

The University of the State of New York

The State Education Department

THIRTY-FOURTH ANNUAL REPORT

OF THE

EDUCATION DEPARTMENT

FOR THE SCHOOL YEAR ENDING JUNE 30, 1937

VOLUME 2

STATISTICS

ALBANY

THE UNIVERSITY OF THE STATE OF NEW YORK

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**THIRTY-FOURTH ANNUAL REPORT
OF THE
STATE EDUCATION DEPARTMENT
STATISTICS**

Public Moneys

Moneys for the support of the schools of the State are appropriated annually by the Legislature and apportioned by the State Education Department. The funds for these appropriations are derived from indirect taxation and from the interest on the United States Deposit Fund, the Literature Fund and the Common School Fund. The interest from these permanent school funds, however, provides only a very small proportion of the amount required for the apportionment prescribed by the Education Law. Most of these appropriations are obtained from receipts from tax on incomes, corporations, special franchises, the transfer of stock, inheritance and from other taxes.

Apportionments are made from two funds known as the Academic Fund and the Common School Fund. The quotas apportioned from these funds are as follows:

Academic Fund

Nonresident tuition. An apportionment of \$50 is paid to each school district maintaining an approved academic department, for each qualified nonresident academic pupil attending the high school for at least 190 days including legal holidays. A proportionate allowance is made for an attendance of less than 190 days, if for eight weeks or over. A pupil must reside in a district not maintaining an academic department or must be taking work beyond the grade of the home school if he resides in a district not maintaining a full four-year high school course. No allowance is made for postgraduates or for pupils in classes beyond the grade of the school.

Academic attendance. Moneys appropriated by the Legislature are distributed among the academies complying with Regents rules and regulations, on the basis of the aggregate days' attendance of qualified academic pupils attending the academic department.

In order to share in the Academic Fund, schools must have membership in the University, must show 175 days of actual instruction

in the academic department and at least 1000 days attendance of academic pupils, must make general use of the Regents academic examinations or those set by the College Entrance Examination Board in the third and fourth years of the secondary school course and must meet other requirements as provided by the Education Law and Regents rules. To qualify as academic, pupils must have earned the Regents preliminary certificate or its equivalent.

Common School Fund

Quotas for districts employing one teacher

- 1 \$1500 less 4 mills on full valuation of district
- 2 Transportation quota
- 3 Elementary tuition quota

The sum of the above quotas is apportioned if the district spends at least that amount in excess of four mills on the full valuation of the district. Districts spending less are apportioned the amount spent above four mills, but not less than \$425 plus the transportation and elementary tuition quotas.

Quotas for districts employing two or more teachers (excluding cities)

- 1 Equalization quota
- 2 Transportation quota
- 3 Elementary tuition quota
- 4 Nonresident academic tuition (for districts maintaining academic departments)

Quotas for cities

- 1 Equalization quota
- 2 Nonresident academic tuition

The sum of the above quotas for cities and districts employing two or more teachers is apportioned if the city or district spends at least that amount in excess of five mills on the full valuation of the district. Districts spending less are apportioned the amount spent in excess of five mills, but not less than \$425 a teacher plus the transportation and elementary tuition quotas and nonresident academic tuition.

A brief explanation of the above quotas follows:

\$1500—4 mills. Districts employing one teacher which spend \$1500 or over are apportioned \$1500 less four mills on the full valuation of the district. Those spending less than \$1500 receive

the amount spent less four mills. No district, however, is to be apportioned less than \$425.

The transportation quota is equal to one-half the cost of carrying academic pupils to an outside high school from a district which maintains an elementary school only. Consolidated, central rural and union free school districts may also receive a transportation quota equal to one-half the cost of carrying resident pupils within their own district.

Elementary tuition quota. Districts maintaining a home school and contracting with another district for the instruction of fewer than ten elementary pupils are apportioned an elementary tuition quota at the rate of \$25 a year for each pupil attending 38 weeks or over including legal holidays, or a proportionate amount for a lesser attendance, if for eight weeks or more.

Districts maintaining a home school and contracting for the tuition of ten or more elementary pupils are apportioned an equalization quota which is based on the average attendance in the home school plus the average attendance of the elementary pupils under contract.

