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Commonwealth of Kentucky

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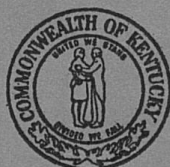
ORGANIZATION, GROWTH

and

SERVICES

of

STATE DEPARTMENT OF EDUCATION



Published by

DEPARTMENT OF EDUCATION

WENDELL P. BUTLER

Superintendent of Public Instruction

Frankfort, Kentucky

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FOREWORD

There is presented in this publication the story of the development of the State Department of Education. This story includes some of the reasons why it was created and the functions it has and is now rendering in providing certain leadership and services in carrying out the public school program.

The accompanying charts show the present organizational form used in the performance of its functions.

The organizational pattern must of necessity be changed from time to time in order to meet requirements of new and ever increasing demands made upon the public school program. These changes are made for economy and efficiency in fulfilling the necessary functions of the Department.

It is hoped that the information contained herein will be of assistance to all who want to know something of the required services of the Department in the performance of its role in the operation of the school system of the State.

WENDELL P. BUTLER
Superintendent of Public Instruction

INTRODUCTION

The State Department of Education came into existence because of the need for a central State agency to make effective the idea of equality of educational opportunity.

This idea was embodied in the Declaration of Independence and further emphasized in the federal constitution. Since man is not born to, but must be trained to, develop his abilities to defend these ideals of the Declaration and the Constitution, all citizens must be provided with an opportunity to fit themselves to defend and enjoy these ideals to the extent of their ability. The ideal of equality of educational opportunity was not only emphasized by the founding fathers of the United States, but it was followed by the leaders in Education in forming and establishing the public school system of our nation and for the Commonwealth of Kentucky.

The need for a central educational agency in Kentucky such as the State Department of Education was not felt until the school districts began to realize the need for educational facilities which they could not support, but which could be had by the merger of the abilities of two or more such districts. The feeling developed, too, that the scope and the quality of educational opportunity, wherever they existed in the State, affected the whole people.

From this grew the idea that if the State should guarantee a minimum program, that would be equally available to all, an ideal of equality of educational opportunity could more nearly be realized than if they continued to operate under a program of total local support. As this idea was developed in community after community, it was soon realized that there was a need for a State agency to encourage local units to exceed State-wide minimums. Such an expansion of the public educational program increased the demand for assistance from a central agency.

Through such developments over the years, the State Department of Education has been raised into a position which requires strong leadership in educational affairs. The results have been advantageous to local school units.

This leadership has further improved and strengthened local programs of education. At the same time, the separation between the functions of the State and the local agencies generally has been carefully maintained so as to promote the growth of local freedom of choice and of operation.

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One of the basic factors involved in providing equality of educational opportunity is that of securing funds with which to furnish substantial equality of training.

A procedure for doing this, insofar as finances are concerned, was stated about 1920 by Superintendent George Colvin. At that time, he expressed a belief that it was a mistaken State policy to deny children in some districts such educational facilities as is given to children in other districts. He said about this situation:

"There is only one sound principle of taxation for the support of schools and that is to levy your taxes where your property is and to spend the money where the children are."

This idea with that advocated by his predecessor, John Breckinridge, in the 1850's of sending funds to districts on the basis of attendance rather than the pupil census is now being carried out by the terms of what is known as the Foundation Program Law contained in KRS Chapter 157.

How this equality of opportunity has gradually grown through the development of the public school system of Kentucky, may be traced in the story sketched in this bulletin. *How* the need arose, *what* was done about it, and *how* it was done is also sketched. This has been done with the hope that there may be had a better understanding and appreciation of the school system that is now in operation.

The organization of the Department and its several service agencies may be determined from the charts presented. The functions of the several service agencies, the procedures for carrying out these functions, and their effects on the several phases of the educational program may be determined from the statements of the several service agencies as outlined.

The basis for the sketches referred to are found in History of Education in Kentucky by Barksdale Hamlet, A History of Public Education in Kentucky by M. E. Ligon, History of Education in Kentucky 1915-1940 by H. W. Peters, and biennial reports and bulletins of the State Department of Education.

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PART I

BEGINNING AND GROWTH

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TABLE I
BEGINNING AND GROWTH
of
STATE DEPARTMENT OF EDUCATION
HOLBROOK, N. Y. 1913-1914

I

THE PUBLIC SCHOOL SYSTEM

A. National Basis

1. Ideals of the Founders

The public school system is typically American. The history of education of the United States shows clearly that the American people have evolved educational ideals and practices which are unique. It has as its purpose the development of responsible citizens. It is based on equality of opportunity in a democracy. It has as its goal freedom, equality and self-government.

