1940

Education as a Function of Government in Virginia

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EDUCATION AS A FUNCTION OF GOVERNMENT IN VIRGINIA
EDUCATION AS A FUNCTION OF GOVERNMENT IN VIRGINIA

Submitted in Partial Fulfillment
of the Requirements
of the
College of William and Mary
for the Degree
of
MASTER OF ARTS

by

Mason F. Fears

1940
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For sympathy and encouragement throughout the entire study I owe a deep obligation to my wife, Ruth Townsend Fears.

H. F. F.
"For every child a school which is safe from hazards, sanitary, properly equipped, lighted, and ventilated. For younger children nursery schools and kindergartens to supplement home care...

"For every child an education which, through the discovery and development of his individual abilities, prepares him for life, and through training and vocational guidance prepares him for a living which will yield him the maximum of satisfaction...

"For every child who is blind, deaf, crippled, or otherwise physically handicapped, and for the child who is mentally handicapped, such measures as will early discover and diagnose his handicap, provide care and treatment, and so train him that he may become an asset to society rather than a liability. Expenses of these services should be borne publicly where they cannot be privately met.

"For every child who is in conflict with society the right to be dealt with intelligently as society's charge, not society's outcast; with the home, the school, the church, the court and the institution when needed, shaped to return him whenever possible to the normal stream of life."

THE CHILDREN'S CHARTER.

White House Conference on Child Health and Protection.
CHAPTER I

INTRODUCTION
CHAPTER I

INTRODUCTION

Education and the State

The legal sanction for Virginia's educational program is based on the provision in the Constitution which reads:

"The General Assembly shall establish and maintain an efficient system of public free schools throughout the State". 1

The term "efficient" as used above means establishing and maintaining a system of public free schools throughout the State that will meet adequately the educational needs of children in Virginia. For a school program to be adequate, it is necessary that there shall be available to all schools, well trained and well paid teachers. The buildings should be large enough and well enough equipped to provide the facilities to train youth to do well those things in which they will most likely succeed. It is necessary that our school administration (both local and State) be well organized and efficiently administered to obtain the maximum benefit for every dollar expended. The term "public free schools" means an educational system, conducted by a governmental subdivision, that is free and available to all children throughout the State irrespective of economic or social status of their families. A public free school system also means that public authorities shall provide educational facilities without charging tuition. A more liberal meaning is that the

1 Section 129 of the Constitution of Virginia, p. 50.
State provide free books and free lunches to all children enrolled in the public schools. It is well recognized, however, that the term "public education" does not carry with it the idea that the State has an absolute educational monopoly. In a celebrated case the Supreme Court had this to say:

"The fundamental theory of liberty, upon which all governments in the Union repose excludes any general power of the State to standardize its children by forcing them to accept instruction from public teachers only".2

Section 129 of the Virginia Constitution has been upheld by our Highest State Court when it said:

"This section imposes a mandatory duty on the General Assembly to establish and maintain an efficient system of free schools throughout the State."3

The Court also said:

"Realizing that the funds provided by the State might not be sufficient to maintain an efficient system of schools, the framers of the Constitution than made provision by section 136, whereby each county, city, or town, if it be a separate school district, and school district is authorized to raise additional sum by a tax on property subject to local taxation, not to exceed the aggregate in any one year, a rate of levy to be fixed by law." 4

Woodrow Wilson expressed the argument for the State assuming educational obligations, as follows:

"In one field the State would seem at first sight to usurp the family functions, the field, namely of education. Education is the proper office of the State for two reasons. Popular Education is

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3School Board, V. Shockley, 160 Va., 405, 168 S. E., 419.
necessary for the preservation of those conditions of freedom, political and social, which are indispensable to free individual developments, and in the second place, no instrumentality less universal in its power and authority than government can secure popular education." 5

The Virginia State Board of Education's statement of policy, presented by Dr. Sidney B. Hall on Friday, November 24, 1939, at the annual convention of the Virginia Education Association, opened with an explanation as to why the Board was created. "The Board has been formed", the statement said, "because education is a unique function of government in American democracy and because education is a State function." The State Board of Education has shown through its action that their policy is to make education a major function of government in Virginia.

The central problem of this study is to determine the extent to which the Constitutional mandate is being carried out in the present public school system of Virginia.

This thesis will investigate the manner in which the Commonwealth is carrying out the constitutional mandates to establish and maintain a system of free schools. Such an investigation will require research into the problems of educational administration, especially into an examination of financial support of the State's public school system.

5Woodrow Wilson, The State, p. 667.
Development Under Constitution of 1868. In the days preceding the Civil War there were no provisions for state-wide public free schools. In like manner in 1867 the emancipated negro created a social problem, which had to be dealt with in passing laws relating to schools. Not only was this true, but the numerous white illiterates in the State showed the lack of an adequate educational system. Of an approximate total population in 1860 of 1,600,000, about one third were negroes.¹ About seven per cent of the total white population over twenty-one years of age could neither read nor write.²

The principal feature of the educational system as proposed by the Constitution of 1868 was a uniform system of free schools. The administration of education was entrusted to a Superintendent of Public Instruction to be elected by the General Assembly. The first section of the Constitution reads:

"The General Assembly shall elect in joint ballot, within thirty days after its organization under this Constitution, and every four years thereafter, a Superintendent of Public Instruction. He shall re-
port to the General Assembly for its consideration, within thirty days after his election, a plan for a uniform system of public free schools." 

The first state-wide system of public free schools was set up under the new Constitution with Dr. W. N. Ruffner as Superintendent of Public Instruction, and he was requested by the Chairman of the House Committee on Schools to prepare a bill on the basis of a plan which he had already drawn up. He did this and the bill was presented to a joint meeting of both Houses of the Legislature and after a few changes became a law, July 11, 1870. The partial provision of this act as set forth in the Acts of the General Assembly 1869-70 reads:

"Be it enacted by the General Assembly that there shall be established and maintained in the State a uniform system of public free schools." 

"The public free school system shall be administered by the following authorities, to wit: a board of education, a superintendent of public instruction, county superintendents of schools, and district school trustees." 

In August 1871, the close of the first scholastic year, there were about 2,300 schools, with more than 5,000 teachers and 130,000 pupils, in operation in the State. There was such a great demand for teachers that it was necessary to lower the standards for teaching. There was a tendency to discriminate against the negro and the matter of obtaining teachers for the negro schools was a problem because of the lack of trained negroes for the work.

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5acts of the General Assembly of Virginia, 1869-70, p. 624-5.  
constitution of Virginia, Article VIII, §.2.  
6acts of the General Assembly of Virginia, 1869-70, ch. 269, s.1, p. 402  
Tbid., p. 402  
The first state school system was not without its enemies. There were three sources of opposition to a public free school system; first, it was opposed by the rich who believed that the system was charity, second, public education was believed to be a private or parochial affair; third, the education of all the children was too big a task because of the bad condition of the State following the war.7

Development Under Constitutional Provisions of 1902 and 1920. The years which make up the close of the nineteenth and the beginning of the twentieth century saw a new period of educational development in Virginia. The time was ripe for educational provisions of the Constitution of 1902, which were concerned primarily with the reorganization of the State school system.

The reorganization of the school system as provided for in the Constitution of 1902, and as set forth in the Acts of the General Assembly in 1903 was as follows:

"(1) The State Board of Education was to be made up of the Governor, the Attorney General, the Superintendent of Public Instruction, and three experienced educators, to be elected quadrennially by the Senate from a list of eligibles, consisting of one from each of the faculties of the following institutions: The University of Virginia, Virginia Military Institute, the State Normal School at Farmville, the School for the Deaf and the Blind, and William and Mary College; 8 (2) There were to be two division superintendents, one from a county and one from a city. Neither of the last two mentioned was to have power to vote in the election of any school official; (3) The Superintendent of Public Instruction was to be an experienced educator elected by

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7 F. A. Bagruder, Recent Administration in Virginia, p. 17
qualified voters of the State at the same time
and for the same term as the Governor;9 (l) The
State Board of Education was authorized to:
(A) Divide the State into school divisions of
one county or city each, and to appoint a Super-
intendent for each division for a period of four
years subject to the approval of the Senate; (B)
to make all necessary regulations for the conduct
and management of schools; (C) to have full
charge of the investment and distribution on
school funds as prescribed by law; (D) to
appoint a librarian and a Board of Directors for
the management of the State Library;10 (5) Three
trustees were to be selected for each magisterial
district, said district to contribute a separate
school district;11 (6) The State Board was to appro-
priate all school funds on the basis of school popu-
lations, which included all persons within the ages
of seven and twenty;12 (7) The General Assembly
was to be given the power to establish agricultural,
normal, military, and technical schools as seemed
best for public good;13 (8) The General Assembly
might establish compulsory education for children
between the ages of twelve and eighteen;14 (9)
Poor children were to be supplied with textbooks;15
(10) White and colored children were to be
educated in separate schools.16

As evidenced by the debates of the Constitutional Convention of
1901-02, equal educational opportunity was the chief interest of those
who favored the Constitution of 1902.

Some of the outstanding accomplishments from 1902-1917 are:

(1) Constructive steps were taken to educate the negroes. (2) The
educational program of the State was enlarged. (3) Compulsory education

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9Ibid., 5131, p. 27
10Ibid., 8, 135, p. 28.
11Ibid., 8, 135, p. 28.
12Ibid., 8, 135, p. 28.
13Ibid., 8, 137, p. 28.
14Ibid., 8, 140, p. 28.
15Ibid., 8, 140, p. 28.
16Ibid., 8, 140, p. 28.
was introduced. (4) Increase in appropriations were made. (5) State and local taxes were to be segregated. (6) Better provisions for teacher training were made. (7) A uniform system of bookkeeping and accounting was established. (8) A system of public high schools was provided for. (9) The personnel of the State Board of Education was enlarged and modified under the new Constitution adopted in 1902.

The reorganization of the school system as provided for in the Constitution of 1928 was as follows:

"The general supervision of the school system shall be vested in a State Board of Education, to be appointed by the Governor, subject to confirmation by the General Assembly, and to consist of seven members. The first appointment under this section shall be one member for one year, two members for two years, two members for three years, and two members for four years, and thereafter all appointments shall be made for a term of four years, except appointments to fill vacancies, which shall be for the unexpired terms." 17

"A Superintendent of Public Instruction, who shall be an experienced educator, shall be appointed by the Governor, subject to confirmation by the General Assembly, for a term coincident with that of each Governor making the appointment; provided, however, that the first appointment under this section, as hereby amended, shall not be made until the expiration of the term of office of the Superintendent of Public Instruction, which began February first, nineteen hundred and twenty-six; and provided, further, that the General Assembly shall have power, by statute enacted after January first, nineteen hundred and thirty-two, to provide for the election or appointment of a Superintendent of Public Instruction in such manner and for such term as may be prescribed by statute. No Superintendent of Public Instruction shall be elected at the general

17Constitution of Virginia, S. 130, p. 51
The supervision of schools in each county and city shall be vested in a school board, to be composed of trustees to be selected in the manner, for the term and to the number provided by law. Each magisterial district shall constitute a separate school district, unless otherwise provided by law, and the magisterial district shall be the basis of representation on the school board of such county or city, unless some other basis is provided by the General Assembly; provided, however, that in cities of one hundred and fifty thousand or over, the school boards of respective cities shall have power, subject to the approval of the local legislative bodies of said cities, to prescribe the number and boundaries of the school districts.

"There shall be appointed by the school board or boards of each school division, one division superintendent of schools, who shall be selected from a list of eligibles certified by the State Board of Education and shall hold office for four years. In the event that the local board or boards fail to elect a division superintendent within the time prescribed by law, the State Board of Education shall appoint such division superintendent." 19

Important Commission Reports and Their Effect Upon Educational Growth. Several important commissions have been employed or appointed to make a survey of the educational system of Virginia during the past twenty-five years, namely: The Committee on Economy and Efficiency (1918); The O'Shea Committee (1927); The Commission to Survey the Educational System of Virginia (1927); The Seven Man Commission (1933).

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18Constitution of Virginia, S. 151, pp. 51-52.
19Ibid, S. 153, pp. 63-64.
The Committee on Economy and Efficiency (1918), found that the chief hindrance to an efficient administration of the public school was in the constitutional organisation of the system contained in Article IX of the Constitution of 1902 and especially in Sections 130 and 132 of that Article.

Under Section 131 of the Constitution they found that the Superintendent of Public Instruction was responsible to no one, and that the school system was irresponsible and incompetent, not because of personnel but because of the system.

They also reported that the most serious defect in the business management of the Board of Education consists in the fact that there is no real accounting made by the board of the public money expended by it. This commission found that there existed a widespread belief in the State that our school system is not efficient and that we do not get adequate returns for the millions spent.

Section 130 of the Constitution of 1902 provides that five out of the eight members of this board be 'far removed from the people.' The Governor, the Attorney General and the Superintendent of Public Instruction were responsible to the people, but acting as they did with five others, their responsibility was not fixed, nor could they control the educational policy. The committee's recommendation for an amendment giving the Governor the power to appoint the board subject to confirmation by the General Assembly was certainly a step toward unity and closer cooperation of all State officials.

