provision for higher education or even high school service for Negroes. But the association did not consider these the first needs of the time. They wanted elementary schools and qualified teachers to teach them. So it began its program of constructive service by cultivating public opinion to urge legislative enactment to set up a State Normal School to train teachers for the elementary schools. That first goal was reached within the next ten years—"on the hill" at Frankfort.

The reaching of a goal is not the end of the course. Even education itself is not the end. On the other hand, it is a necessary means to social and economic well-being, to productive hence happy living.

K. N. E. A. Achievements. During its three score and six years, the K. N. E. A. has contributed to great achievements. It did not create the State Normal (now Kentucky State College), but it helped to cause it. It contributed to it. General Pershing did not win the first World War for democracy. He contributed to it. Neither the President and the Prime Minister nor you and I can win the present one, but we contribute to it. Worthy achievements are collective in their accomplishment and in their benefits. The K. N. E. A. has contributed effectively to the best achievements in education in Kentucky.

It effectively sponsored legislation abolishing dual boards of education and racial separation in taxation, and rates this in the first rank of its achievements. There does not remain a single Negro

school in the State administered by a board set apart for it alone or supported by taxation of its race alone. This is true even of our colleges at Frankfort and Louisville. Negro citizens are eligible to serve on any board of education in Kentucky, and we may assuredly predict that the time will come, and ere long, when there will be Negro representation on the best of these boards.

It cooperated effectively in the school code campaign and had representation on the State School Code Committee of 1935-36, and it helped to promote the enactment of our teacher-retirement and teacher-tenure laws.

It is above all else devoted to the principle of equalization in public service, including education. It cooperated fully in the equalization constitutional amendment, and supported appropriation for operating it. As an equalization and fair play measure, it sponsored the idea of the single salary schedule for teachers, and donated of its funds to the successful struggle for the removal of the racial differential in salaries of teachers in Louisville.

Its Main Objective. The main objective of the K. N. E. A. is, as expressed by its president, "equal educational opportunity for all Kentucky children." He says, "Even tho much progress has been made and our leaders of both races have worked cooperatively to this end, Kentucky cannot take her rightful place in democratic life until racial inequalities of educational opportunity are wiped out. Therefore the K. N. E. A. urges equal educational opportunity all along the line from grade one to the most advanced academic and professional degrees." He says that this action will "strengthen the war program," that by it we will "practice what we preach and fight for —democracy," that it is "the proper example for America to set before other nations that look to us for guidance," and that it "will strengthen the inter-racial ties necessary to the welfare of the Commonwealth."

Legislation Sought. In order to illustrate the moderation and poise, the statesmanlike judgment and the scholarly command of language with which our Negro people carry on their deliberation, and at the same time to present their wishes in legislation, the following extract is quoted at length from their Legislative Committee's report approved at their last annual session, April 18, 1942.

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

"The Kentucky Negro Education Association pledges itself to unstinted cooperation in the war effort. In a time of national crisis such as

that through which we are passing, it is necessary that the focus of the nation's activities be the successful prosecution of the conflict. At no time, however, should the peace that is to follow the war be lost sight of, nor should it be forgotten that the enlightened education of all of our citizens is our staunchest bulwark against insidious doctrines and the surest foundation upon which a continuing and broadening democracy may be erected. The education of all the children of all the people and the equalization of educational opportunity irrespective of race, creed, color, or condition are national ideals still. They not only continue in spite of the war but are now more important than ever because of the issues upon which the conflict is being waged.

"Even in this time of crisis, therefore, this Association calls attention to the need for certain legislation to strengthen our educational system, make its benefits more widely and easily available, and increase its effectiveness nationally, and locally throughout the state.

Federal Aid. "In order that the educational inequalities that now exist between states and regions may be reduced and, if possible, eliminated, there is need on the national scale for the enactment of legislation which provides federal aid to elementary and secondary education in the States—such aid to be apportioned among the states according to their respective financial need. Any such legislation should provide, moreover, that in states in which separate schools for Negro and white children are maintained by law, the funds so appropriated shall be divided equitably between the white and Negro schools.

Equalization. "In the continuation of the effort to reduce and if possible to eliminate educational inequalities within the State of Kentucky there is need for the following legislation:

"A. There is need for an increase in the state per capita and equalization funds.

"B. There is need for legislation to promote the inclusion of small school districts in larger administrative units under joint city-county boards of control.

"C. There appears to be need for additional legislation for the benefit of Negro children of high school age who reside in counties having so small a Negro population that they cannot maintain high schools for them locally. It has been suggested that this new legislation should in general make to the State Board of Education an appropriation which will in turn apportion the aid to districts that find it more economical and practicable to send their children to boarding schools in other counties.

"It is the recommendation of your legislative committee that the President of the Association appoint a special committee, representative of all the educational interests concerned, to make a study of this matter, to formulate whatever legislation it deems advisable as a result of such study, and to make report to the 1943 meeting of the Association.