The founders of our democracy argued that for these reasons schools were a public necessity. For centuries schools had been controlled by a select group of nobles and churchmen and schooling had been thought of as a luxury. The family that could pay for it, bought it. If it could not pay, the children did without it.

Now in a self-governing republic, representatives of the people would take the place of the nobles and churchmen. It was argued that if the public school was to serve all people, it should have the support of all the people. This meant tax support. This was a new way to support education. Since it benefited the whole community, it should be paid for by the whole community.

It was agreed that if the people paid for schools, they should have a right to control and to oversee them as they provided the educational facilities for their children.

After many years of thought and experience, the early settlers of our nation, in their efforts to provide educational facilities for their children, finally decided that the program of education should be a public tax-supported system and that its control should be close to the people. This type of control laid the foundation for one of the most characteristic features of our American system—local control by lay boards of education. These boards were to be responsible to the State, but ultimately they would be responsible to the people.

As a result of such thinking, education was made a State function rather than being centralized in the administrative control of the Federal Government. Education was a part of a power reserved by the Tenth Amendment of the Constitution to the States or the people.

Since education is a State function, the courts have consistently held that the State Legislature may vest the State educational agency with authority to supervise a State system provided by the Legislature. If local administrative units fail to provide a program of education meeting requirements considered in the interest of the State or for the benefit of the individual, the State agency through its administrative organization may take steps or it may be legally empowered to take reasonable action

in case such program is not provided. Rarely has any State been restricted in its exercise of this power and then only when there has been some restriction of the rights guaranteed by the United States Constitution.

This decision of the people had as its background the American ideals of freedom, equality and self-government. These ideals were based on the belief, as expressed in the Declaration of Independence, that all men are created equal and endowed with certain inalienable rights; namely, life, liberty and the pursuit of happiness. They believed that any government should get its just power to govern from the consent of the people. For generations these have been cherished as a part of our national heritage.

During recent years we have witnessed the rise of powerful challenges of these ideals from without and from within. These challenges have placed our people at one of the crossroads of our history. What we will do with it will depend a great deal upon an educational program closely related to the needs which we face.

The people felt that education must aim at the production of men and women who could share rights and responsibilities in an intelligent manner. This, they said, would require faith, resourcefulness and good judgment. Universal education seemed to be the answer.

The national leadership for a program of education which would continue American ideals was furnished by persons well known in American history, namely Horace Mann, Mass.; Henry Barnard, Conn.; Calvin Wiley, North Carolina; Caleb Mills, Indiana; Samuel Lewis, Ohio; John Swift, California; and John C. Breckinridge, Kentucky. These, with a host of others, spoke, lobbied, organized and sent pamphlets in aid of a program for the establishment of a public school system, which they believed would provide a national educational program in keeping with the American ideals which they shared.

2. The Overall Program

Out of the movement which they led, came the idea of a common school system and which they knew as instruction below high school. Those who thought much about it tended to agree that basically the new school movement would have to provide the following kinds of services:

- a. In order to have an intelligent electorate, there would have to be a basic educational program for the whole citizenry.
- b. To assure a continuing supply of well prepared leaders, there would have to be equality of access to further education.
- c. To provide competent instructors, there should be adequate teacher education facilities.

All these were to be fitted together into a system that would seek at all times to advance and strengthen the American ideals.

B. National Information Needed

During this national movement, one of the representatives to which we have referred, Henry Barnard, an educator from Connecticut, went to Washington, D. C. in 1838 in search of reliable facts about the nation's educational program. To his surprise, he found none. For the next thirty years he led a movement, with his co-workers, for the establishment of a public school system, and to get established in Washington a Federal education agency.

In 1839, one of his activities was to influence those in charge of the 1840 census to collect data concerning schools, academies and colleges, as well as on illiteracy. This data was used in an effort to promote the educational program which they sponsored. From time to time, beginning in the 1840's, he and his leaders in the public school movement made various proposals for the establishment of this central agency in Washington, D. C.

An act was approved in 1867 which provided for a Department of Education to be established and directed by a Commissioner to be appointed by the President. Henry Barnard was the first Commissioner. He held the office until 1870. Over the years, the name of this central agency has been changed and its relationship to other departments shifted until now (1960) it is known as the U. S. Office of Education and is a part of the Department of Health, Education, and Welfare.

Through the years of its history, this office has continued the policies of Henry Barnard in collecting and disseminating educational information and data and in making studies in all aspects of education.