Certainly a majority of the people of Virginia will agree that the Superintendent of Public Instruction should be appointed rather than
elected. The Governor is much better suited to judge the technical qualifications of a Superintendent of Public Instruction than are the people.

The Committee recommended that local superintendents should be appointed by local school boards. The author believes this recommendation was good on the grounds that it is more democratic, than appointment by the State Board of Education.

Many of the defects found by this Commission have been corrected by Constitutional Amendment and Acts of the Legislature.

In 1927, Dr. O'Shea, of the University of Wisconsin, was employed by the Barton Commission to make a study of public education in Virginia. The survey was made, under the direction of Dr. O'Shea, by a number of specialists. The report of this Commission is one of the most comprehensive ever made in Virginia on this subject. The Commission to Survey the Educational System of Virginia (report made in 1926) based its recommendations on the O'Shea report.

The following are some of the most important findings and recommendations: (1) The State Department of Education had little or no control over the bulk of school expenditures and much of the criticism it had received was unfounded and unjust.
(2) The Commission recommended that the Department of Education in conjunction with the State Comptroller, establish and require a uniform, modern system of accounting for all school funds, local and State, and that monthly statements be rendered by the custodian of these funds to the school boards and the Board of Education. The new system of accounting should be such as to present at all times an accurate statement and analysis of school finances. This recommendation was constructive in that it would give the Comptroller a good check on the amount and purpose of the expenditures by State and local officials.

(3) The Commission found that the subjects and methods of teaching were not adapted to present needs, and recommended that the school authorities hasten their efforts to adapt the courses and methods of teaching in the schools to the needs of the pupil of that day. This was a needed recommendation, and it is being carried out to a certain extent today, but the needs of the pupils are not being met in many of our schools.

(4) The Commission reported that better teachers were needed, and recommended that a portion of the increased appropriations to be received from the State in the biennium 1928-1930 be applied by the local school authorities to paying better teachers' salaries. One can certainly agree on that suggestion, because the salaries paid teachers today are not sufficient to attract those who would make the better teachers. The facts to substantiate the above statement will be found in Chapter IV.

(5) The Commission found that pupils needed guidance in the
selection of courses, and recommended that the school authorities take
such steps as might be necessary to hasten adequate guidance and grading
in all schools. This was needed at the time it was recommended; it is
being carried out today in some schools, but there is still a lack of
proper guidance in many schools. This statement is made on the grounds
that many schools are not providing information essential for pupils
to make vocational choices.

(6) The Commission reported that better supervision was necessary
and recommended that the number of competent supervisors be increased
as funds permit; that no one be appointed as supervisor or a school
principal who was not thoroughly qualified for the position by training
and experience. The supervisor has one of the most important jobs in
the field of education. There is still a need for supervisors who are
well qualified because the whole instructional program of the elementary
grades is under their direction.

(7) The Commission recommended that no member of the State Board
of Education should be professionally connected with the educational
system of the State, and the Commission approved the Constitutional
amendment, pending at that time, providing for the appointment of the
State Board of Education by the Governor subject to the confirmation by
the General Assembly. This recommendation was needed on the grounds
that the Governor is much better qualified to judge the qualifications
and calibre of board members.

(8) The Commission suggested that the school trustees be elected
by the people; that appeals by aggrieved citizens from the action of the
county school board go directly to the State Board of Education, which
shall establish the necessary procedure for hearing such appeals in the
locality from which they arise. William A. Cook said:

"The best practice and that endorsed by specialists
in school administration is a county board selected
by popular vote but non-partisan in character." 20

(9) The Commission recommended more and more wise consolidations
as good roads increase. Practically every county has good roads now;
consolidation has taken place in many counties, but there is a large
per cent of the counties which are not in a financial position to con-
solidate since P. W. A. Funds have been cut off. Some provision for aid
from the Federal or State Government must be provided before many
counties can consolidate their schools.

(10) The Commission suggested that the State Department of Edu-
cation study the problem of free high school education and propose
measures which will offer equal opportunity in every community to all
children qualified for high school work. Free high school education
has been provided for, but equal opportunity for all high school children
does not exist in all counties. This can be done only through con-
solidation of schools and an adequate system of transportation.

(11) The Commission found the teachers' retirement fund law to be
fundamentally unsound, and recommended that the State Board of Education,
after conferring with the Virginia Education Association, draft a sound
and practical law, and make a report to the 1930 session of the General

20 William A. Cook, Federal and State School Administration, p. 179.
Assembly. The Teachers' Retirement Law is still unsound, even though a report and recommendations have been made at each session of the General Assembly for the past ten years.

(12) In conclusion the Commission recommended that school laws be codified; that in the codification, the county unit be written into the laws in place of the district where appropriate; and that the amendments in their report be included in the codifications.

All of the foregoing recommendations (except No. 8) made by the Commission to Survey the Educational System of Virginia have been adopted by statutes or Constitutional provisions, but some of them are not adequate.

In studying educational legislation one finds that it is the policy of the Governor and the General Assembly to appoint a Commission to make a study of the educational set-up and to recommend whatever changes they see fit. A large per cent of the school legislations and Constitutional amendments are based on Commission reports.

In 1932, an Act was passed by the General Assembly providing for:

"A seven-man Commission, two from the Senate, three from the House, two appointed by the Governor, to revise, collate, simplify, consolidate and codify the general and special laws of Virginia relating to the public school systems including election or appointment of school officials and report with appropriate bills and constitutional amendments to the Governor of Virginia sixty days prior to the next session of the General Assembly." 21

This report was printed and made available to the public in January, 1940.

The findings and recommendations of the Commission are:

(1) The Commission recommended that the statute providing for the selection of school trustee electoral boards be amended so that each such board shall consist of the chairman of the board of supervisors and two members appointed by the judge of the circuit court. Having the chairman of the board of supervisors on the electoral board would bring the appointment of trustees closer to the people, as it is at present the people have no voice in the selection.

(2) The Commission suggested that the division superintendent of schools be selected by the State Board of Education. This will necessitate an amendment of Section 133 of the Constitution of Virginia. A resolution incorporating that recommendation was introduced in the 1920 session of the Legislature, but did not come up for a vote. A mistake in the selection of a superintendent may bring disaster to a school system, while a good selection will mean definite progress. The selection should be made in the light of the ability of the men under consideration to perform the task required. On the grounds that the local trustees know their needs better than the State Board of Education, the author believes that the appointment of division superintendents should be made by the local boards.

(3) The Commission recommended a minimum salary of $2,200.00 per annum for full time division superintendents of schools. Some superintendents' salaries in Virginia are below $1,600.00. One will agree that this salary is too low, and that if a county is too small to pay a salary of $2,200.00 it should be combined with another county, thereby enabling the superintendent to get a better salary. If a superintendent is not worth the above salary, one who is worth it should be secured.

(i.) The Commission recommended the "Three Point Program" of the
Virginia Education Association.

The Three Points are:

1. "A minimum school term of nine months with a minimum average salary for teachers of not less than $720.00 per school year."

2. "An actuarially sound retirement law for teachers."

3. "Textbooks furnished at the expense of the State to all pupils attending the public schools of the State."

(5) The Commission favored consolidation where it was economical and efficient. As mentioned previously this will not be possible in many counties without Federal or State aid.

(6) It recommended simplifications of the present statutes relating to public schools.

(7) The Commission recommended the proposals of the Bisbee Report as a program for raising funds for educational purposes. This report was sponsored by the Virginia Educational Association. It was certainly the most logical step to take, inasmuch as the General Assembly has always been raising the question: "Where is the money coming from?" (More will be said about the Bisbee Report in Chapter IV.)

The Commission's report did urge a more generous support of the schools of the State, on the ground that a school system could not provide better instruction for school children and be efficient without increased funds. In studying the report it is found that there is no general condemnation of those who run the schools. The writer believes that those who run the schools have failed to dramatize the work of the schools to the public.

22Virginia Education Association, Suffer Little Children, Cover page.
The Report of the Seven Men Commission is good, and if the Governor, the State Educational Administrative Staff, and the Virginia Education Association push the recommendation by getting the support of the public throughout the State, many of them will be realized at the next meeting of our General Assembly in 1942.

Note: The charts in the Appendix give a portrayal of the provisions for educational administration since 1938.

CHAPTER III

EDUCATIONAL ADMINISTRATION

Specific powers regarding administration of education have been delegated to state and local agencies through the Legislature and the Constitution. The State Board of Education, the Superintendent of Public Instruction and the State Department of Education are the most important agencies at the State level. The School Board and the Division Superintendent are the most important agencies in the control and administration of education at the local level.

Education is an important function of the State, and it is one that continues to grow. If it is to pay dividends in efficient service, it must be properly administered. It is necessary that policies and plans be adopted, and properly carried out. The study of educational administration involves analysis and classification of the functions now performed by each agency of the State and a determination of the function that should be performed if a more desirable and effective administration of public education is to be achieved.

STATE DEPARTMENT OF EDUCATION

The State Department of Education carrying on the function of public education is headed by the State Board of Education composed of seven members. Next in the hierarchy is the Superintendent of Public Instruction. Both the Superintendent and the Board
are appointed by the Governor, for four years, subject to the General Assembly's confirmation. The State Board of Education consists of experienced educators and one or two professional and business men. It is not only the function of the State Department to carry on the work in public education, but also to lead in a program that is in process of constant change.

The State Department of Education also includes the following Divisions: (1) The Division of Research and Finance; (2) Division of Higher Education; (3) Division of Instruction; (4) The Division of Vocational Education; (5) Division of Rehabilitation, Special and Adult Education; (6) Division of School Building; and the (7) Division of School Libraries and Text Books.

1. State Board of Education. The duties of the State Board of Education as found in the Constitution and the School Laws are: To certify to the local school boards a list of qualified persons, from which the local board selects a division superintendent; to manage the school funds; to select text books and other educational appliances; to divide the State into school districts; to act as State Board of Vocational Education; to encourage local supervisory activities in the schools; to appoint a board of directors of State Library; to punish division superintendents for neglect of duty and misconduct; to invest capital and unappropriated income of literary fund; to make loans to school boards and to fix powers and duties of division superintendents. It is believed that local superintendents should not be on the State Board of Education. That belief is based on the theory that they will get first preference in State aid; and because they take part in fixing the powers and duties of their own office.
2. **Superintendent of Public Instruction.** The principal duties of the Superintendent of Public Instruction are: To formulate rules and regulations; to provide such a system in his office as shall be necessary for the proper and uniform enforcement of the provisions of the school laws in cooperation with the local school authorities; to prepare and furnish such blanks for attendance officers, teachers, and other school officials as are required by law. The Superintendent of Public Instruction is an ex-officio member of governing boards of State institutions, and secretary to the State Board of Education. He shares the responsibility with the State Board of Education in formulating educational policies. The execution of policies made by the State Board of Education is left entirely to the State Superintendent, under the present board, and this is the way it should be, but the present provisions of the Constitution give the Board duties that belong to the State Superintendent. The functions of the State Board should be purely policy-making and that of the Superintendent execution of policies. The acceptance of this view would mean that the Constitution be amended.

3. **Divisions of State Department.** The Divisions have several major functions which are carried out at the direction of the State Board and the Superintendent of Public Instruction. The functions are: To coordinate educational activities throughout the State; to provide leadership for the educational program of the State; to assist those in the local divisions in the solution of educational problems; to aid in determining the effectiveness of the State educational program; to advise the Governor and legislature with respect to educational legislation; to direct research activities necessary to the solution of educational problems as they arise.
CHART I

ORGANIZATION OF THE VIRGINIA STATE DEPARTMENT OF EDUCATION

1939

<table>
<thead>
<tr>
<th>State Board of Education</th>
<th>State Superintendent of Public Instruction</th>
<th>County and City School Divisions</th>
</tr>
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<tbody>
<tr>
<td>Division of Instruction</td>
<td>Division of Higher Education</td>
<td>Division of Special and Adult Education</td>
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<td>Division of School Building</td>
<td>Division of Libraries and Textbooks</td>
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DIVISION OF HIGHER EDUCATION

This Division has charge of teacher training and certification, keeps an account of teachers supply and demand, keeps a summary of certificates held by teachers and a summary of college students training for teachers.