Higher Education. "There is need for increased appropriations to Kentucky State College and to the West Kentucky Vocational Training School in order that the work of these institutions may be expanded and prosecuted more effectively.

"The implications of the decision of the Supreme Court of the United States in the Gaines case with respect to equalization of opportunities for higher education, without racial discrimination, within a State, have not fully been complied with by the State of Kentucky. Expansion of the program of Kentucky State College and the availability to state students of certain offerings at Louisville Municipal College, as recommended by the Governor's Committee of four years ago, will constitute a step toward equalization. But because there are fields of higher education, especially on the graduate and professional levels, in which

equalization by the establishment of separate facilities for Negroes would appear to be unreasonable, particularly from the point of view of financial report, there is need of legislation which will so amend that portion of the Kentucky School Code commonly known as the Day Law as to make its provisions not applicable to education on the graduate and professional levels. In this connection attention should be called to the fact that the Governor's Committee, mentioned above, suggested the amendment of this Law as an eventuality.

"Further: Pending the full equalization of provisions for higher education within the State, the appropriations made by the State under that portion of the School Code commonly known as the Anderson-Mayer Act, which are recognizedly inadequate for the purpose laid out in the Act, should be substantially increased. In addition, the present maximum individual allotment, which has in practice been set at $175 for a nine-month year and five dollars weekly for a summer session, should be increased so as to provide for the larger differential, including transportation, which is suffered by many Negro students who must go out of the State for their education and who apply for aid under the terms of the Act.

Teacher Needs. "There is need for legislation on behalf of public school teachers and administrators:

"A. The recent enactment by the Legislature of a teacher-tenure law was an important milestone in the State's educational progress. This Act, however, should be amended so as to bring school principals and certain administrative officials within the scope of its provisions.

"B. Progress, some of it notable, has been made in the removal of discriminatory differentials in salary between white and Negro teachers. Much remains to be done. Your legislative committee therefore recommends:

"1. That the Association continue to support in whatever way it can, the activities of teachers and citizens to eliminate such salary differentials in districts where they still exist.

"2. That the Association request the State Superintendent of Public Instruction to make at once, through his office, a study of the exact status of racial differentials in teachers' salaries in all of the school districts of the State, and that he make the findings of this study publicly known.

"3. That upon the basis of these findings the Association, with competent legal advice, consider and determine what next step should be recommended and taken."

STATE ADMINISTRATION OF NEGRO EDUCATION

Division of Negro Education. Our State law (K.R.S. 156.020) provides for a division of Negro education to be maintained in the State Department of Education and operated under the immediate direction of a division head, generally called the director of the division. This division was set up in 1913, with Mr. F. C. Button as director.

Philanthropy. Certain philanthropies in education, notably the General Education Board, the Julius Rosenwald Fund, the John F. Slater Fund, and the Anna T. Jeanes Foundation, have made avail-

able to the State Department of Education various amounts, reducing in recent years, subject to expenditure for stipulated programs of service in the field of Negro education in this State. The head of this division has been entrusted by the Superintendent of Public Instruction and by these philanthropies with the administration of these funds. On that account he is sometimes called "State Agent" for Negro Schools. Mr. Button continued in this work for ten years, resigning in 1923 to take the Morehead State Teachers College presidency. The present "State Agent" was appointed at the close of that year, and began in this work the first of January, 1924.

The General Education Board. During these thirty years the General Education Board has continued its interest in this strategic field of American education. It has given the Superintendent of Public Instruction the money with which to pay the salary of the "State Agent," and for the earlier years his entire travel expense incurred in the service of the schools, both white and colored. The Jeanes and Slater funds are now associated together in The Southern Education Foundation, and promise permanence. But the General Education Board and the Julius Rosenwald Fund may be liquidated within the next few years and discontinued as philanthropies in the field of education. These two great foundations have served both white and colored schools, giving help as needed in consultation and material assistance. As wise philanthropies, they have sought opportunities for rendering essential and enduring service. It has been their policy to aid essential programs liberally, and to discontinue the aid as soon as it ceases to be necessary. Their services have been characterized by the highest type of educational statesmanship. Withdrawal is strategically essential. Public philanthropy is only the priming of the pump, and must quit as soon as the system can operate on its own.

Grouping of Divisions. The statute referred to in this section makes the Superintendent of Public Instruction responsible for the administration of the State Department of Education and authorizes him to "group the established divisions under such bureaus as he deems wise." By action thus authorized the division of Negro education has been grouped with that of supervision and the director of the former made first assistant to the director of the latter. This integrates the program of supervision and assures to the colored schools the same standards and type of supervision provided for the white schools. Both divisions are enabled by this coordination to render a better and more uniform service.