II

EFFORTS TO ESTABLISH A PUBLIC SCHOOL SYSTEM IN KENTUCKY

A. Attitude Toward Establishment

The activity in Kentucky in the establishment of a common school system was in response to the activities of a national force of leading citizens interested in such a system.

Almost from the time of Kentucky's admission to the Union, records show attempts of citizens to provide adequate educational facilities for all the youth of the State. A history of the education program in Kentucky shows repeated attempts and toilsome efforts in behalf of the common schools which often times came to failure when success seemed almost certain. These efforts form a most interesting record in school legislation. Those who laid the foundation

of our State government felt deeply the necessity for educational facilities that would be equally available to all children and which would best suit them to carry out the ideals of the democratic form of government which had been established. Many of the acts of the legislature over the years show strength, conflicts and sincerity of those who sponsored the educational program on which our present education system is based.

B. State Constitution and Education—1891

The State system of common schools adopted in 1838 and finally provided for by the Constitution of 1850 included certain controls advocated by the national committee and recommended by the State committee. These restrictions included a guarantee of freedom of conscience and a separation of church and State in the expenditure of school funds.

The Constitution of 1891 further guaranteed that the management and control of the school system should be separate from the rest of the State government, that funds should be used for school purposes only and that the school system should be under the jurisdiction of a central state agency and controlled locally by boards of education elected by the people.

1. Separation of Church and School

Section 5 of the State Constitution provides:

- a. No preference shall ever be given by the law to any religious sect, society or denomination nor to any particular creed, mode of worship or system of ecclesiastical policy; nor shall any person be compelled to attend any place of worship, to contribute to the erection or maintenance of any such place or the salary or support for any minister of religion.
- b. Nor shall any man be compelled to send his child to any school to which he may be conscientiously opposed.
- c. Section 189 provides that no funds raised for educational purposes, shall be used in aid of any church sectarian or denominational school.

2. Separation of Education from Other Agencies of Government

- a. School elections. Section 155 provides that the election of school districts and other common school district elections shall be under the control of the General Assembly and not governed by the Constitution.
- b. Funds preserved for education. Sections 184, 185 and 188 provide that funds which were formerly used by the State shall be guaranteed to the schools by the issuance of State bonds which bear interest for the benefit of education.
- c. Use of school funds. Section 186 of the Constitution requires that all funds accruing to the school fund shall be used for the maintenance of the public schools of the Commonwealth.

and for no other purpose. Chapter 157 of the Kentucky Revised Statutes prescribes the manner of the distribution of public school funds.

- d. No local or special legislation to be passed. Section 59 of the State Constitution prohibits the General Assembly from passing local or special acts concerning the management of the common schools.

3. General Assembly Authorized to Provide a System of Common Schools

Section 183 of the State Constitution authorizes the General Assembly to create and to provide for the control and management of an efficient system of common schools throughout the State. KRS Chapter 158 creates and defines a uniform system of common schools.

4. A Summary of the Constitutional Provisions Concerning Common Schools

It may be readily seen from the sections of the Constitutions cited above that the Constitution contemplates and authorizes:

- a. A tax-supported system of common schools
- b. That the public school funds shall not be used in aid of any sectarian or denominational schools
- c. There shall be a separation in the control and management of the common schools from other agencies of the government that has been designated by the Legislature in conformity with the Constitution
- d. That the election of trustees or board members shall be under laws prescribed by the General Assembly rather than controlled by Constitutional provisions.

5. School Laws

The General Assembly of the State, as a representative of the people, in compliance with the requirements of Section 183 of the Constitution, has enacted laws for the creation, control and management of a common school system. They have designated certain agencies to be responsible for the operation and control of an efficient common school system. One of those agencies is designated as the State Department of Education, the other as a district board of education.

By specific laws the General Assembly has assigned to each of these agencies certain responsibilities for providing the kind of program which will meet the educational needs of the several communities of the State in such a manner as will, when taken as a whole, provide a citizenry capable of taking its place in the advancement of civilization.

Kentucky is fortunate that the laws requiring State responsibility for the common school system be vested in a central edu-

cational agency rather than being dispersed among two or more boards, commissions or agencies.

The laws of approximately a dozen other departments of government are affected by the educational program in such a manner that they mutually need the advice of each other. Their cooperation is needed to assure that the educational program may profit by certain services of these departments which is essential to the educational program. Examples of such departments are Health, Safety, Insurance, Fire Marshal and the Attorney General.

Many sections of the law might be cited to show the intention of the General Assembly to keep education as the direct responsibility of the people through their boards of education and separate from other governmental agencies and free from partisan politics.

The laws which provide for a State Board of Education and a chief State school officer were designated to have education separate from other State agencies in that they have been assigned by law the specific functions which is in conformity to the requirements of the State Constitution.