A total of 2,026 were issued certificates by this Division in 1939-39.2

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1Brief Description of Virginia Program for Improving Instruction, Bulletin of State Board of Education, No. 6, January, 1939, p. 9.
The licenses granted to new teachers consisted of 1,039 Collegiate professionals; 400 Collegiate, 509 Normal Professionals, 72 Specials and 5 Local Permits.\(^5\)

Some of the developments reported during the session of 1938-39 were:

"(1) continued increase in employment of degree graduates who specialized in elementary education for services in primary and grammar grades; (2) continued increase in the number of teachers prepared for high school teaching who were assigned to positions in Junior High School and upper grammar grades; (3) increase in the demand that men employed as teachers in the small high schools assume the added burden of coaching athletic activities; and (4) continuation of an unfulfilled demand for adequately prepared teachers of agriculture, home economics, public school music, and commercial branches."\(^6\)

Of all the teachers employed in the counties (both white and colored) in 1938-39, 2 held doctors' degrees, 418 masters', 2,001 bachelors' and 2,191 held no degrees.\(^6\)

Of the total teachers employed in the State in 1938-39 seven held doctors' degrees, 728 masters', 6,672 bachelors' and 9,925 held no degrees.\(^6\)

This Division also has charge of State aid to Negro graduate students. The Act which provides graduate student aid for Negros reads:

\(^3\)Ibid., p. 101.
\(^4\)Ibid., p. 102.
\(^5\)Ibid., p. 102.
\(^6\)Ibid., p. 102.
"By an Act of the General Assembly of 1936, State supported institutions of higher learning were authorized to pay to students denied admissions on the basis of race, such sums as were necessary to provide the difference in cost of attending the State-supported institutions of higher learning to which applications were made and non-State institutions in which the students were admitted and pursued courses, usually of a graduate nature." 

During the summer of 1938, 155 Negro students received grants. During the regular session of 1938-39, 36 received aid, to the amount of $6,651.50; this made an average per student of $189.85.

DIVISION OF INSTRUCTION

The Division of Instruction has as Director, Supervisor of Elementary Education, Supervisor of Secondary Education, Supervisor of Physical and Health Education, Supervisor of Negro Education, Assistant Supervisor of Negro Education, and a Supervisor of Music. The Superintendent of Public Instruction is Director of this Division.

1. Elementary Education: Much progress has been reported in this field of work in recent years. Some of the supervisory objectives announced by the elementary supervisors are:

1. To have more visitation in the homes of pupils by the teachers.

2. To increase activity in Fine Arts.

3. To increase pupil promotion.

4. To make more community improvements.

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7 Ibid., 1937-38, p. 90
8 Ibid., 1937-38, p. 91
9 Ibid., 1938-39, pp. 102-3
10 Ibid., p. 16.
5. To use school plant for community recreation.
6. To use school plant for adult study groups.
7. To have school library loan books to adults in the community.
8. To have parents of pupils visit the school.

Much progress has been made in the last three years towards carrying out the above objectives in certain communities, but much yet remains to be done in many schools. Supervision is one of the most important parts of the school program, and from observation of the needs of children and teachers, the supervisors should be well trained, have successful experience, be physically sound, be unusually tactful, and have a great love for his work. Since the program for the improvement of instruction began in 1931-32, thirty-nine counties have added elementary supervisors to their county staff.11

During the session of 1938-39 it was reported that through the work of the Supervisor of Elementary Education, that more children are remaining in school, more children are being promoted; there is an increased

11Ibid., p. 17.
amount of teaching and learning materials; there is a greater variety of experience for pupils; better study habits are observed and better skills are being developed.\textsuperscript{12} This is true in many instances, not only to better supervision, but also to better teachers.

2. \textbf{Secondary Education}: During the last three years there has been a growing interest in the consolidated high school and its place in the county or community. Consolidation has been made, sufficient personnel and appropriate equipment have been provided for the development of a consolidated high school program. The trend toward consolidating small high schools with their limited offerings into larger units is required if high school pupils are to have expanded educational opportunities. In these consolidation movements it will be necessary to have a public relations program, in order to win the support of all patrons or a large per cent of them. In some counties where consolidation has taken place, many patrons do not approve the policy, and this is bound to have some effect on the effectiveness of the program.

The Supervisor of Secondary Education and his assistants held conferences throughout the year 1938-39-40 with superintendents, principals, and teachers concerning the introduction in the high schools of the revised program. Much progress has been made in some counties, but there are many teachers who do not approve the policy of abandoning the "subject matter" method of teaching.

3. \textbf{Negro Education}: The Negro has a part to play in the social life of this State. He does not have equal opportunities educationally because

\textsuperscript{12}\textit{Ibid.}, p. 20
of the lack of transportation facilities, school buildings and properly trained teachers.

It is the purpose of the State Supervisor of Negro Education to help to provide the types of educational facilities and the kind of instruction designed to meet the needs of Negro children. He is doing this in cooperation with local superintendents, supervisors, and teachers, encouraging them to make special effort to stimulate children and encourage parents to enroll and keep in regular daily attendance all their children of school age. Emphasis upon children's experience in solving their own personal problems of living, developing character and good citizenship is being stressed. These developments cannot take place unless a better system of transportation is provided.

Around six per cent of the Negro children enrolled in 1938-39 were transported. There is a need for more transportation for Negroes. In some counties where there is one high school, Negro children in communities more than six miles away have no publicly supported means of transportation.

Regional schools have been established. The Counties of York and James City, and the city of Williamsburg have joined in building one at Williamsburg. This school will serve several hundred pupils. It is understood that a program designed to meet the social, recreational, and health needs of the community will be offered. The authorities in charge of this school plan to demonstrate the application of modern educational procedure.14

13Ibid., p. 21
14Ibid., p. 21
Some of the improvements suggested by the State Department in Negro education are: (1) More transportation; (2) Consolidation of Negro rural schools; (3) Better constructed buildings; (4) Improved and sufficient equipment; (5) Enforcement of compulsory attendance laws; (6) Better salaries and better trained teachers; (7) Vocational education; (8) Improved instruction to meet the needs of the pupils.\(^{15}\)

The average salary of Negro teachers in the State in 1938–39 was $550.00, while the average for white teachers was $912.00.\(^{16}\) One reason Negro education does not receive any more financial support than it does is because there are many local officials who believe that they are now getting more than they deserve. This belief by many is based on the fact that such a small per cent of Negroes pay taxes. There are no statistics available which give the exact per cent.

In Sussex County two-thirds of the school population is colored.\(^{17}\) There are other counties where the number of Negro children exceed the whites.

There has been one outstanding growth in Negro education, and that is the increase in length of terms from eight to nine months.

The chief problem in negro education is educating the white population to the need for it.

(4) **Physical and Health Education**: The supervisor in this work is responsible for promoting physical and health education. He emphasizes

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\(^{15}\)bid., p. 21-25  
\(^{16}\)bid., p. 205  
\(^{17}\)Thea Report, p. 201
the importance of the "five point program" and the new curriculum in health education.

Health education is presented through integration with all school and life activities and is proving very effective where the teaching personnel is aware of the health needs of the pupils.

State and local boards of health in cooperation with school officials are conducting health service throughout the State more and more each year. Dental service is reaching many pupils through local clinics. A special drive during the past two years on diphtheria immunization has rendered good results.

Safety education is now being taught in all the schools of the State, and emphasis placed upon the recognition of hazards, safe living practices and the developing of proper attitudes. State police are cooperating with teachers in safety education, and school patrols have been organized to aid in safety.

Teachers are required to examine pupils and report any physical defects to parents and the division superintendent. Good results have been obtained through the correction of defects by parents and school clinics. It would be much better to have local dentists and doctors make this check because many teachers cannot detect defects.

The Department of Health and the Department of Education are beginning to recognize the importance of their cooperation if the health needs of school children are to be met. The Department of Health is now making provision for school clinics in practically every section of the State.

(5) Music Education: During the past three years a Supervisor of Music has been added to the Division of Instruction and he has made con-
siderable expansion in music education during the last year. All of the
city schools and a majority of the counties have included music instruction
in their curricula. Each material has been made available in many counties
through State and local aid. Some counties have added music supervision
to direct the music education program in the schools.

The training and personality of the teacher are important factors in
a successful music program. There should be at least one teacher who is
trained in music in each school or division. Many of the counties of the
State are holding music festivals annually. These festivals have developed
among the pupils and patrons a keener appreciation of music.

DIVISION OF VOCATIONAL EDUCATION

The Division of Vocational Education includes a Supervisor of
Agricultural Education, Supervisor of Home Economics Education and a
Supervisor of Trade and Industrial Education. The State Superintendent
of Public Instruction is Director of this Division.

(1) Agricultural Education: Agriculture is taught in the schools
for the purpose of preparing young men, upon graduation, to enter the
vocation of farming. Many boys who never expect to enter college are
interested in this vocation, and the training they get in high school
will fit them for the type of farming they are desirous of pursuing.

The field of vocational agriculture covers three existing groups:
(1) The farm boy in high school who expects to continue farming; (2) The
young men engaged in farming but not in high school. (3) The adult farmer.18

These three groups of individuals are classified into types as follows:

1. "Farm boys who are enrolled in high school and expect to enter farming after graduation. Such courses are classified as all-day or day-unit, depending upon the amount of time devoted by the pupil to his vocational work during the day.

2. "Farm boys who have graduated or dropped out of high school before graduation and are now farming, or seeking placement in farming. Such courses generally held during the winter months and the work offered is designed particularly to assist the young men to become established in farming as his own responsibility. The name applied to such courses is part-time classes.

3. "Adult farmers who are interested in improving their farming conditions by attending group discussion and carrying out at home the recommended improved practices. As in the case of part-time classes, these evening classes are held throughout the year at the convenience of the farmers."19

In connection with all types of instruction, the pupils carry out a project on their farms, and this is supervised by the teachers of vocational agriculture. This gives them actual experience in farming and keeping records.

In practically all schools, many farm boys drop out before they reach high school, and in many cases these boys remain on the farm. This condition has created a need for the school to provide a special type of training for boys who are enrolled in the grades, and it is an important

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19 Ibid., p. 86.
There is in existence a national organization of students of vocational agriculture which is known as the Future Farmers of America. The declared purposes of this organization are:

1. "To promote vocational agriculture in the high schools of America by developing the price of future farmers in vocational agriculture, and to encourage members to improve the quality of their work.

2. "To create more interest in the intelligent choices of farming.

3. "To create and nurture a love of country life.

4. "To provide recreational entertainment for future farmers of America.

5. "To promote thrift by membership through the establishment of saving accounts and investments in agricultural enterprises.

6. "To afford a medium of cooperative buying and selling.

7. "To establish the confidence of the farm boy in himself and his work.

8. "To promote scholarship.

9. "To develop leadership."

The Virginia branch of this organization is growing, and the above mentioned purposes may be considered as the main objectives of the vocational agricultural program in Virginia.

There are thousands of boys in Virginia who will remain on the farm. Courses in agriculture will enable them to be better business men, and

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20 Ibid., p. 67
21 Ibid., p. 67
22 Ibid., p. 67
23 Ibid., p. 67
understand methods for improving land. The reason that so many people on the farm today are making a bare existence is the lack of knowledge in business management and the rotation of crops for the conservation of soil.

(2) **Home Economics Education**: For many years movements have been made to broaden the field of the home-making education program to meet the needs of the entire school community. There are 3,321 pupils enrolled in 13 junior high schools which offer home economic courses.24

There are 299 schools receiving aid and under direct State supervision, with an enrollment of 13,977.25

The main objective of the program in these schools is training for home-making.

It has been found that the rural girl should also have training in agriculture to be a good homemaker, and courses are being offered girls to help them find solution to such problems as the following:

- How can they improve their yards?
- How can they raise pigs, chickens, etc?
- How can they raise small fruits to help them improve their diet?
- How can a girl help in making needed repairs to the home?
- How can they become good gardeners?

(a) **Adults—Classes** were held in 109 centers for adult homemakers last year, with an enrollment of 1,532.26 Something should be done to get more adults interested in this work.
(b) Out of School Youth—Programs for the out of school youth were carried on in many centers with an enrollment of around 750 last year. This program does not reach a large per cent of the out of school youth. A public relation program would stimulate interest.

Since the school lunch project was established under the sponsorship of the State Board of Education, home economic teachers in many places have been training women in preparing food and the management of lunch rooms. There is a growing need for this type of training.

(3) Trade and Industrial Education: The Division of Trade and Industrial Education is concerned with vocational preparation of persons who are employed or who expect to be employed in the mechanical trades. This division cooperates with the local boards of education in organizing classes, promoting sentiment in favor of vocational education, and in paying the salaries of instructors of approved vocational classes.28

In 1938-39, 11,925 working people in Virginia, representing 70 different vocations received instruction in vocational skills and related technical information.29 In addition, 7,061 high school students received instruction in general shop classes that were partially financed with State funds.30

(4) Distributive Education: The Division of Trade and Industrial Education is also concerned with training of persons employed in the distributive vocations. Provisions for this field of education were made

27Ibid., p. 81
28Ibid., p. 92
29Ibid., p. 83
30Ibid., p. 93
in the George-Dean Vocational Education Act, and an appropriation of $22,357.59 was made to the State for that purpose, which was matched by State appropriations.\textsuperscript{31}

The provisions of the Act differ from other Vocational Acts in that all Federal money must be spent for the education of employed persons who are engaged in the distribution of goods to the consumer. This Act enables high school pupils to work part of the day and attend school part of the day.

Another type of distributive education includes instruction on evening and part time basis to employees of distributive concerns. Some of the fields concerned in this instruction are: store management, public speaking, buying and similar fields.

