

COMMONWEALTH OF VIRGINIA
STATE BOARD OF EDUCATION
RICHMOND

July 2, 1930

file survey

Supt. O. L. Emerick
Purcellville, Virginia

Dear Mr. Emerick:

I am enclosing the sheet showing March enrollment. We have not computed the average enrollment for these different schools but have the highest and lowest listed in Table 4. *See table 4*

Peters and I just finished going over the report this afternoon and I took it into Mr. Hart and he has put is stamp of approval upon it. We hope to get it copied tomorrow and a copy in the mail to you. I am enclosing pages 13 to 24 which have not been corrected according to Peters' and Hart's criticisms.

Sincerely yours

C. E. Myers
C. E. Myers
Supervisor Division
Research and Surveys

CEM:W

The item of \$9,314.45 paid for the Handley High School as tuition for approximately ninety pupils from the county appears to the Survey Commission as distinctly excessive in view of what the county is paying for elementary instruction and what this report recommends for secondary instruction. So long as the county pays less than \$50 per year per pupil for elementary instruction, it is considered unjust and an improper use of public funds to pay more than \$65 for secondary education. It is hard, if not impossible, to justify a cost for secondary education more than 30% above the cost of elementary education on any other basis than that of special privilege. Even then, it is most likely that the special privileged who go to expensive secondary schools would be much better educated if the procedure were reversed and the first four elementary grades were made the more expensive. This report recommends that the spread between elementary and secondary education costs be lessened for the year 1930-31, and thereafter. Efficient elementary schools is the first responsibility of the State and County School Boards and they cannot be maintained for the present costs. Hence it is imperative that the cost of elementary education be increased in Frederick County. The School Board has it within its power to do this by reducing the amount of money spent for secondary education. Again the State Board of Education and the State Legislature of 1930 have made it clear that public schools should be free and that no tuition should be charged individuals. In harmony with this principle the Commission recommends that the County School Board abolish all high school tuition charges to individuals living in the county. This would mean that, if the present arrangements continue, the pupils in the Handley High School would cost the county approximately \$100 a year each. Paying such an amount would not be consistent with a just distribution of school funds. In other words, under present conditions, Frederick County cannot afford to pay the present charges for tuition in the Handley High School. These costs properly go with a school budget averaging \$80 to \$90 per year per child whereas Frederick

SUMMARY

County has only \$40, or half enough money to afford such an expensive school.

If the Handley High School cannot afford, or is unwilling, to accept the County children for such tuition as the county can afford to pay, the Survey Commission recommends that the County Board offer free transportation to the Stephens City High School until such time as it finds it necessary to establish a new high school at or near the location of the Valley School. The Survey Commission is of the opinion that the county cannot afford to pay more for high school tuition or secondary schools than twice the cost of elementary education in the county, so long as the cost of elementary education is less than \$50 per year per child. According to the recommendations contained herein the cost of elementary education in Frederick County should be a little over \$30 per year per pupil and would justify a maximum expenditure of \$60 to \$70 per pupil per year for secondary education.

SUMMARY

justified when the following conditions obtain:

a. The facilities for free and supervised play at the children's
In the opinion of the Survey Commission:

1. A larger proportion of the school funds should be expended for the following items:
- b. The children have a satisfactory means of reaching their homes

unassisted by the older children.

- a. Instruction (salaries of teachers and principals and supplementary teaching materials.
- c. When proper adjustments are made in the salaries of teachers

working half time or teaching two groups of children.

- b. Salaries of Superintendent and Clerk of the Board.

The varied program now required in the schools should make it

- c. Coordinate Activities (Especially Health Clinics)

profitable for the pupils, and not an excessive hardship upon

- d. Libraries and textbooks

the teachers, for schools to remain in session from 9 a. m. to 4 p. m.

- e. Elementary education

five days a week under the usual type of school organization. When

2. A smaller proportion should go into:

the school year is distributed over a period of forty-eight weeks.