Local Schools. The State operates all the common schools (elementary and secondary) thru its school district agencies, local boards of education, and under supervision of the State Department of Education. These agencies of administration and supervision serve the schools of both races alike.

Higher Education. The State thru one agency or another administers its entire educational system, including higher education. The State College for Negroes has the advantages of direct administration by the State's number one board, the State Board of Education. This board also administers the funds appropriated for the payment of college fees for out-of-state courses denied to Kentucky students by the Day law. The school code and other legislation in the last decade have added to the duties and dignity of the State Board of Education.

The State's Policy. The State's policy in connection with the school service may be expressed in two phrases. One is equality of opportunity for white and colored. The other is segregation in separate schools for the two races. These two provisions of policy are set out in our State law and are observed by the State Department of Education. But the two are hard to reconcile. The one is democracy, but the other—.

Equality of Opportunity. This element of policy is given expression in (1) the same distribution of State per capita for children of the two races; (2) the same salary schedule for teachers of the two races; (3) the same voting powers by electors, white and colored; (4) the same levies on the taxpayers, white and colored; (5) the same term length for the schools of both races; (6) the same standards of teacher-qualification, of building and sanitary facilities, of high school library and laboratory, and of accrediting requirements for both; (7) the same attendance service for both; and (8) the same supervision thru the State Department of Education. This is democracy.

Segregation in Separate Schools. Segregation is set up in our State constitution and in the Day law, leaving no measure of discretion to local boards of education. We may conceive of equality of public service with segregation of two groups where the two are about equal in numbers, in wealth, and in control of the service. Where these conditions do not pertain, segregation tends to defeat the desired equality. With inflexible segregation under existing conditions, the same distribution of per capita and of voting rights and tax obligations, the same certification and salary schedules and of supervision and standards for accrediting schools, will definitely fail to deliver the same buildings and equipment, the same academic and vocational

training, or the same educational and social life to the children of the two segregated groups. But the optimist looks ahead. He sees glimpses of future promises in present trends.

Glimpses Ahead. Our essential educational ills are few, and the means for their remedy are becoming obvious. (1) Education has been cloistered, set apart from out-of-school life. This must be corrected. War needs are teaching our colleges and common schools to be more purposeful and to practice wider cooperation. Training in school must identify itself with life out of school, and our teaching must be so purposeful and so thorough that those taught will put it into reliable practice. Schools must articulate with industry. The school room door must open into the factory, the field and the store. Everybody must work.

(2) Our school system is not equalized. Its district scheme is discriminatory between city and rural children and between city and rural taxpayers. It separates city and rural children for their common school training. With unequal school tax maximums it tends to promote city schools and pauperize rural schools. It spends the money where the corporations pay their taxes rather than where the children are taught. The remedy will be found in a sound system of school districting and school financing. The county school unit plan will equalize within the county. A state equalization fund and a larger portion of school costs paid from state sources will equalize among the counties.

(3) School segregation gives us the Negro school problem. It denies equal opportunity to our few Negro children and weakens the schools for the white children. It is imposed by state law. The great majority sentiment is indifferent to it, but a mess can be made by agitation. The remedy requires reasonableness and time. The two races will continue to approach sameness in economic status, in industrial skills and in cultural life. And our people will continue so to advance in friendliness and politeness as not to make much of such natural differences as may remain. The laws requiring separate schools for the colored will be interpreted to apply to districts having enough pupils for separate schools, and appropriate discretion will be given to local school authorities in other districts, who will know the local conditions and the temper of their people.

(4) In the meantime our state high school emergency will be met by the State, for our school service is a state rather than a district service. Local districts were created to meet the needs of white elementary schools. When the State chose to establish high schools, it

created the county district (1908). But even the county district fails to fit into the Negro high school situation. We now have seventy demonstrations of that fact and more in prospect.

(5) There is one legal obligation that our State has not yet met. Under federal law the State should admit its Negro pupils to whatever public service it has. It may be a completely segregated service, or a common service, or partly one and partly the other. Whatever is segregated, must be on the same level of efficiency, and within the State. What is not so duplicated for Negroes must be common to the two races. The State offers a substitute for this in higher education by having them go to other states and paying their fees. About eighty per cent of the institutions to which they go are mainly white, including the universities of Illinois, Indiana, Iowa, Michigan, Minnesota, Wisconsin, Pennsylvania and California. Our people will want in the long run to meet their every obligation, and in doing so will presumably duplicate in the State College all the courses, undergraduate and graduate in education, given in our state teachers colleges, but not all the professional and graduate courses available at the State University. Even then not one in a hundred of the students available for the University will be colored.

The writer of these paragraphs has worked professionally in Kentucky public schools, common schools and colleges, for the last fifty-two years and has observed their changes and the causes producing them. Greater changes than these suggested have taken place. Change will continue, only its direction is to be forecast.

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