During the first year $6,864.30 was spent for training teachers, $4,276.87 for evening and part time classes, and $18,883.26 for cooperative classes.\textsuperscript{32}

\begin{center}
DIVISION OF REHABILITATION, SPECIAL AND ADULT EDUCATION
\end{center}

1. Rehabilitation Education: Vocational rehabilitation is a service which equips and adjusts in proper trades and occupations people of work age whose possibilities are limited by some permanent physical handicap.\textsuperscript{33} In this service, local officials have an opportunity to give

\textsuperscript{31}ibid., p. 91
\textsuperscript{32}ibid., p. 95
\textsuperscript{33}ibid., p. 96
those people physically impaired, the means of becoming self-supporting. Rehabilitation should be a lasting service among which are guidance and vocational training.

All superintendents and other school officials are not taking advantage of the services this Division offers. Every county should make full use of its services. At the end of the session 1938–39 there were 7,831 cases in the files of the Division.\(^{34}\) Of these, 2,070 had been closed as rehabilitated.\(^{35}\) There were 976 of those in the active files who were engaged in vocational training or other rehabilitation programs.\(^{36}\) It is understood that the Industrial Commission cooperates with this Division in its work.

2. **Special Education:** Special Education is a new service in the State program. The General Assembly appropriated $50,000 in 1938 for the biennium to be used by the State Board of Education in the development of a program for the education of handicapped children.\(^{37}\) The purpose of the Special Education program is to discover early, the children who are in need of such education, to help the child develop his abilities and make some contribution to his social group, and to give guidance to the individual which will aid him in the use of these abilities.

There are 31,000 physically handicapped children in Virginia, and they cannot be expected to make proper adjustment as citizens without

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\(^{34}\) *Ibid.*, p. 96
\(^{35}\) *Ibid.*, p. 96
\(^{36}\) *Ibid.*, p. 97
special educational services fitted to their particular needs.\textsuperscript{38}

The following are some of the types of handicapped children: mentally retarded, physically handicapped, hard of hearing, socially unadjusted, defective speech, and crippled.

Each county has been given the opportunity to participate in this program, and although there has been insufficient funds available, around one fourth of the counties have made special provisions for this work. The State has allotted funds to these counties with the understanding that they must provide one third of the total cost. There are some board members who believe that this work should not be in the schools, since it might interfere with the regular school work. It is felt by some that all this work should be under the direction of special teachers.

During the session 1938-39, 6,197 handicapped children were reached; and out of this number there were 409 crippled children, 782 with lowered vitality, 95 with defective hearing, 1,257 with defective speech, 179 with defective vision and 2,129 mentally retarded.\textsuperscript{39}

3. Adult Education: There has been a Supervisor of Adult Education in the State Department since September 1938. It is the purpose of the State Board of Education to match local appropriations as far as possible for adult education.\textsuperscript{40}

(a) Classes at Sanitoria for Tuberculosis

There were 194 patients enrolled for adult classes.

\textsuperscript{38} Ibid., p. 97
\textsuperscript{39} Ibid., p. 98
\textsuperscript{40} Ibid., p. 99
at Catawba, Blue Ridge, and Piedmont Sanitoria for Tuberculosis in 1938-39.\textsuperscript{11} Classes in homemaking, typing, elementary education, high school work were provided for these patients.

(b) \textbf{Workers Education}

Classes have been organized in Richmond and Roanoke with a total enrollment of 75.\textsuperscript{12} Classes in public speaking, History of the Industrial Revolution, the Worker's Job and Pay, and the History of the American Labor movement were offered.\textsuperscript{13}

(c) \textbf{Education for Illiterates}

In 1938-39 classes for illiterates were organized in 7 counties with a total enrollment of 1,666.\textsuperscript{14} This work was entirely with Negroes and the teachers were paid for this work by an equal contribution from State and County School Boards. The length of these courses varied from eight to twenty-two weeks.\textsuperscript{15}

According to the census of 1930 there were more than 650,000 white illiterates. The writer believes that this program should include the white illiterates.\textsuperscript{15(a)}

(d) \textbf{Parent Education}

The Supervisor of Adult Education has urged the

\textsuperscript{11}\textit{Ibid.}, p. 99
\textsuperscript{12}\textit{Ibid.}, p. 99
\textsuperscript{13}\textit{Ibid.}, p. 99
\textsuperscript{14}\textit{Ibid.}, p. 99
\textsuperscript{15}\textit{Ibid.}, p. 99
\textsuperscript{15(a)}United States Census Report for Virginia, p. 10, 1930.
local P.T.A.'s and school authorities to encourage local study groups on problems of home management and child psychology. This program will not be successful, unless something is done to get more parents interested.

(e) Community Centers

One of the chief objectives of the adult education program is to develop the school as a community center. Much progress has been made in this phase of work in several counties. This should be a State-wide program in all schools.

(f) Guidance

The State Department and N.Y.A. work together in giving guidance service to out of school youths and unadjusted adults for the city of Richmond. Roanoke and Norfolk, each has employed a man to serve as a guidance counselor for out of school youths and unadjusted youths. This is a progressive step toward getting unemployed youth jobs for which they are suited.

4. World War Orphan Education: For several years the General Assembly has appropriated money for the education of World War Orphans. This assistance is available to sons and daughters of men who were killed in action or died in the military service of the United States between April 6, 1917 and July 2, 1921.17

16 Superintendent's Annual Report, p. 190 - 1938-39
17 Ibid., p. 101
The appropriation in this field was $2,000.00 for the fiscal year 1938-39. This aid is given to those between the ages of 16 and 21 inclusive.

DIVISION OF SCHOOL BUILDINGS

For the year 1938-39 the program of school building has exceeded that of any other year in Virginia. The distribution of grants from the Public Works Administration accounts partly for this. Virginia was fortunate in filing applications for school buildings as soon as Federal money became available. The school building programs received a large proportion of the P.W.A. expenditures in Virginia. Allotment for school buildings was over 50% of all P.W.A. grants in Virginia.

This Division made plans, specifications and supervised the consolidation of schools in more than forty cities and counties in 1938-39.

It is understood that future capital outlay will be made in terms of carefully planned long-range building programs. Much is yet to be done to provide for reasonably satisfactory housing in properly located consolidated elementary and high school centers. Much remains to be done by way of new construction and consolidation in order to provide reasonably safe and sanitary housing conditions. It has been estimated that as a conservative figure, Virginia should spend approximately $5,000,000.00 a year for the next ten years in new school housing as a minimum. The school enrollment in 1935 was 590,532; 1936 was 583,526, and in 1939 it was 575,999. In working out a building program the de-
oroom in school enrollment should be carefully considered.

The guiding principles that have actuated the State Department in its recommendations to school boards for reorganizing and planning school plants are:

1. "That wherever geographical conditions and roads permit, the small one and two room units should be consolidated into elementary school units of at least two hundred pupil capacity, provided, however, that such consolidations do not involve transporting children in grades one to five, distances of more than six to eight miles nor more than thirty minutes of actual traveling time.

2. "That a comprehensive high school program cannot satisfactorily or economically be offered where the enrollment is less than 500.

3. "That the transportation distance for high school pupils can satisfactorily be extended to fifteen or twenty miles and the traveling time to an hour.

4. "That in organizing larger school units transportation can be successfully reorganized into primary and secondary systems with improved efficiency and no increase in cost.

5. "That an adequate school plant regardless of size of organization, must provide for assembly of pupils and community, hot lunches, library, office space, pupil activity space, physical examination space, and sufficient class room space so that not more than forty pupils need be accommodated to a room."53

If the above principals are carefully applied, they will correct many deficiencies in organization and housing of schools, but must be applied in terms of local conditions.54

The Department of Education in cooperation with the State Planning Board completed during the year 1937-38, ten surveys and studies, and has started fifteen others which are in varying stages of completion.55

53Ibid., 1937-38, p. 110
54Ibid., p. 110
55Ibid., p. 110
The service of this Division is free to each local division of the State.

DIVISION OF SCHOOL LIBRARIES AND TEXTBOOKS

This Division purchased $242,101.66 worth of books for Virginia Public School Libraries during the session 1938-39, and the State aid library fund was increased from $33,000 to $100,000.56

The main work of the Division of Textbooks and Libraries is to distribute textbooks, and to encourage establishment of libraries in small schools.

Since the introduction of the revised curriculum in the public schools this division has had a large task in the distribution of books for libraries.

A regulation requiring local school boards to employ a teacher-librarian who holds a Virginia certificate with six or more session hours of college credit in library science will go into effect at the beginning of the 1940-41 school year.

The 477 accredited junior and senior high school librarians reported a total circulation of 2,000,034 (25,441 adult; 769,224, elementary, and 2,005,269, high school).57 This shows that the pupils in the public schools of Virginia are becoming more library conscious each year. From records kept on library attendance it was found that 72,879 pupils were

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56 Ibid., 1938-39, p. 110
57 Ibid., p. 121
in average daily attendance during the session 1937-38.58

Much progress has been made recently in the introduction of the traveling library known as "Bookmobile". This type of library under W.P.A. served 165,639 people in 17 counties in 1938-39.59 On the basis of the number of people who were served in 17 counties, the author believes that the traveling library should be state-wide.

DIVISION OF RESEARCH AND FINANCE

When this Division was first organized its work was that of field service or consultation, carried out in the form of "Surveys".60

The surveys of the earlier period dealt with school consolidation while those of the latter period dealt with transportation, buildings, salaries, supervision, financial efficiency and curricula.61 The recommendations made in these surveys have been reported by division superintendents as helpful and satisfactory.62

This Division has recently prepared a New Teacher's Register. This Register is used by the teachers of Virginia to keep records of all pupils. This information makes the Annual Report of the Superintendent of Public Instruction much more meaningful.

Some of the topics which have received the attention of this Division are:

1. "Responsibility of Administration for Instruction."
3. "School promotion in Virginia."

58 Ibid., p. 122
59 Ibid., p. 122
60 Ibid., p. 106, 1937-38
61 Ibid., p. 106
62 Ibid., p. 108
5. "State and Local Support of Education."
6. "Evolution of School Instruction in Virginia". 63

It is felt that this Division is one of the most important, since the studies made give valuable information on various educational problems.

Criticism. As shown in this thesis the Superintendent of Public Instruction is the chief executive of the State Board of Education. He is responsible for carrying out the educational policies of the State Board. One must assume, however, that a trained and experienced school man in relation to a lay board will contribute greatly to the formulation of educational policy. It is also an important function of the State Superintendent of Public Instruction to interpret the policy to the people. A great deal of the support the people will give to the Virginia school program depends upon the leadership of the State Superintendent of Public Instruction.

It has been noted, however, that the State Superintendent of Public Instruction assumes the direct administrative responsibility of one Division in the Department of Education. One may question whether this combination of the executive role in connection with general policy on the one hand and the burden of administrative details on the other, can lead to effective administration except in the hands of an unusual person. Up to this time no difficulty has arisen. But, only in the case of an exceptional person can we expect a successful performance of both the executive role and the detailed administration of line divisions. No doubt the delegation of the detailed administrative duties merely awaits a suitable opportunity, as already evidenced by the appointment of Mr.

F. E. Jenkins as Director of Administration, Finance and Research.

PROGRAM FOR IMPROVING INSTRUCTION

In order to understand the administration of the program of education in Virginia it is desirable to present the setting in which the program operates.

There are more than two and one-half million persons in Virginia, around thirty percent of whom are Negroes. About fifty percent live in rural areas and villages with a population of less than 2,500.\(^6\)

The district system was discarded in 1922 and schools were organized on the county and city unit plan. This eliminated more than five hundred magisterial districts throughout the State and established one hundred and nine school divisions.\(^6\) Each school division has a superintendent who has charge of the public school system. A school division may be one county or a group of counties.

In most of these divisions there are supervisors of small elementary schools.

The State Board of Education pays one half of the basic salary of division superintendents and two thirds of the salaries of rural elementary supervisors. The qualifications of supervisors and superintendents are determined by the State Board. For persons to be eligible

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\(^6\)Ibid., p. 7.
for appointment to division superintendent, it is necessary that they hold a Master's Degree.

There are 17,088 public school teachers in Virginia of which 4,570 are Negroes, and there are 556,003 pupils of which 145,956 are Negroes enrolled in regular day schools.66

The division of instruction is responsible for planning and supervising the program for improving instruction, with the cooperation of all the local divisions.

The program has been in progress more than nine years, and all courses of study and tentative material of instructions have been produced by Virginia teachers. Many changes have been made each year since the beginning of the program. The program has not been forced on the teacher; it is voluntary and its acceptance depends upon its merit.

The Virginia Program for Improving Instruction means far more than the old course of study used for so many years. Its purpose is to make the teacher's role that of a friendly guide, who understands and helps the child to build a well rounded personality and to manage his own life in a way that will make him a constructive and well adapted member of our society.

The first year of the program (1932) was planned and utilized as a period of study and orientation by the teachers throughout the State.