- a. Transportation

or where part-time groups are organized the length of the school

- b. Debt Service

day or class period should be made to fit the new conditions.

- c. Secondary education

- d. Balances

TEACHING LOAD

3. The county cannot afford to spend more than \$60 to \$70 a year per pupil for
secondary education or more than twice the cost of elementary education until
elementary education is costing at least \$50 per year per pupil.

4. All high school tuition charges should be abolished by the County School
and Board, and the public secondary schools should be free for the minimum State
term of eight months.

5. If the Handley School cannot accept the county pupils for what the county can
afford to pay, these pupils should be provided for at Stephens City or a new
school developed at or near the Valley School.

6. Length of School Day. *see p. 22*

The larger number of pupils per teacher should make a longer school day desirable.

The practice of holding first and second grade pupils for one-half day sessions is

justified when the following conditions obtain:

a. The facilities for free and supervised play at the children's homes are equal to those the school affords.

b. The children have a satisfactory means of reaching their homes unassisted by the older children.

c. When proper adjustments are made in the salaries of teachers working half time or teaching two groups of children.

The varied program now required in the schools should make it profitable for the pupils, and not an excessive hardship upon

the teachers, for schools to remain in session from 9 a. m. to 4 p. m. five days a week under the usual type of school organization. When

the school year is distributed over a period of forty-eight weeks, or where part-time groups are organized the length of the school

day or class period should be made to fit the new conditions.

TEACHING LOAD

In the Brief Summary of Facts, page 1, and in Table I, page 7, the average number of pupils per teacher are given for elementary and secondary schools in the county as a whole. In Table 4 on page 17, a more detailed

statement is given of enrollment, attendance, number of teachers employed and number of teachers needed, assuming that an average of one teacher to

thirty-five pupils is a reasonable goal for Frederick County for 1930-31 and the range in teacher load may properly be twenty to fifty-five pupils enrolled.

Name of School	Enrollment	Number of Teachers Needed
Two-Teacher Schools		
Kauffman	35	2
Hayfield	30	1
Gravel Springs	31	2
Carpers Valley	32	2
Walltown	32	2
Brucetown	41	3
Gainsboro	30-43	2
Personal Hill	46	3
Round Hill	46	3
Branson	52	3
Mt. Airy	55	3
Kernstown	54	3
White Hall	61	4
Bryarly	80	5

TABLE 4

Table 4 calls for a total of seventy-seven teachers for the county.

Increased enrollment may require two or three additional teachers, but it is safer

Estimated Number of Teachers Needed in Frederick County

Size of Schools	Number of Schools	Average Daily Attendance	Enrollment	Present Number of Teachers	Number of Teachers Needed
One-Teacher Schools	7	4-13	6-14	7) 12) 12) 4 28
	8	11-15	15-19	8	
	5	14-20	20-24	5	
	12	-----	25-29	12	
	4	-----	30-34	4	
	36	606	766	36	28
Two-Teacher Schools	1	23	30	2) 1) 2) 1) 1) 1) 2) 2) 2) 2) 2) 2) 2) 2) 2) 2) 2 19
	1	27	33	2	
	1	29	41	2	
	1	30	37	2	
	1	31	35	2	
	1	32	38	2	
	1	41	48	2	
	1	30 43	37 55	2	
	1	46	83	2	
	1	46	65	2	
	1	52	56	2	
	1	53	66	2	
	1	54	61	2	
	13	507	648	26	
	Three-Teacher Schools	1	61	69	
1		80	92	3	
Four-Teacher Schools	1	90	112	4) 3) 3) 2) 8) 9
	1	85	102	4	
	1	99	124	5	
	1	192	230	12	
	1	236	262	10	
	1	236	262	10	
Totals	56	1890 1756	2607 2404	103	77

is recommended for Frederick County for the year 1930-31: Table 4 calls for a total of seventy-seven teachers for the county.