The equalization quota is based on the average daily attendance of pupils, the full valuation of the district and the expenditures for school purposes. The district is credited with a certain number of teacher units which is determined from the average daily attendance of pupils in grades 1-8 and in the high school and part-time and continuation schools, in accordance with the formula prescribed by law. The quota is \$1500 for each elementary teacher unit and \$1900 for each academic teacher unit, less six-tenths of a mill on the full valuation of the district. No district, however, may receive more than an equalization quota than the excess spent for all school purposes over the other state aid and five mills on the full valuation nor less than \$425 a teacher.

Central rural schools. These districts receive the same apportionment as union free school districts and also the same apportionment for each district included in the centralization that these districts would receive if school had been maintained in each district. A transportation quota equal to one-half the cost of carrying pupils within the district is also apportioned besides a building quota equal to one-fourth of the amount paid for new buildings constructed after centralization. If a high school district is included in the centralization, the central district receives the \$50 state aid for nonresident tuition not only for pupils attending the central high school from districts outside the centralization, but also for pupils attending the

central high schools from any part of the central district except those residing in the district which formerly maintained a high school. The total apportionment for central rural districts, however, may not exceed the amount spent in excess of five mills on the full valuation.

Consolidated districts may receive the old quotas in effect for these districts on June 1, 1930, if the apportionment on that basis would exceed the apportionment now provided for other districts not consolidated. If the apportionment is made on the consolidated basis, not more than the amount spent in excess of five mills on the assessed valuation may be apportioned.

Contracting districts (not maintaining a home school). These districts receive the same apportionment as if school had been maintained in the district, but may not receive more than the amount spent for tuition and transportation in excess of four mills on the full valuation of the district.

Apportionments from the Academic Fund are made in October and those from the Common School Fund in January and March, except that cities having the same fiscal year as the calendar year receive 60 per cent of the apportionment about February 1st and 40 per cent about October 1st.

During the past year the total amount apportioned, based on the school year 1935-36, was \$121,150,736.30. Of this amount, \$118,249,689.48 was apportioned from the Common School Fund and \$2,901,046.82 from the Academic Fund. The following table gives a statement of the several quotas apportioned from these funds and the increases over last year:

Common School Fund

	AMOUNT APPORTIONED	INCREASE
\$1500 — 4 mills.....	\$5 175 996 94	—\$72 073 85
Equalization quota.....	110 042 273 15	1 080 962 07
Transportation quota.....	1 992 572 16	189 240 11
Elementary tuition.....	26 996 51	2 974 29
Building quota.....	381 900 27	40 337 27
Other quotas.....	512 586 14	26 987 ..
County vocational boards.....	24 358 80	2 308 31
Nonsectarian orphan asylums.....	5 040 51	390 51
Indians.....	88 025 ..	8 550 ..
Total, common school fund.....	\$118 249 689 48	\$1 279 675 71

Academic Fund

Nonresident academic tuition.....	\$2 866 046 82	\$112 748 89
Academic attendance.....	35 000 ..	.....
Total, academic fund.....	\$2 901 046 82	\$112 748 89
Total state aid, all funds.....	\$121 150 736 30	\$1 392 424 60

Of the above total, \$120,998,311.99 was apportioned to the public schools, \$35,000 to academies and \$117,424.31 to county vocational boards, school hygiene districts, nonsectarian orphan asylums and Indian schools. The decrease in the \$1500—4 mills quota in 1934-35 is due to the fact that a number of districts employing one teacher became part of central rural schools in 1935-36. The apportionment on account of these former districts, having been paid to the central schools, accounts for part of the increase in the equalization quota. The increase of \$112,748.89 in nonresident tuition means that there were 2255 more nonresident academic pupils in average daily attendance in 1935-36 than there were in the previous year. The totals in the table above represent the amount apportioned based on the school year 1935-36 which was paid in 1936-37, except 40 per cent of the amount due certain cities from the Common School Fund which will not be paid until October 1937.