The principles announced by the Committee on aims and the six chairmen of Production Committees are:

66Annual Report, 1933-34, pp. 173, 217.
1. "The school is an agency of society for its perpetuation and re-creation.
2. "Growth processes in individuals and in society are results of continuous interaction between individuals and society.
3. "Individuals differ in interests, abilities, attitudes, appreciations and understandings, habits, and skills, and in capacity to learn.
4. "Growth is continuous.
5. "An individual tends to avoid experiences which annoy and to seek experiences which satisfy.
6. "All learning comes through experiences." 67

In the second year of the program work was devoted to production and the study of general principles of curriculum revision. In 1933 hundreds of teachers developed experimental units. 68 Teachers and supervisors throughout the State cooperated with the Committees in the production of curriculum materials. Curriculum laboratories were organized in three of the State Colleges for elementary teachers working on production committees. 69

The committees prepared copies of the Elementary Course of Study and it was tried in around half of the counties of the State. 70

In the secondary field there was a production committee which prepared a "Tentative Course of Study for the Core Curriculum of Virginia Secondary Schools". More than five hundred high school teachers received the course of study for use in practical classroom situations in 1933-34. 71

Both the elementary and secondary teachers returned the course of study at the end of 1933-34 session with suggestions for improvement.

68. Ibid., p. 12
69. Ibid., p. 13
70. Ibid., p. 13
71. Ibid., p. 13
After much experimenting from 1925 to the present and the development and revising of the curriculum in the elementary and secondary subjects it has become an established guide in some schools, while in others it is a dust collector.

Where there has been an effort to make the revised program function, the author has observed the following improvements:

(1) More interest is shown by pupils.
(2) Better pupil-teacher relationships.
(3) Fewer failures.
(4) Better home and school relationships.
(5) Fewer problems of discipline.
(6) More interest by parents.
(7) Increased professional growth on the part of teachers.

In the secondary schools, courses have been added in agriculture, music, art, stenography, bookkeeping, shop mechanics, but there is still the classic tradition which continues to influence the character of the secondary school. The word classic used here means the desire of so many people for the teaching of Latin and college preparation.

There should be some adjustment between the demands of college and the wide variety of interests and needs of youth in a growing and changing world. More than three-fourths of the youth who finish high school in Virginia do not go to college. A large per cent of the public in some communities still believe that the college requirements should be our main objective, and only through a good public relations program can we ever convince them otherwise. It is believed that we should put greater stress
on the needs of those who do not go to college, but still provide for
the needs of the boys and girls who want to go to college.

The ultimate success of the program for improving instruction de-
pends largely upon its administration. It is necessary that committees
be provided for the constant reconstruction of the curriculum, and it
should be kept flexible and as simple as possible.

For a program to be effective it must have the whole-hearted support
and cooperation on the part of the school staff, the board of education,
and the community.

INTERGOVERNMENTAL RELATIONS IN ADMINISTERING

EDUCATIONAL POLICY

The State is primarily responsible for education, but the contri-
butions of the local divisions and the Federal government are essential
to the effectiveness of the whole undertaking.

The relationships between the State and local governments and the
Federal and State governments in the field of education are established
by (1) mandatory orders, (2) reporting, (3) approval of plans, (4) super-
vision, (5) auditing, (6) selection of personnel, and (7) providing
facilities for research. 72

1. Issuance of Orders: The State Department of Education issues
many orders to local divisions for the carrying out of the edu-
cational program. The Department prescribes the type of local

72 Advisory Committee on Education, Organization and Administration of
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d lvlisiM ** Tint $£*$» * « **
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accounting system, standards for transportation equipment, textbook
regulation, standards for graduation, minimum qualifications for
teachers, and building regulations.

A minimum of orders have been issued by Federal agencies that
cooperate with the State Department of Education. The United
States Office of Education acts largely in an advisory capacity
except in activities connected with vocational and land-grant
colleges.

The Federal Government, however, issues orders in connection with
its various programs of aid for education. In fact, all Federal pro-
visions making funds available for educational purposes have set
up certain stipulations to the State on the use of funds. The
Federal aid to the State for student aid specifies that it be used
for educational purposes, which of course leaves considerable dis-
cretion to the State.

The issuance of orders from the State and Federal governments
tends to make the educational program in the local units more
efficient, standardizes all relations and gives better educational
returns.

2. Reporting: In the State of Virginia there has been a
definite trend toward uniform reports and records of all local
divisions. The State Department prescribes and furnishes
practically all the record forms needed for reporting. Many of
these reports are filled out by teachers, principals, and local
superintendents. In the 1936-37 annual report of the Superintendent
of Public Instruction, the data is more meaningful and reliable than it has ever been. This is due to a better system of reporting.

Although the U. S. Office of Education has no authority to require general statistical reports from the states on the status of education; it does carry on a broad program of collecting, compiling and publishing information relating to education. The Biennial Survey put out by the Office of Education is a standard reference work on current educational progress in the United States.

Reports are required from the State Department of Education in connection with each of the federally aided programs of education. The State Board for Vocational Education is required to make an annual description and statistical report to the Federal Office. Reporting has become an outstanding phase of educational administration at all levels, since it gives a composite picture of practically all phases of education.

5. Planning: In the State of Virginia this involves two types of procedure. First, it is necessary for the State to plan a program that may be adapted to the needs of each local division. Second, the State is in a position to assist local divisions in planning programs for their own progress.

Groups of local people are organized into committees to consider educational matters and to suggest modifications and changes in the State educational program. Virginia has used such a plan very effectively in developing the program for improving instruction.
The State Department cooperates by providing advice and information to local administrators. The Department has assisted local divisions in conducting surveys and planning long range programs especially during the last five years, while there has been so much building and consolidation.

Planning is a very important phase of the Federal-State program. The Smith-Hughes Act which provides for vocational agriculture and home economics, requires that the State must submit to the Federal Board for Vocational Education and the United States Office of Education a plan giving the manner in which the program is to be conducted.

In regard to planning the services of the Office of Education are of two types—studies of national problems and studies within the States. The Office of Education conducts surveys within the State upon request by the State Department.

The program of State planning for the local divisions and of Federal and State planning, together, should go a long way toward shaping a long range, over-all program of education that will meet the needs of coming generations. Planning is important when it is made with a view to the future needs of the State and community. It makes possible systematic educational progress.

4. Supervision: The State Department is in a position to supervise nearly every activity of the local units.

For instance a local school board may initiate a school building program, but the Virginia school law says:
"No public school house shall be contracted for, erected, or added to, until the plans and specifications have been approved by the State Superintendent of Public Instruction." 73

The State Department of Education in Virginia provides a consulting service to assist local officials in the solution of their problems. Other media of supervision are the several divisions in the State Department, which have already been analyzed.

As pointed out in preceding pages of this chapter, local divisions are supervised by the State Department. The object of supervision is the attainment of a uniform school program. A common educational purpose will activate an entire school system from the State to the community level as much as any amount of mechanized devices. In other words, the coordinating force of the administration, especially in educational administrations, is more effective than organization. Federal supervision has been undertaken in the administration of the various federally aided programs of education. This has been especially true in the building program with P.W.A. funds. For many years the Federal authorities for vocational education have developed methods of examining state programs in order to determine whether requirements are being followed. The Federal supervisors have devoted much time to the inspection of instruction and their suggestions have influenced the development of programs.

73 Virginia School Laws, Ch. 35, S. 471, p. 36.
In the field of vocational education and rehabilitation it has been the chief duty of the Federal representatives to work with the State directors and supervisors in carrying out their programs.

Another phase of the supervision program is the distribution of bulletins of various kinds, to those who take part in programs aided by the Federal government. It is felt by some that the supervision of federally aided projects should be left entirely to the State, but I can see no objections to Federal supervision if it is done in cooperation with State authorities. There have been marked results in the programs supervised by the Federal government, especially in the construction of new buildings and the equipment installed.

5. Auditing: Virginia has placed much emphasis on auditing in relation to grants made to local divisions. The Legislature has provided that:

"The Auditor of Public Accounts...may at any time, examine the books and accounts of county and city school boards."74

This audit is certainly necessary if there is to be a sound fiscal system in the handling of the school funds.

Provision for auditing are very necessary in the administration of Federal and State grants where specific purposes are enumerated. By the audit it is possible to determine whether funds have been used in accordance with the purposes of the appropriation. Provisions for audit have been included in every Federal Aid Act since the Appropriation Act of 1935.75

75 Advisory committee on Education, Organization and Administration of Public Education, p. 127.
Congress, Federal agencies and the Comptroller-General of the United States may take part in the making of rules setting forth the purposes for which grants may be made, and these rules serve as a basis for the audit.

The appraisal of expenditures within the State is the responsibility of the agency administering the grant.

It is found that the agencies which administer Federal grants for educational purposes do not employ technically trained auditors to examine the accounts. The practice of having audits made by men who are trained in the technical aspect of the service rather than by technically trained auditors indicates that the Federal agencies seem to place more emphasis on the general purposes for which the funds are used rather than on the detailed accuracy of the accounts.76

6. Personnel: The State Department of Education requires that each teacher in the elementary and secondary schools have a certificate before he begins work. By the issuance of certificates the State establishes the minimum qualifications for the teaching personnel.

Minimum qualifications are prescribed for the various classes of schools. The pressure on local school administrations to meet the standards is so great that the State Department practically dictates the certification of teachers. Minimum qualifications for

76Ibid., p. 131
Superintendents are prescribed by the State Department which gives the State an active part in their selection.

There is no doubt but that it is the duty of the State to set up minimum requirements for the teachers and School Superintendents. The State's part in this has and will have a marked influence toward improving the teaching personnel throughout the State.

The procedure used by Federal agencies with reference to selection of personnel within the State is determined by Federal regulations. In the passage of the Social Security Act, for example, Congress has prohibited the setting up of Federal standards for the State in six of the eight social fields for which Federal grants are made. The Social Security Board is encouraging the selection of State personnel by means of the merit system within the State.

There is a tendency in the State and National government to get away from political influences in the selection of personnel for technical positions.

7. Research: Most educational research has been conducted by the State rather than by local divisions. Many of the local divisions are too small to provide adequate research facilities.

The services provided by the State Department in conducting surveys in local divisions is one of the most important phases of State-local relations. If local authorities request it, the staffs of the State Department will conduct comprehensive studies of a

73Ibid., p. 132
particular division and make proposals for a long-term program.

Important reorganization often results from these surveys as evidenced by the surveys made in Charlotte County, where one high school now takes the place of six, and better educational opportunities are offered.

One of the most important Federal State relations is in the field of educational research. Federal agencies are in a better position to collect and evaluate information on a nation wide basis. These studies enable the State to compare its system with others, and they usually suggest means of improvement. The State can often apply recommendations made from these surveys in other States to its own problems. The major source of information available to the State comes through the United States Office of Education. It is the policy of the Office of Education to give attention to major educational problems and to plan long-term programs of research.

In the State--local--Federal relations it is felt that the major problem is to ascertain what educational functions can best be performed by each level of government and to coordinate the activities of all three levels to the end of providing the services essential to carrying out these functions for an effective educational program.
State and Local Support. The budget recommendations for the State Board of Education for 1940-42 proposed to meet minimum educational programs for public schools by successive steps. The proposed appropriations would increase the present state-wide distributions of $500 per teaching unit to $550 for the first year of the biennium, and for the second year to $610. The minimum asked for by the Virginia Education Association was $720.

A total increase for the biennium of $2,504,525 was recommended in the budget, a sum which was far short of the amount asked for by the Virginia Education Association.

The largest amount of the appropriations for education is spent for instruction.

The following tables, I and II, are given to show the comparative receipts and disbursements of 1938-39 with 1937-38 in the counties and cities of Virginia.