Increased enrollment may require two or three additional teachers, but it is safer to employ the smaller number as additions are easier made than reductions. This reduced number of teachers calls for a number of adjustments which will be discussed as follows:

1. Supervision. Increasing the number of pupils per teacher complicates the teachers' work and makes professional advice and help essential. There is probably no educational practice which had more scientific evidence of its worth than that of supervision in rural schools. It is impossible for the County Superintendent to do his other work and in addition supervise instruction in more than twenty-five to thirty classrooms. In a school system of more than twenty-five to thirty teachers, the superintendent would have less time for classroom supervision. Frederick County should employ one supervisor and one assistant.
2. Supplementary Teaching Materials. Teaching without scientific tests, self-help work-books, supplementary readers and reference books is justly comparable to cutting hay with a scythe rather than a mowing machine. Reducing the number of teachers makes such tools for learning imperative.
3. Salary Schedule. Teachers should be paid for services rendered, and it is worth more to teach thirty pupils than to teach twenty. The school progress of the pupils should also be measured by scientific tests and teachers whose pupils do not make creditable progress should be required to improve or be eliminated. The salary schedule may be made to cut across and improve all phases of school work. If eighty teachers do the work formerly done by one hundred, they can be granted a 25% increase in salary at no greater total cost. Frederick County teachers are among the lowest paid of any in the State and increased salaries should have an immediate effect by enabling the county to secure and hold better teachers. The following salary schedule

is recommended for Frederick County for the year 1930-31:

1. A basic salary of \$60 a month.
2. An addition to the basic monthly salary as follows:

a. Elementary Certificate	\$10
b. Normal Professional	20
c. Collegiate	40
d. Collegiate Professional	45
e. Master's Degree	50

3. Also an addition to the basic monthly salary of \$2 per month for each pupil in average daily attendance in excess of twenty-five pupils.

4. Exceptions to the above schedules should be made for the following persons who should be employed as heretofore or as indicated below:

- a. Principals at Middletown and Stephens City
- b. Vocational teachers
- c. Itinerant teachers (see section devoted to this subject)

4. Itinerant Teachers in Frederick County had seven schools with a March 1930 attendance of from four to thirteen pupils, eight schools with eleven to fifteen pupils, and five schools with fourteen to twenty pupils. It is not economical to maintain a traditional full-time school for less than 20-25 pupils in average daily attendance. The results in pupil learning for these small schools are usually very poor. Hence, as a rule, they are as indefensible educationally as they are economically. Two solutions are proposed:

- a. When feasible the small school should be combined with another school to make a reasonable teacher load (20 - 50 pupils in average daily attendance). In such cases no more public funds should be spent for transportation than it costs to maintain a schoolroom. (See "Transportation")

b. Employ itinerant teachers to serve two or more of these small

When it may be practicable to serve two or more of these small schools where consolidation according to the above principle center before beginning school in the other centers, but after is not feasible. Each itinerant teacher should be assigned a school as once started in a center. It should be assigned territory with two or more school centers and containing fifty each week throughout the minimum of three hours and more for more pupils of school age. This would justify a salary of \$100 a month for twelve months of four weeks each. The compulsory school supplementary textbooks, work-books, and an ample supply of age for these groups should be 8 - 16 years instead of 7 - 15 years.

During the spring and summer the teacher should emphasize primary work

and during the fall and winter grammar grade and adult work. Each

pupil should receive at least 480 clock hours of instruction which

must be distributed through a minimum of thirty-six weeks, but

preferably through forty-eight weeks.

Teachers who do exceptionally good work in 1930-31 should be

re-employed for 1931-32 and thereafter at the basic salary of

\$100 a month plus \$24 a year for each pupil taught successfully

in excess of fifty.

The schedule of each itinerant teacher should be worked out to

best fit the local conditions under which she works. The following

proposals are made:

1. When and where only two schools are served and the teacher

can travel between them during the noon hour, half-day

sessions of three hours each are recommended and the teacher

may be employed for only nine months.