The table following gives the actual amount paid during the school year ending June 30:

State aid and increases 1919-37

YEAR PAID	STATE AID	INCREASE OR DECREASE
1918-19.....	\$7 424 440 03	+\$390 885 20
1919-20.....	12 864 462 53	+5 440 022 50
1920-21.....	33 856 116 92	+20 991 654 39
1921-22.....	35 833 018 26	+1 976 901 34
1922-23.....	37 746 051 52	+1 913 033 26
1923-24.....	39 539 584 61	+1 793 533 09
1924-25.....	41 403 686 ..	+1 864 101 39
1925-26.....	42 939 961 37	+1 536 275 37
1926-27.....	55 492 696 49	+12 552 735 12
1927-28.....	71 618 432 95	+16 125 736 46
1928-29.....	78 683 459 23	+7 065 026 28
1929-30.....	88 737 680 39	+10 054 221 16
1930-31.....	98 823 861 15	+10 086 180 76
1931-32.....	103 958 711 03	+5 134 849 88
1932-33.....	104 090 107 12	+131 396 09
1933-34.....	80 307 845 83	-23 782 261 29
1934-35.....	113 429 426 56	+33 121 580 73
1935-36.....	119 381 009 84	+5 951 583 28
1936-37.....	121 002 006 09	+1 620 996 25

The year given represents the time of payment, the amount in each case being based on reports for the previous year. Beginning with 1933-34 the payments during the school year do not correspond with the amounts actually apportioned for the preceding year because of the deferred payment of 40 per cent of the Common School Fund due certain cities. The totals in 1934-35 and thereafter include only 60 per cent of the Common School Fund due these cities for the previous year and the 40 per cent deferred payment from the year prior to that. This accounts for the large decrease in 1933-34 and the increase in 1934-35.

The variation in the increases indicated is due to changes in the laws affecting apportionments. The increase in 1919-20 is due to the provision of an additional teacher's quota of \$100 for each teacher whose salary was increased by that amount and in 1920-21 to greatly increased additional teachers' quotas. The increases from 1927 to 1931 were provided by the Cole Law and to amendments to this law in 1927. The deduction of 5 per cent from the Common School Fund paid in 1932-33 and of 10 per cent in most quotas from this fund in 1933-34 accounts for the small increase in 1932-33 and for part of the large decrease in 1933-34. About \$23,000,000 of the decrease in 1933-34 was due to the 40 per cent deferred payment.

The apportionment from the Common School Fund and the increase over last year in cities, villages and towns, excluding county boards, orphan asylums and Indian schools were as follows:

	<i>Amount apportioned</i>	<i>Increase</i>
New York City.....	\$54 589 121 85	\$383 144 12
Other cities.....	24 025 145 83	—162 737 84
Villages.....	9 313 024 28	128 596 37
Towns.....	30 204 973 21	919 424 24
	<hr/> \$118 132 265 17	<hr/> \$1 268 426 89

The total for towns includes \$8,107,154.20 paid the 158 central schools operating in 1935-36 and that for villages \$196,436.89 paid Dansville and Tupper Lake which are central rural districts employing a superintendent of schools. These figures do not include \$875,319.10 paid to 24 new central schools operating for the first time this year. These districts received the amounts earned by each of the districts in 1935-36, the last year that these operated as separate districts.

An Analysis of the Statistical Data

The data embodied in the following tables have been summarized from the report of 188¹ universities, colleges, professional, technical and other higher institutions; 9 state normal schools; 270 academies; and from the public schools of 59 cities, 97 villages under superintendents and 197 supervisory districts. The reports from supervisory districts include data from 7757 school districts.

Due to consolidation and centralization of schools, the number of school districts under district superintendents has steadily decreased over a period of years. The following table shows the number of districts in towns, as well as the number of cities and villages under superintendents from 1925-26 to 1936-37:

¹ This represents the number counting the separately organized departments of universities as separate colleges. Considering all departments of the universities as one institution makes the number of colleges and higher institutions 88. This does not include 15 foreign colleges incorporated under Laws of New York State, from which reports were received.