---

1 Commonwealth of Virginia, Budget, 1940-1942, p. 10.
2 Ibid., p. 10
<table>
<thead>
<tr>
<th></th>
<th>Counties</th>
<th>Cities</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Receipts</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>From State funds</td>
<td>$6,159,050.12</td>
<td>$1,495,699.61</td>
<td>$7,653,729.73</td>
</tr>
<tr>
<td>From county (or) city funds</td>
<td>$7,491,904.77</td>
<td>$6,440,187.32</td>
<td>$13,932,092.09</td>
</tr>
<tr>
<td>From district funds</td>
<td>$820,400.00</td>
<td>$820,400.00</td>
<td></td>
</tr>
<tr>
<td>From other funds</td>
<td>$1,335,634.86</td>
<td>$600,187.04</td>
<td>$1,935,821.90</td>
</tr>
<tr>
<td>From loans and bonds</td>
<td>$1,576,716.69</td>
<td>$185,186.00</td>
<td>$1,761,802.69</td>
</tr>
<tr>
<td><strong>Total receipts and balances</strong></td>
<td>$24,543,573.44</td>
<td>$632,710.76</td>
<td>$25,176,284.20</td>
</tr>
<tr>
<td><strong>Disbursements</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administration</td>
<td>$278,470.49</td>
<td>$207,700.94</td>
<td>$486,171.43</td>
</tr>
<tr>
<td>Instruction</td>
<td>$9,199,526.78</td>
<td>$6,503,156.58</td>
<td>$15,602,683.36</td>
</tr>
<tr>
<td>Instructional costs</td>
<td>$197,456.47</td>
<td>$520,041.20</td>
<td>$717,497.67</td>
</tr>
<tr>
<td>Co-ordinate activities</td>
<td>$43,435.79</td>
<td>$99,953.00</td>
<td>$143,388.79</td>
</tr>
<tr>
<td>Auxiliary agencies</td>
<td>$2,059,675.75</td>
<td>$112,953.79</td>
<td>$2,152,629.54</td>
</tr>
<tr>
<td>Operation of school plant</td>
<td>$909,025.07</td>
<td>$677,903.47</td>
<td>$1,586,928.54</td>
</tr>
<tr>
<td>Maintenance of school plant</td>
<td>$453,752.59</td>
<td>$252,601.74</td>
<td>$706,354.33</td>
</tr>
<tr>
<td>Fixed charges</td>
<td>$261,565.52</td>
<td>$69,281.17</td>
<td>$330,846.69</td>
</tr>
<tr>
<td><strong>Total all operations</strong></td>
<td>$13,829,090.65</td>
<td>$8,049,632.06</td>
<td>$21,878,722.71</td>
</tr>
<tr>
<td>Capital outlay</td>
<td>$2,827,354.62</td>
<td>$886,916.31</td>
<td>$3,714,270.93</td>
</tr>
<tr>
<td>Debt service</td>
<td>$1,658,549.54</td>
<td>$134,898.21</td>
<td>$1,793,447.75</td>
</tr>
<tr>
<td>Balances at close of year</td>
<td>$2,022,267.02</td>
<td>$531,393.15</td>
<td>$2,553,660.17</td>
</tr>
<tr>
<td><strong>Total Disbursements and Balances</strong></td>
<td>$19,837,340.15</td>
<td>$9,382,994.73</td>
<td>$29,220,334.88</td>
</tr>
</tbody>
</table>

3 *Superintendent's Annual Report, 1937-38, p. 151
### TABLE II

**SUMMARY OF FUNDS RECEIVED AND DISBURSED BY THE COUNTY AND CITY SCHOOL BOARDS**

*Session 1938-1939*

<table>
<thead>
<tr>
<th></th>
<th>Counties</th>
<th>Cities</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Receipts</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>From State funds</td>
<td>6,859,998.78</td>
<td>1,721,917.27</td>
<td>8,581,916.05</td>
</tr>
<tr>
<td>From county (or) city funds</td>
<td>9,036,577.82</td>
<td>6,533,893.63</td>
<td>15,571,471.45</td>
</tr>
<tr>
<td>From district funds</td>
<td>784,368.54</td>
<td>4,120.05</td>
<td>788,488.59</td>
</tr>
<tr>
<td>From other funds</td>
<td>2,826,970.67</td>
<td>1,333,784.12</td>
<td>4,160,754.79</td>
</tr>
<tr>
<td>From loans and bonds</td>
<td>4,314,586.95</td>
<td>447,019.83</td>
<td>4,761,606.78</td>
</tr>
<tr>
<td><strong>Total receipts</strong></td>
<td>22,804,825.74</td>
<td>10,244,760.70</td>
<td>33,049,586.44</td>
</tr>
<tr>
<td><strong>Balances at beginning of year</strong></td>
<td>2,045,595.84</td>
<td>474,251.21</td>
<td>2,520,847.05</td>
</tr>
<tr>
<td><strong>Total receipts and balances</strong></td>
<td>24,850,421.58</td>
<td>10,718,911.91</td>
<td>35,569,333.49</td>
</tr>
<tr>
<td><strong>Disbursements</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Administration</td>
<td>407,461.73</td>
<td>213,610.16</td>
<td>621,071.89</td>
</tr>
<tr>
<td>Instruction</td>
<td>9,926,444.34</td>
<td>6,541,033.21</td>
<td>16,467,477.55</td>
</tr>
<tr>
<td>Instructional costs</td>
<td>238,693.84</td>
<td>513,766.15</td>
<td>752,459.99</td>
</tr>
<tr>
<td>Co-ordinate activities</td>
<td>50,015.20</td>
<td>102,060.61</td>
<td>152,075.81</td>
</tr>
<tr>
<td>Auxiliary agencies</td>
<td>2,361,295.03</td>
<td>162,286.29</td>
<td>2,523,581.32</td>
</tr>
<tr>
<td>Operation of school plant</td>
<td>846,485.93</td>
<td>675,072.33</td>
<td>1,521,558.26</td>
</tr>
<tr>
<td>Maintenance of school plant</td>
<td>418,772.51</td>
<td>283,846.96</td>
<td>692,619.47</td>
</tr>
<tr>
<td>Fixed charges</td>
<td>241,301.24</td>
<td>56,293.13</td>
<td>300,594.37</td>
</tr>
<tr>
<td><strong>Total all operations</strong></td>
<td>314,438,356.52</td>
<td>8,356,765.86</td>
<td>322,815,122.38</td>
</tr>
<tr>
<td>Capital Outlay</td>
<td>5,826,405.72</td>
<td>1,192,455.42</td>
<td>6,918,861.14</td>
</tr>
<tr>
<td>Debt service</td>
<td>2,041,025.94</td>
<td>176,142.55</td>
<td>2,217,168.49</td>
</tr>
<tr>
<td><strong>Total Disbursements</strong></td>
<td>322,355,856.18</td>
<td>9,325,549.25</td>
<td>331,681,405.43</td>
</tr>
<tr>
<td>Balances at close of year</td>
<td>2,494,459.40</td>
<td>1,093,642.88</td>
<td>3,588,102.28</td>
</tr>
<tr>
<td><strong>Total Disbursements and Balances</strong></td>
<td>24,850,817.68</td>
<td>10,718,951.01</td>
<td>35,569,768.69</td>
</tr>
</tbody>
</table>

*Note:* Figures may not add up due to rounding.

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From the above figures of receipts it is found that there was an increase of 1933-34 over 1937-38 of $943,166.32 in State funds; $239,536.36 in county and city funds; $516,606.66 decrease in district funds; $2,260,982.89 increase in other funds. In the total receipts there was an increase of $6,429,664.63. There was an increase of $965,054.29 spent for instruction, and $3,504,615.21 for capital outlay.

In 1933-34 there was a total of $1,184,664 spent for transportation, which was an average of about $12.30 per pupil. 5

In 1933-34 there was a total of $1,151,916 spent for vocational education which was the largest sum ever spent in any one year. 6

DIAGRAM NO. 1.

Average Annual Salary of Teachers, Supervisors and Principals, 1935-1936. 7

Note: Data taken from page 25, Bulletin 1937, No. 2, United States Office of Education, Department of the Interior.

<table>
<thead>
<tr>
<th>Highest State</th>
<th>$2347.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States Average</td>
<td>$1293.00</td>
</tr>
<tr>
<td>Virginia</td>
<td>$810.00</td>
</tr>
<tr>
<td>Lowest State</td>
<td>$504.00</td>
</tr>
</tbody>
</table>

5. Ibid., p.240-243.
6. Ibid., p.266.
The average annual salary of teachers in Virginia in the above diagram has been increased, but not in proportion to the needs.

The teacher is beyond doubt the very heart of the State school system, and the need for better salaries is evident; yet there is an increasing budget without a proportional increase in the total amount spent for instruction. The average salary of all teachers for the year 1933-39 was $340.00 or $54.00 above the previous year average of $886.00.\(^8\)

This does indicate that there is a trend toward better salaries for teachers. Although statistics are not available for 1939-40, there will be a slight increase over 1933-39. It is felt that the major educational problem in Virginia for the future will be better salaries for teachers and a balanced budget.

The quality of the teacher employed very largely determines the quality of instruction. The abler teachers cannot be held in Virginia at the low salaries now paid.

The Annual Report of the Superintendent of Public Instruction 1933-1939 shows a wide variation in salaries. For example, the average salary in Arlington County was $1178 while in Buckingham County it was $477.\(^9\) This condition should not exist in a State where the policy is equalization of educational opportunity.

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Comparison of Expenditures

The following diagram shows how Virginia compares with the nation as a whole, the highest State and the lowest State, in expenditures per pupil in average daily attendance.

DIAGRAM No. II.

Annual Expenditures Per Pupil in Average Daily Attendance, 1935-1936. 10

Note: Data taken from page 100, Bulletin 1937, No. 2, United States Office of Education, Department of the Interior.

<table>
<thead>
<tr>
<th>State</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highest State</td>
<td>$146.90</td>
</tr>
<tr>
<td>United States Average</td>
<td>$80.80</td>
</tr>
<tr>
<td>Virginia</td>
<td>$21.80</td>
</tr>
<tr>
<td>Lowest State</td>
<td>$27.15</td>
</tr>
</tbody>
</table>

Diagram No. 2.

There is no factor which has more direct bearing on the quality of education within a State school system than the expenditure per pupil. By this standard it is clear that the Virginia schools are greatly handicapped. The per capita cost in 1935-36 was $50.80, but this is far below what the average should be. With the ability of Virginia to pay for education, the average spent per pupil should be at least the average for the United States.


10 Information, Bulletin No. 2, Richmond, Virginia, July 1937, F. E. L.
The wage rates shown in Table III were taken from Bulletin of Information, No. 2, of the Virginia Education Association, Richmond, Virginia, July 1939, for skilled workers and unskilled workers. Those for teachers were taken from the report of the State Superintendent of Public Instruction for 1930-1939.

TABLE NO. III

Wages of Teachers and Other Workers

<table>
<thead>
<tr>
<th>Classification of Worker</th>
<th>Rate Per Hour</th>
<th>Rate Per Week (40 Hours)</th>
<th>Rate Per Year of 50 Weeks (Two weeks vacation assumed).</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bricklayers</td>
<td>$1.50</td>
<td>$60.00</td>
<td>$3000.00</td>
</tr>
<tr>
<td>Carpenters</td>
<td>.90</td>
<td>36.00</td>
<td>1800.00</td>
</tr>
<tr>
<td>Electricians</td>
<td>1.00</td>
<td>40.00</td>
<td>2000.00</td>
</tr>
<tr>
<td>Painters</td>
<td>.85</td>
<td>34.00</td>
<td>1700.00</td>
</tr>
<tr>
<td>Plasterers</td>
<td>1.25</td>
<td>50.00</td>
<td>2500.00</td>
</tr>
<tr>
<td>Plumbers</td>
<td>1.00</td>
<td>40.00</td>
<td>2000.00</td>
</tr>
<tr>
<td>Laborer (Unskilled)</td>
<td>.40</td>
<td>16.00</td>
<td>800.00</td>
</tr>
</tbody>
</table>

The Teaching Year is Usually Nine Months

<table>
<thead>
<tr>
<th>White Teacher Average</th>
<th>$12.00</th>
</tr>
</thead>
<tbody>
<tr>
<td>Negro Teacher Average</td>
<td>$9.00</td>
</tr>
<tr>
<td>Average For State</td>
<td>$10.00</td>
</tr>
</tbody>
</table>

Table No. III

The table shows that the average annual salary is just $37.00 above that which is earned by an unskilled laborer working in Richmond on the union scale for 50 weeks of 40 hours each. The earning of the bricklayer who has a steady job for 50 weeks in the year would be nearly three times as much as the average teacher. A large proportion of the teachers in

Virginia gets salaries below the average for the State. According to statistics compiled by Reid E. Duncan, Principal, Lee Jr. High School, Roanoke, Virginia on "How Virginia Ranks with the 48 States", published in the Virginia Journal of Education, February, 1938, Virginia ranks as follows among the States in ability to pay, and what is actually paid.

**Ability to pay:**

(a) Taxes paid to the Federal Government (Including Tobacco) ... 7th.

(b) Total taxes collected ... 14th.

(c) Income tax receipts ... 18th.

(d) National Income ... 18th.

(e) Total Wealth ... 18th.

(f) Population ... 20th.

**Attendance, literacy, crime rate and what is actually paid:**

(a) Percent of attendance 5-17 years ... 37th.

(b) Pupil cost Elementary-High School ... 40th.

(c) Value of School property per pupil enrolled ... 41th.

(d) Percent Income spent for education ... 42nd.

(e) Holding power 14-17 years ... 42nd.

(f) Percent of literacy ... 42nd.

(g) Teacher salary ... 43rd.

(h) Percent taxes collected used for education ... 47th.

(i) Crime Rate per M. ... 10th.

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12. Ibid., p. 6
According to figures of Virginia's Budget, 1940-1942, Public Education ranks second as a major function of government in the amount of money paid by the State.

1. Roads------------------ $24,332,905---29.90 per cent.
2. Public Schools--------- $ 9,723,990---15.79 per cent.

1940-1942 State Budget Shows Attitude of the State.