2. Where more than two schools are on the circuit (or two schools

are far apart) the teacher may divide her time proportionally

to the number of pupils in each center, spending at least

three hours each week in each center. An exception may be

made to this condition during the first four to six weeks

superintendent. But as is so often the case, when the principal is not especially interested in supervision, better results are obtained by center before beginning school in the other centers; but after assigning the principal a greater teaching load and letting the county school is once started in a center, it should be continued to supervise direct the classroom work. In schools the size of Middletown each week thereafter for a minimum of three hours each week. Mr. Stephens says, the principal should have about one-fourth of his Pupils under itinerant teachers should be furnished free time for general administrative and supervisory duties, and if supplementary textbooks, work-books, and an ample supply of materials to improve classroom instruction, he should have another one-half self-help instructional materials as needed up to, but not exceed one-third of his time free for this. ing in cost the sum of \$6.00 per year per pupil.

5. Reorganization of the Larger Schools. If the larger schools are taught by fewer teachers it will be necessary to reclassify the pupils or reorganize the schools. For example: Middletown has a teacher for each of the seven elementary grades and five for the high school. One teacher for each thirty-five pupils enrolled would call for only 6.6 teachers instead of the present twelve. Or thirty pupils in average daily attendance would call for 6.4 teachers. However, the principal in such a school should be counted as a one-half to three-fourths time teacher and the vocational teachers (due to the specific conditions under which they work) as one-half time teachers. As the vocational teachers divide their time with Stephens City the two vocational teachers and principal should count as about one full time teacher. Six additional full-time teachers would be a liberal estimate for Middletown and take care of a 10% increase in enrollment. Other words, the philosophy of education which placed the emphasis

The teaching load of the principal of a school should depend upon the amount of classroom supervision he does, and this in turn should depend upon his qualifications for, and interest in, supervision. Where principals have the interest and ability to supervise classroom instruction, they should have ample time at their disposal for this purpose. Supervision by the principal is the most economically and, theoretically, the most desirable type of

supervision. But, as is so often the case, where the principal is not especially interested in supervision, better results are obtained by assigning the principal a greater teaching load and letting the county supervisor direct the classroom work. In schools the size of Middletown and Stephens City, the principal should have about one-fourth of his time free from general administrative and supervisory duties, and if he is to supervise classroom instruction, he should have another one-fourth of his time free for this.

6. Length of School Day. See p. 15

LOCATION OF SCHOOL CENTERS

The problem of locating school centers depends upon three factors: first, the type of school system contemplated, second, the factor of distance which includes condition of roads and location and density of population centers and third, the probable changes in the character and location of the school population in the future. The last factor is largely a guessing game, the second factor is subject to accurate measurement while the first is largely a matter of educational philosophy and political expediency.

The results of scientific experimentation in education is causing a reaction against the highly centralized school system and specialization in teaching. In other words, the philosophy of education which placed the emphasis upon "system", "organization", "administration", "mass methods, and "subject-matter" is giving away under the revelations of scientific measurement to emphasis upon "knowing pupils", and "individual methods". Knowing pupils and individual methods

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SPECIFIC SCHOOL CENTERS

1. Winchester is a natural school center for a large section of Frederick County. Elementary school facilities should be provided to the north and south of the city. The Valley School to the north should be enlarged to a two-teacher school at once in such a manner as to make additions easy as increased enrollments make more room necessary. The present Miller School should be re-located to the south and a two- or three-room unit, which may be expanded as needed, should be provided as soon as funds are available.

If the Handley High School will accept the county pupils at a tuition charge of \$60 to \$70 but not to exceed the cost of other high schools in the county or twice the cost of elementary instruction, the county should not provide separate secondary school facilities at Winchester. In the event that the county cannot afford to pay the tuition charge at the Handley High School, the secondary pupils of this section should be transported to Stephens City until such time as high school facilities can be provided at the Valley School.

2. So far as the information before the Survey Commission goes, all other school centers in the county should be maintained except as provided for in other sections of this report.