Number of school districts in towns, cities and villages, 1926-37

YEAR	NO. OF SCHOOL DISTRICTS IN TOWNS	NO. OF CITIES	NO. OF VIL- LAGES UNDER SUPERIN- TENDENTS	TOTAL
1925-26.....	9 771	59	77	9 907
1926-27.....	9 669	59	82	9 810
1927-28.....	9 566	59	84	9 709
1928-29.....	9 418	59	86	9 563
1929-30.....	9 310	59	88	9 457
1930-31.....	8 969	59	90	9 118
1931-32.....	8 447	59	92	8 598
1932-33.....	8 384	59	93	8 536
1933-34.....	8 341	59	93	8 493
1934-35.....	8 250	59	96	8 405
1935-36.....	8 103	59	96	8 258
1936-37.....	7 757	59	97	7 913

The decrease in the number of districts from last year was 345, while for the whole period it amounted to a reduction of 1994 districts. During the year there were 7 consolidations, including 16 former districts, and 15 centralizations including 284 former districts. The new central rural schools will not begin to function as such until July 1, 1937. The districts included in these centralizations are, therefore, reported as separate districts this year. The 24 central schools organized last year and operating for the first time this year include 359 former districts. There were also 19 districts (including 20 former districts) annexed to central rural schools already operating. This makes the number of consolidated districts 395, including 932 former districts, and the number of central rural districts operating in the supervisory districts this year 182, including 2163 former units. There are also two villages under superintendents organized as central districts including nine former districts, which makes the total number of central rural districts operating this year 184, including 2172 former districts. Fourteen villages under superintendents are also consolidated districts including 42 former districts, making the number of consolidated districts 436, including 974 former districts. In addition, there are five central high school districts.

The 7757 districts outside of cities and villages under superintendents may be classified as follows:

TYPE OF DISTRICT	MAINTAIN- ING ELEMEN- TARY SCHOOLS ONLY	MAINTAIN- ING ELEMEN- TARY AND ACADEMIC DEPART- MENTS	CONTRACT- ING FOR ALL PUPILS	NO SCHOOL OR CONTRACT
Common school districts				
Consolidated.....	265	.....	9	.....
Not consolidated.....	5 986	.....	673	42
Union free schools				
Consolidated.....	20	101	.....	.....
Not consolidated.....	121	353	.....	.....
Central rural districts.....	10	172	.....	.....
Central high school districts.....	.....	5	.....	.....
Total.....	6 402	631	682	42

The decrease in the number of school districts is commonly accompanied by a decrease in the number of school buildings. The reports show that for 1936-37 there were 10,962 school buildings, a decrease of 256 over the previous school year. Of the total number, 1746 were in cities, a decrease of 8; 363 in villages under superintendents, the same as for the preceding year; and 8853 in supervisory districts, a decrease of 248. The decrease in the rural areas reflects the continued consolidation and centralization of schools.

The value of schoolhouses and sites for the year was \$953,138,245, an increase of \$30,348,234. Thus while school buildings are decreasing in number they are increasing in value. This again is partly due to the replacement of several one-room schoolhouses by one modern building. School property in cities and villages also showed an increase in value over the previous year. The total value of public school property has passed the billion mark, now standing at \$1,038,826,367, this being \$32,983,986 more than for the previous year. As indicated above, more than thirty million dollars of this increase was for buildings and sites.

Volumes in school libraries numbered 5,702,195, an increase of 259,935 over the previous year.

The total school census for the year showed 3,879,504 children from birth to 18 years of age. This was 38,543 fewer than for the preceding year. There was a decrease of 30,001 in cities, an increase of 596 in villages under superintendents, and a decrease of 9138 in

supervisory districts. The percentage decrease in total census over the previous year was 1.3.

Registration of pupils in regular day schools was 2,284,838, or 3205 fewer pupils than for the previous year. The elementary school registration was 1,613,425, a decline of 20,306. The high school registration was 671,413, an increase of 17,101, but not enough to offset the decline in the elementary school. Elementary school registration, as will be noted from the tabulation that follows, began to decline in 1931-32 and has continued to fall since that year. On the other hand, secondary school registration has continued to increase. This increase was large enough to offset the decline in elementary school registration for a few years, but beginning with 1934-35 total registration began to decline and has continued that trend to date.