In the 1940-1942 State Budget, submitted by the Governor of Virginia to the General Assembly on January 1940, under the heading 'Classified Summary of Appropriations Out of All Funds', appears the following:

<table>
<thead>
<tr>
<th>Percentage of Total</th>
<th>Two years ending</th>
<th>Two years ending</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>June 30, 1940</td>
<td>June 30, 1942</td>
</tr>
<tr>
<td>Roads</td>
<td>29.90</td>
<td>29.51</td>
</tr>
<tr>
<td></td>
<td>-0.33</td>
<td>-0.33</td>
</tr>
<tr>
<td>State Board of</td>
<td>11.70</td>
<td>12.42</td>
</tr>
<tr>
<td>Education</td>
<td></td>
<td>40.72</td>
</tr>
</tbody>
</table>

The above shows a slight increase in educational funds, but sufficient funds will not be appropriated unless the people of Virginia demand such appropriation.

Another illustration of the same attitude of the State is furnished by the annual salaries paid by the State to the following:

- State Highway Commissioner: $12,500
- State Tax Commissioner: $10,000
- Chief Justice of the Supreme Court: $3,900
- Each Associate Justice of the Supreme Court: $5,500
- Chairman of the State Corporation Commission: $3,200

13. Virginia Education Association of the School Trustees
Association of Virginia, Suffer Little Children, July 15, 1950, p. 46.
Each member of the State Corporation Commission....8,000

Each Director of the Alcoholic Beverage Control
   Board..........7,500

State Health Commissioner............................7,500

Superintendent of Public Instruction............6,000
(The State matches Federal funds out of vocational
   funds, from which an addition of $3000 is paid.)

The salary of the State Superintendent of Public Instruction was
reduced $1500 at the 1940 session of the General Assembly.14

The Superintendent of Public Instruction is at the head of what
is considered an important function of the State, involving the edu-
cation of three-quarters of a million boys and girls of school age,
in school plants worth more than $90,000,000, employing more than
17,000 teachers, handling more than $35,000,000 of local and State
funds per year, and directly contacting practically every home in
the State. The higher salaries above mentioned should not be reduced,
but there is injustice in fixing so low the salary of the head of the
most important business of the State.

The efforts made by Mississippi, the highest, and Virginia, the
lowest, are shown in the following Diagram taken from Bulletin No. 1
Virginia Education Association, Public Relations Committee, June, 1939.15

Virginia ranks $6.10 below the average effort for the Southern States,
as shown in the following diagram.16

14 Acts of The General Assembly 1940 - p. 786
15 Virginia Education Association, Public Relations Committee,
   Bulletin of Information, Bulletin No. 1, Richmond, June, 1939, p. 3.
16 Ibid., p. 2.
As noted in the Diagram, Virginia falls $3,24 below the line of the average of Florida. These figures show that if Virginia made as much effort as Mississippi the amount of money available for schools would be increased about fifty percent. Florida, though falling short in "effort", actually expends $41.58 per child of school age as opposed to Virginia's $26.29. Forty-eight dollars has been designated by the President's Committee as the minimum amount which should be available for each child.¹⁷

The following Diagram show the contrast between wealth per pupil and expenditure per pupil for education in the Southern States. As is shown, these data indicate that Virginia has the poorest showing, with the highest ability rank and next to the lowest rank in effort among the Southern states.¹⁸

¹⁷. Ibid., p. 4.
¹⁸. Ibid., p. 4.
### Diagram No. XV

**Health Per Pupil Enrolled in the United States and In the Twelve Southern States**

<table>
<thead>
<tr>
<th>State</th>
<th>Value</th>
</tr>
</thead>
<tbody>
<tr>
<td>U.S.</td>
<td>9400</td>
</tr>
<tr>
<td>VA.</td>
<td>6600</td>
</tr>
<tr>
<td>TEXAS</td>
<td>5900</td>
</tr>
<tr>
<td>LA.</td>
<td>5500</td>
</tr>
<tr>
<td>TENN.</td>
<td>5100</td>
</tr>
<tr>
<td>FLA.</td>
<td>5100</td>
</tr>
<tr>
<td>KY.</td>
<td>4800</td>
</tr>
<tr>
<td>ARK.</td>
<td>4500</td>
</tr>
<tr>
<td>N.C.</td>
<td>4000</td>
</tr>
<tr>
<td>GA.</td>
<td>4000</td>
</tr>
<tr>
<td>S.C.</td>
<td>3900</td>
</tr>
<tr>
<td>ALA.</td>
<td>3600</td>
</tr>
<tr>
<td>HIS.</td>
<td>2800</td>
</tr>
</tbody>
</table>

19. Ibid., p. 4.
**DIAGRAM NO. V**

Per cent of Tax Resources Expended Per Pupil for Current Cost of Education in the United States and in the Twelve Southern States,

1931-32.

<table>
<thead>
<tr>
<th>State</th>
<th>Per cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>U. S.</td>
<td>28.4</td>
</tr>
<tr>
<td>MISS.</td>
<td>41.8</td>
</tr>
<tr>
<td>N. C.</td>
<td>30.1</td>
</tr>
<tr>
<td>ALA.</td>
<td>29.9</td>
</tr>
<tr>
<td>TEXAS</td>
<td>29.6</td>
</tr>
<tr>
<td>KY.</td>
<td>29.0</td>
</tr>
<tr>
<td>LA.</td>
<td>27.1</td>
</tr>
<tr>
<td>S. C.</td>
<td>26.4</td>
</tr>
<tr>
<td>FLA.</td>
<td>25.3</td>
</tr>
<tr>
<td>TUSK.</td>
<td>24.7</td>
</tr>
<tr>
<td>GA.</td>
<td>24.0</td>
</tr>
<tr>
<td>VA.</td>
<td>21.4</td>
</tr>
<tr>
<td>ARK.</td>
<td>21.5</td>
</tr>
</tbody>
</table>


20. Ibid., p. 5.
The preceding diagram shows that Virginia is far above the other Southern States in wealth per pupil, but that it is next to the poorest State in per cent of tax resources expended per pupil. It is felt that most of the people of Virginia view the problems of education in different lights. The educator views the problem in the light of instruction, the politician in the light of satisfying the majority of his constituents, the taxpayer in the light of his pocketbook. In some communities the purse strings of the school system are controlled by people who are not patrons of the public school. We shall never get the entire amount that some school people think we should get for schools. There will have to be a compromise between what is desired and that is possible.

Graphs I and II which follow show that State and local expenditures increased from $2,000,000 in 1900 to nearly $32,000,000 in 1938. This was an increase of more than 1500 per cent. Graph III shows that the population increased less than 50 per cent during the same period.

These graphs indicate that there has been a great increase in funds each year by the State and local governments since 1900 except during the depression years of 1930-33. As the graphs show there has been an increase in per capita expenditure for education, but as shown in the thesis, the educational needs of the children of Virginia are not met adequately by present expenditures. Educational standards have greatly increased since the founding of the free public school system in 1870. If Virginia is to raise her rank among the Southern States in educational opportunities, she will be forced to increase her appropriations for meeting her educational obligations. Public school men in Virginia have usually contended that ways of raising money for schools, whether by increased taxes
or new taxes is a problem of the legislature. The Biscoe Report, however, discussed in this thesis has avoided this usual attitude and has presented definite proposals for raising money.

The data for Graphs I and II was obtained from the Superintendents Annual Report for 1935-39, and from the figures compiled by William D. Barr, in State and Local Support of Education in Virginia 1870-1936. The data for Graph III was obtained from the Census Reports for 1870 to 1930.
GRAPH I
TOTAL DISBURSEMENTS MADE FROM STATE AND LOCAL FUNDS FROM 1860 TO 1939.
STATE FUNDS IN RED. LOCAL FUNDS IN BLUE.
Graph III

Population of Virginia from 1870 to 1940.
The attitude of some State political and business leaders, has not been very favorable to expanding educational programs. Their attitudes toward education are due to a fear of increased taxation, and the lack of public demand for an efficient school system. This lack of public demand is due in part to the failure of the local superintendents to dramatize the school system and arouse the people to the needs of the schools. Many members of the General Assembly speak favorably of a progressive educational program when approached by citizens who favor an adequate program, but when it comes up for increased appropriations they raise the question; "Where is the money coming from?"

Our present Governor favors a constructive educational program. Such a belief is based on his remarks pertaining to education made in his inaugural address in January 1933. One reason why he has not asked for more money is due to the attitude of the General Assembly on taxation.

Another factor which could contribute much to our educational program is the press. A letter from the Editor of the Richmond Times Dispatch reads:

"The Times-Dispatch feels that in so far as the public schools are concerned, they are not being adequately supported by the State, and that greater stress upon vocational training is needed.

"The paper also feels that the effectiveness of Virginia's institutions of higher learning is being greatly lessened by the fact that there are entirely too many institutions. The ten institutions which we now have ought to be reduced in number, and duplicating functions in the remaining institutions should be eliminated."

21Personal Letter from Virginius Dabney dated January 9, 1930.
If one follows the editorials of our leading newspaper editors he will find that even though they say our school system is not efficient, they also raise the question as to the proper sources of revenue without suggesting an answer thereto.

The Constitution provides that the General Assembly shall establish and maintain an efficient system of public free education throughout the State. In order to aid the General Assembly to meet its obligations in this matter, the Virginia Education Association has prepared a "Three Point Program" which has been wholeheartedly approved by the State Board of Education and the Governor.

The adoption of the "Three Point Program" will be one step toward establishing throughout the State, not only a minimum standard of efficiency in our public school system, but also a public school system free to our boys and girls of school age to carry out that function as set forth in the Constitution.23

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DISCOE REPORT ON SOURCES OF NEW REVENUE IN VIRGINIA

The Virginia Education Association employed Dr. Alvin E. Bisce, Associate Professor of Economics, Bucknell University, to make a study of

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22 Virginia Education Association, Suffer Little Children, Cover page.
23 Ibid.
the sources of new revenue in Virginia. Dr. Bisbee made a rather extensive study and his report contains information that will prove of general public interest, and it should assist the General Assembly in providing revenue required to finance an efficient system of public free schools.

According to statistics compiled by Dr. Bisbee in a bulletin "Sources of Revenue in Virginia", the average tax burden of the South is 5.18% of the State income, while the tax burden of Virginia is 4.34% of State income which is 0.85% below the average of the South.24

The total state income of Virginia is $968,000,000, and 0.36% of this figure is $3,151,200.25

Dr. Bisbee suggested the following sources of revenue:
1. Personal Income Tax.
2. Corporation Income Tax.
3. General Sales Tax.
4. License Fees on Retailers and Wholesalers.
5. Tobacco Taxes.

Personal Income Tax
In the 23 states imposing general income taxes on a graduated basis, Virginia's tax on $5000 gross income is $45.00 or $15.00 below the average.26

Only two of the 23 states collect less than Virginia in the $50,000 class. This shows a lack of progression in Virginia, and it indicates that the incomes in the upper brackets are not paying as much as they equitably can.27

25. Ibid., p. 8.
26. Ibid., p. 17.
27. Ibid., p. 17.
The estimated yield from the increase in personal income tax, at
the rate of 1 per cent up to $1000 income, 2 per cent from $1000 to
$2000, 3 per cent from $2000 to $3000, 4 per cent from $3000 to $4000,
5 per cent from $4000 to $5000, and 7 per cent on incomes over $10,000
should yield between $1,000,000 and $1,500,000. 28 It is felt that the
income tax is the fairest and best tax because it taxes everyone accord-
ing to his ability to pay.

CORPORATION INCOME TAX

The average corporation tax of the South is 4.31 per cent, while
Virginia's is 3 per cent (1938). If Virginia would increase her tax on
this source to 4 per cent or 4.25 per cent, it would increase the revenue
$340,000 or $1,050,000. 29 This source of revenue is good, because each
corporation would pay its proportionate share of income.

GENERAL SALES TAX

A general sales tax of 1 per cent will produce $4,750,000 and a
2 per cent tax, $9,500,000. 30

The advantages of a general sales tax are that it will produce
a large amount of money in a short time, and that it will not noticeably
affect business conditions.

The disadvantages as given by Dr. Bisbee are that the sales tax
is regressive, and it has administrative weakness.

It is felt that the sales tax should not be imposed unless all other
sources are exhausted, since it is a burden upon the poor and falls upon
the necessities of life.

LICENSE FEES ON RETAILERS AND WHOLESALERS

In Virginia the highest charges are made against those with the smallest ability to pay. The retailer pays a tax of 1 to 1.33 per cent on volume of sale from $1000 to $1,500 while the retailer who has a volume of sales amounting to $1,000,000 pays only 0.13 per cent. The wholesaler with a volume of purchases amounting to $10,000 pays 0.50 per cent (per $100) while the wholesaler with a volume of purchases amounting to $1,000,000 pays only 0.13 per cent. 31

Mr. Biscoe's report shows that if the tax rate for each $100 over $2000 for retailers and $10,000 for wholesalers was 0.35 per cent, there would be a total increase in revenue of $713,272.85, while a 0.50 per cent rate would yield $2,197,174.85 in additional revenue. (The above plan would, of course, include the minimum fee of $10 and $20 for retailers and $50.00 for wholesalers.) 32

This source of revenue certainly seems fair since it is based on amount of business done. There is a disadvantage in that the wholesaler would pass the tax on the retailer and the retailer to the consumer.