Registration in public schools 1926-37 (excluding duplicates)

YEAR	ELEMENTARY	SECONDARY	TOTAL
1925-26.....	1 642 599	318 776	1 961 375
1926-27.....	1 677 388	343 038	2 020 426
1927-28.....	1 688 012	370 704	2 058 716
1928-29.....	1 707 232	389 105	2 096 337
1929-30.....	1 716 382	425 097	2 141 479
1930-31.....	1 718 242	471 557	2 189 799
1931-32.....	1 715 727	524 469	2 240 196
1932-33.....	1 700 268	586 679	2 286 947
1933-34.....	1 685 613	613 137	2 298 750
1934-35.....	1 661 964	636 584	2 298 548
1935-36.....	1 633 731	654 312	2 288 043
1936-37.....	1 613 425	671 413	2 284 838

It should be noted that the registration figures given above exclude duplicates, and will, therefore, not agree with figures given in table 4 of exhibit C or in tables 4 and 5 of exhibit D. Neither do the data above include registration in the part-time and continuation or evening schools.

During the year there were 33,216 pupils registered in part-time and continuation schools, 46,472 in evening vocational schools, 40,009 in Americanization classes, and 93,533 in other evening schools. The total for all evening schools was 180,014, a decline of 4968 over the previous year.

In spite of a slight decline in total registration, the average daily attendance of pupils was higher than for the previous year, standing

at 1,998,850, an increase of 1745. The per cent of attendance to total enrolment was 87.49, slightly better than for the previous year. For cities, it was 86.81, for villages 89.53 and for supervisory districts 89.25.

Per cent of attendance to registration over a period of years is shown below for the three groups of localities:

Per cent average daily attendance is of registration in public schools, 1929-37

YEAR	CITIES	VILLAGES	SUPERVISORY DISTRICTS	TOTAL
1928-29	85.90	84.64	86.53	85.94
1929-30	86.93	88.34	87.56	87.14
1930-31	86.62	88.55	89.39	87.28
1931-32	86.91	88.02	89.12	87.41
1932-33	87.38	88.47	88.71	87.72
1933-34	87.38	88.36	88.63	87.62
1934-35	86.89	88.81	88.27	87.31
1935-36	86.86	88.26	88.52	87.28
1936-37	86.81	89.53	89.25	87.49

Over this period of years little change has taken place in the ratio of attendance to registration. Cities consistently show a percentage of attendance to registration slightly below villages and supervisory districts.

When registration is analyzed by grades, an apparent inconsistency must be explained. As noted below, registration in grade 8 is 7.8 per cent of the total registration (including duplicates) while in grade 9 or first year of high school it is 10.6 per cent of the total. This situation is due to the fact that many schools promote eighth grade pupils who have earned preliminary certificates in January to the high school. Since the registration is reported for the last grade or department in which the pupil is registered, such pupils are included in the number of first year high school pupils although they were registered during the first semester in grade 8. In addition, many pupils completing the elementary grades in private and parochial schools enter public high schools.

Registration by grades and per cent registration is of elementary, secondary and total

GRADES	REGISTRATION	PER CENT	
		Of total elementary registration	Of total registration
Kindergarten.....	85 813	5.2	3.7
1st grade.....	205 831	12.6	8.8
2d grade.....	181 045	11.1	7.8
3d grade.....	182 973	11.2	7.9
4th grade.....	186 194	11.4	8.0
5th grade.....	191 758	11.8	8.2
6th grade.....	187 864	11.5	8.1
7th grade.....	185 664	11.4	8.0
8th grade.....	182 151	11.2	7.8
Special.....	42 602	2.6	1.8
Total.....	1 631 895	100.0	70.1

HIGH SCHOOL	REGISTRATION	PER CENT	
		Of total high school registration	Of total registration
1st year.....	246 672	35.4	10.6
2d year.....	202 021	28.9	8.7
3d year.....	134 024	19.2	5.7
4th year.....	105 145	15.1	4.5
Special.....	10 038	1.4	.4
Total.....	697 900	100.0	29.9
Grand total.....	2 329 795	.....	100.0

Duplicates are included in the table above but 16,217 pupils registered in the grades in New York City are not included in as much as registrations by grades from that city are given as of January 1, 1937.

It required 81,657 teachers to instruct the 2,284,831 pupils in the public schools during the school year 1936-37. This is 1631 more than for the previous year. The number by cities, villages under superintendents and supervisory districts is as follows:

	<i>No. of teachers</i>	<i>Increase</i>
Cities.....	53 589	1 397
Villages.....	7 009	190
Supervisory districts.....	21 059	44
State.....	81 657	1 631

The number of teachers, both elementary and secondary, over a period of years is shown below:

Number of teachers in public schools 1926-37

YEAR	ELEMEN- TARY	SECONDARY	TOTAL
1925-26.....	53 990	12 444	66 434
1926-27.....	55 463	13 253	68 716
1927-28.....	56 689	14 160	70 849
1928-29.....	57 913	15 305	73 218
1929-30.....	58 931	16 580	75 511
1930-31.....	59 567	17 921	77 488
1931-32.....	59 904	19 434	79 338
1932-33.....	58 125	20 366	78 491
1933-34.....	57 439	21 073	78 512
1934-35.....	57 016	21 916	78 932
1935-36.....	57 450	22 576	80 026
1936-37.....	57 809	23 848	81 657

This table does not include teachers in evening schools, part-time and continuation schools nor health teachers. It is the number of teachers employed for the legal term of 190 days or more. Teachers employed at any time during the year numbered 89,399, an increase of 2165 over the previous year.

The number of pupils reported as having completed the eighth grade during the year was 124,277, or 1211 fewer than the year before. The number graduated from high schools was 91,533 from day high schools and 2424 from four-year evening high school courses.

Of the pupils registered in the eighth grade 68.2 per cent were graduated, while of fourth year high school pupils 87.1 per cent were graduated. Of those graduated from high school, 35,367, or 38.6 per cent, entered higher institutions. This is a higher proportion than for the previous year. Of the total number, 20,937 entered colleges, 2228 normal schools and colleges and 12,202 professional and technical schools.

The age and grade status of pupils in cities and villages under superintendents as of September 1936 is not much different from

Enrolment by age and grade in villages under superintendents

AGE IN SEPTEMBER 1936

GRADE	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	Total	Per cent in each grade
Kindergarten.....	2 160	5 712	228	15	2	1	5	5	2	2	5	1	1	4	1	1	1	1	8 118	4.65
1.....	92	4 392	3 316	1 456	214	37	426	72	23	4	1	1	1	1	1	1	1	1	14 090	8.07
2.....	1	66	68	6 871	1 766	2 061	610	173	44	10	1	1	1	1	1	1	1	1	12 551	7.19
3.....				3 110	6 630	6 431	2 159	821	277	97	28	16	4	1	1	1	1	1	12 710	7.28
4.....				65	3 288	3 267	6 289	2 459	1 016	410	126	45	9	1	1	1	1	1	13 186	7.55
5.....				2	94	140	2 876	6 077	2 589	1 139	502	202	52	1	1	1	1	1	13 698	7.84
6.....				3	3	11	234	3 129	5 915	2 658	1 437	630	153	29	8	1	1	1	13 690	7.84
7.....							14	16	393	3 738	6 901	4 229	507	117	16	1	1	1	14 212	8.14
8 (1st year high).....							2	2	19	419	3 434	6 412	1 772	114	15	4	1	1	13 919	7.97
9 (2d year high).....									1	38	440	3 069	3 650	1 371	476	104	16	3	17 666	10.12
10 (3d year high).....												3 474	5 028	2 541	1 063	274	55	15	15 906	9.11
11 (4th year high).....												10	2 786	3 867	2 085	661	150	49	12 624	7.17
12 (special or advanced).....													96	375	488	149	66	28	10 135	5.80
13 (special or advanced).....													1	1	1	1	1	1	1 212	0.69
14 (special or advanced).....																			7	0.00
Mental, physical defects and ungraded.....																			1 008	.58
Total.....	2 253	10 161	11 513	11 531	12 027	12 450	12 436	13 102	13 411	14 251	15 938	16 780	14 095	8 797	4 265	1 241	294	97	174 632	.....
Per cent according to age..	1.29	5.82	6.59	6.60	6.89	7.13	7.12	7.50	7.68	8.16	9.13	9.61	8.07	5.04	2.44	.71	.17	.05	.....	100.