TOBACCO TAXES

Virginia has no tax on tobacco sales, while 85 per cent of the tobacco crop is in states that do tax tobacco sales. 33

According to Mr. Biscoe's report, Virginia should consume from $97,000,000 to 135,000,000 packages of cigarettes a year, and if there was a tax of two cents on each package the yield should be $1,940,000 annually. 34 This is a good tax since it has proved its value as a source

31. Ibid., p. 34.
32. Ibid., p. 40.
33. Ibid., p. 42.
34. Ibid., p. 47.
of income in other states and as a national tax. Tobacco is not a
necessity, and no hardship will be on anyone if it is taxed. Some
politicians oppose the tax on the ground that it will affect the price
the farmer gets for his crop. It is felt that this attitude is only an
excuse. There is the danger of an increased tax on a commodity decreasing
the revenue. It is understood that the sale of liquor in A.B.C. Stores
had decreased since the Federal tax was added on July 1, 1940.

Criticism of Biscoe Report: This was the first time that the Virginia
Education Association had employed anyone to make a study of proposed
sources of revenue. In this report the Virginia Education Association
presents a positive plan for raising funds to support a definite edu-
cational program.

The only source of revenue proposed by the Biscoe Report is from
increased taxes. One matter, however, which the report does not consider,
is that source of school funds which would come from the savings that
would result from a thorough reorganization of the executive agencies of
the State government. Another source of school funds would occur by
providing for both a territorial and functional consolidation of the
counties of Virginia. Functional consolidation has made some progress
in the State, while territorial has made none at all. A complete over-
hauling of county administration would be wise. Time after time "surveys"
have been made in Virginia showing the savings that would result by
County consolidation and by reform in County administration. 35

35 Report of the Virginia Commission on County Government, p. 7-51
As a school man the author endorses the proposals in the Biscoe report for raising additional revenue. Taxes should not be increased until every effort has been made to improve the entire State and local governmental machinery.
CHAPTER V

SUMMARY AND RECOMMENDATIONS

While the period from 1868 to 1900 was faced with the social problem of the emancipated Negro, the remains of some of the early educational obstacles had slowly to be uprooted. Equal educational opportunities between the whites and negroes were contested in the convention and assembly halls of the State. The friends of the negroes advocated mixed schools as a means of securing equal educational advantages with the whites. The matter was temporarily settled by segregating the two races in schools. These were not the only stumbling blocks with which the newly organized State school system had to contend. The numerous white illiterates made the securing of equal educational opportunity an important matter. The State was in a bad financial condition as a result of the Civil War, and for this reason the schools were struggling for adequate funds. Although the new school system was handicapped and opposed by many, it was not without its friends. Dr. W. H. Ruffner, the first State Superintendent, did much to help the schools during these trying times. He was a continual supporter of the new system. By 1900 the people were encouraged over the progress made by schools and those who once opposed the school system turned in favor of it, so that the educational outlook was much brighter. Increasing appropriations came with steady economic and industrial development, although little outstanding legislation was enacted, in the latter part of the 19th century.
The period 1900 to 1917, was marked by educational conferences which indicated educational expansion. Many of the things which hindered the progress of schools during their early history were gradually being removed. As a result of these progressive movements, a convention which was held in 1902, made additional provisions for schools which have not been greatly modified to this day. The year 1903 was a period of rapid educational expansion in number of high schools, attendance and enrollment in all schools, number of teachers, and value of school property.

The period from 1918 to the present, while affected economically, politically, and socially by the World War and the depression, has been a period of increased educational expansion. More phases of school life were given attention by the General Assembly than during any other similar period. Increased appropriations were made concerning many branches of education.

While State support of schools has continued to increase since its origin, it apparently has failed to keep abreast with State Control. The General Assembly has failed to realize its responsibility for State support to the full extent. The legal basis for State control and support is adequate, but there is still room for the State to expand both its control and support, within the limits of the law.

Educators, newspaper editors and public officials agree that education is a function of the State. The Richmond News Leader and the Richmond Times-Dispatch have stressed the importance of Vocational Education during the past year, so that boys and girls may be trained to do something well.
One reason why public opinion has not demanded more for education is because of the out-moded system of taxation on real estate. Many large land owners and influential people oppose the school system just on that ground.

The State Board of Education controls the general school system. It has final authority in such matters as developing policies for the certification of teachers, classification of schools, and the approval of plans and specifications of school buildings.

Provision for the position of State Superintendent of Public Instruction is incorporated in the State Constitution. He is a member of the State Board of Education and the functions assigned him enable him to exert tremendous influence on educational policy.

The State Department of Education is an extension of the Office of the State Superintendent of Public Instruction, who, through its activities, is able to provide leadership for the educational program of the State. The department coordinates educational activities throughout the State, and carries on research necessary to the solution of educational problems.

As new services have been added to the department, divisions have often been created for them when they might logically have been placed in already existing divisions. This procedure has resulted in duplication of effort and insufficient coordination of activities. There is need for a Supervisor of Transportation due to the increased cost and the vast pupil transportation system in the State.
Since Virginia ranks seventh in taxes paid to the Federal Government, fourteenth in total taxes collected, eighteenth in income tax receipts, eighteenth in national income, nineteenth in total wealth, twentieth in total population, fortieth in pupil cost, forty-first in value of school property per pupil enrolled, forty-second in income spent for education, forty-second in per cent spent for illiteracy, forty-third in teacher's salaries, and forty-seventh in per cent of taxes collected used for education, one may conclude that education in Virginia is not supported in proportion to the State's ability.

Figures on the bright side of the ledger show that the Virginia school term has increased; the average daily attendance has increased; the value of school property has increased; the average expenditure per pupil has increased.

On the basis of the facts presented, education is a state responsibility in Virginia, but adequate funds are not provided.

Education is a vital concern of each level of government. All are participating in its administration. In carrying forward the educational program, certain definite relationships have developed among the various levels.

As Federal and State governments have assumed more responsibility for the financing of educational programs they have also tended to issue regulations governing various phases of these programs. State agencies determine accounting systems and textbooks used by local units, as well as minimum qualifications for teachers and standards for the transportation of school pupils. Federal acts and policies adopted by the Federal
officers administering those acts have a great influence on programs in the State. The purpose for which Federal funds shall be expended are stipulated and many of the procedures for carrying forward the program are determined by Federal agencies.

In a short span of seventy-five years, education has grown from a small undertaking to a complex enterprise largely operated by the State government. In no other governmental service has there been more rapid growth. The belief that education is a State function is partly responsible, but the change came largely as the result of new concepts of government, the inadequacy of local units, and the growth and development of the material resources of the State.

There has been progress in education since 1870. The word progress means better opportunities, a more efficient educational system, and an educational program that is free or supposed to be available to all youth of Virginia. Our educational program in Virginia must be so elastic as to meet the needs of coming generations. This year's needs of our youth cannot be set up as a standard for the needs of pupils years hence, because we are living in a swiftly changing world. When one speaks of pupil needs, it should mean giving pupils an opportunity to prepare themselves for that vocation in which they are most likely to succeed, be it farming, clerking, medicine, teaching, or labor.

The immediate problem in education today is to win the people to the idea of an adequate and efficient educational program. A good public relations program in each county will be necessary. This work should
give a picture of the school as it is and show how improvements might be made. Interest should be stimulated in all taxpayers whether they are patrons or not. The division superintendent does not give as much time as he should to getting the people interested in a school program. The experiment being conducted in Augusta County where a director of instruction is employed to supervise that phase of school work, should give the superintendent more time for public relations program. It would be well to have a Supervisor of Public Relations in the Division of Adult Education, so that there might be unity in the program throughout the State. If we want adequate funds for education the people of Virginia must demand it.

If the agencies of State educational administration are to lead forward in the future it is felt that the following recommendations are wise:

(1) The structure and functions should be flexible in order that changes in the educational needs may be met.

(2) The agencies should be reduced to the lowest number consistent with economy of time and action.

(3) They should be arranged so as to provide unified and harmonious service.

(4) They should be organized so as to permit only expert services and to exclude political interference in their work.

(5) The local superintendent should interpret his school program to the public.
(6) There should be a high degree of coordination of the public in the making of policies through a public relations program.

(7) The function of each agency should be so clearly stated that there is no doubt about the work to be done.

(8) The functions should be so grouped that responsibility for duties may be fixed.

(9) More financial aid from the Federal government, but it should be spent under State supervision.

(10) Increased financial aid from the State.

(11) Avoid trends that might stifle local initiative.

As a function of government, public education should be organized and administered so as to render the maximum benefit to the supporting nation, state and community. The citizen has a right to expect that the public school provide his children and his community opportunities for individual and social development.
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APPENDIX
PROVISION FOR STATE SCHOOL ADMINISTRATION UNDER THE RECONSTRUCTION CONSTITUTION OF 1865.

Voters of the State

Governor
General Assembly
Attorney General

State Board of Education Composed of:
Governor
Supt. of Public Instr.
Attorney General

County Supt. of Schools

Voters of the District

District Trustees
PROVISIONS FOR EDUCATIONAL ADMINISTRATION UNDER THE NEW CONSTITUTION OF 1902.

Voters of the State

General Assembly

House of Delegates Senate

State Board of Education Composed of:

Three experienced educators chosen by Senate from a list of eligibles consisting of one from the faculties of U. of Va., V. M. I., V. P. I., State Normal School at Farmville, School of Deaf and Blind, and College of William and Mary.

Governor, Attorney-
General, Super-
intendent of Public Instruction.

Each Magisterial District constituted a separate school District composed of not more than three school trustees.

Division Super-
intendent subject to confirmation of Senate.
<table>
<thead>
<tr>
<th>Voters of the State</th>
<th>Governor</th>
</tr>
</thead>
<tbody>
<tr>
<td>State Board of Education to consist of seven members; one member for one year, two members for two years, two members for three years, and two members for four years, and thereafter all appointments to fill vacancies, which will be for unexpired terms.</td>
<td>General Assembly to confirm appointments made by Governor.</td>
</tr>
<tr>
<td>State Superintendent of public instruction (after January 1, 1982, when in the light of experience) the General Assembly may provide for the appointment or election of the State Superintendent of Public Instruction in such manner and for such term as it may deem best.</td>
<td>County School Board composed of trustees as prescribed by law.</td>
</tr>
<tr>
<td>Appointment made by State Board of Education in case County Board fails to make appointment.</td>
<td>One Division Superintendent to be re-elected from a list of eligibles certified by State Board of Education for a term of four years.</td>
</tr>
<tr>
<td>Elementary Education</td>
<td>Secondary Education</td>
</tr>
<tr>
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<tr>
<td>1871, The Funding Act. (Ibid., 1871-2, Ch. 336, S.1, pp. 471-480.)</td>
<td>1906, High Schools Established by the State. (Ibid., 1906, Ch. 211, S. 1, pp. 550-51.)</td>
</tr>
<tr>
<td>1902, Provision for Public Education in New Constitution. (Ibid., 1902-3-4, Constitution, Act IX, p. 27.)</td>
<td>1909, Normal Instructions provided in certain High Schools. (Ibid., 1909, Ch. 67, S. 1, p. 69.)</td>
</tr>
<tr>
<td>1930, Preference given to the Establishment of Graded Schools. (Ibid., 1930, Ch. 50, S. 1, pp. 53-54.)</td>
<td>1910, Instruction in Agriculture, Domestic Arts, Sciences, and Manual training provided for. (Ibid., 1910, Ch. 253, S. 1, pp. 362-3.)</td>
</tr>
<tr>
<td>1932, Equalization Fund for Rural Schools. (Ibid., 1932, Ch. 147, p. 191.)</td>
<td></td>
</tr>
</tbody>
</table>
## CHART V (Continued)

**IMPORTANT ACTS INDICATING STATE ACTION REGARDING SCHOOLS IN VIRGINIA SINCE 1869.**

<table>
<thead>
<tr>
<th>Elementary Education</th>
<th>Secondary Education</th>
</tr>
</thead>
<tbody>
<tr>
<td>1934, Provision for an Eight Month School, (Ibid., 1934, Ch. 97, S. 1 &amp; 2, p. 140.)</td>
<td>1916, Terms of Smith-Hughes Bill accepted. (Ibid., 1916, Ch. 75, pp. 131-158.)</td>
</tr>
<tr>
<td>1938, Loans to counties from Literary Fund, (Ibid., 1938, Ch. 42, S. 636, pp. 84-8.)</td>
<td>1938, Act providing for a seven-man commission, two special laws of Virginia relating to the public school system including election or appointment of school officials and report with appropriate bills and Constitutional amendments to the Governor of Virginia sixty days prior to the next session of the General Assembly. (Supt. Memo. No. 962, (April 6, 1938), (p. 5.)</td>
</tr>
</tbody>
</table>