KRS 156.140 entitled "The Superintendent to Control Appointment of Division Heads" authorizes the Superintendent of Public Instruction to have general supervision of assistants, agents and employees of the Department of Education. He has authority to set the salaries of the division heads, assistants, agents and employees of the Department, subject to certain applicable parts of law which are not essentially educational in design. These applicable non-educational laws refer to certain stipulations which are applicable to all employees and which are not in conflict with duties and responsibilities of the chief school officer.

A great part of the administration and operation on both the State and local levels is done by regulation. The advantage of this has been that if the regulation is not suitable for any reason, it can be modified and presented for change at the next meeting of the regulatory body.

The legislature has usually confined its activities to enacting laws indicating what is wanted. Ways of doing things; when; where; and how may need to be changed frequently. For that reason these procedures are best carried out through regulation. Any legislative act may need to be changed, but usually no change should be made until a specific program has been in operation long enough to prove its worth or lack of suitability.

The General Assembly has allocated a portion of the responsibility of providing common school educational service to local school districts which are under the control of boards of education elected by the people. Each of these districts has authority under law to determine the facilities which it needs to discharge its educational responsibility.

The control and management of the common schools in these districts is reserved to the local board of education and set apart from other local governmental units.

Local school districts are recognized as basic units in the educational program. Boards of education of these districts are given broad powers by law for the direction, management and operation of the local educational program. The local people look to these boards for local educational freedom, responsibility and initiative. There is conviction of the people in these districts that the preservation of the American way of life depends on keeping control of the schools by electing boards of education by popular vote of the people.

School district boards have served their districts well. They have kept the public schools, **public**, and in the immediate possession of the people rather than of the general government, of professional educators or of private corporations. These boards have also served as the prime protection against the domination of schools by any ism or any centralized pattern for remodeling by society.

Our schools began as local institutions and school boards have kept them that way.

The State Department of Education and the local school units are each responsible for carrying on the educational program suited to the needs of the people of the several communities of the State. They are each separate, but interdependent. They each occupy an essential place in the State system of education. Each provides services which it is especially qualified to perform and which are resulted in the growth of individual citizens. Weakness of one will be detrimental to the welfare of the other. Both must be strong to fulfill their special functions if the educational program is to be best served. This partner relationship is most significant for the best service to the program of education in the State.

The General Assembly, in compliance with the Constitutional requirements stated herein, has enacted into law KRS Chapter 157. Section 157.310 of this chapter states it is the intention of the General Assembly to assure substantially equal public educational opportunities, through a Foundation Program, for those in attendance in the public schools of the Commonwealth. This means that it was its intention to provide by the Foundation Program substantially equal educational opportunities throughout the State. Any district may go beyond the requirements of the Foundation Program Law if it desires to do so. This puts the final choice to be made by the local board of education for the benefit of the local people which it represents.

6. Some Characteristics of the School System Authorized by the Constitution and Provided for By Laws of the General Assembly

The citations of both the Constitution and the laws clearly show that education is thought of as a service apart from other governmental agencies or any particular religious influence.

These show a deep feeling of direct responsibility of the people for education. Education has been considered a unique public service that has obligations which differ from and go beyond and above other governmental services. This is because it deals with the growth of the human mind and its effects continue throughout life. No other governmental service so directly and vitally affects the destiny of a State or nation. People feel that education should be free from partisan politics and that its functions should not become so mixed with other governmental services that it is difficult to differentiate between education and other services of the State.

C. Seminaries or County Academies

The first attempt of Kentucky to establish a school system for its people was by a type of school known as seminary or county academy. Kentucky became a State of the Union in 1792. The first two constitutions, 1792 and 1800, made no provisions for education.

The acts of 1798, 1805, 1808, and 1812 authorized county courts to locate 6,000 acres of vacant land for the establishment and support of the county academy for each county in the State and for each new county which may thereafter be formed.

In addition to the lands, these schools were supported by fines and forfeitures of the counties, by subscription of the people, tuition, gifts, lotteries, licenses, and escheated land and by some money appropriated by the State. Such unstable intermittent sources of income could not be depended upon to furnish a fixed income sufficient to carry forward a school from year to year.

These institutions and the properties which they had accumulated from time to time were finally absorbed by the public school system which was later established.

After 1821, there was a decline in the number of these academies or seminaries for the following reasons:

1. Failure of the system to provide education for the masses.
2. Trustees were negligent in their duties.
3. Donated lands were badly managed.
4. Lack of interest in education for the masses.
5. Economic development and the founding of homes occupied the attention of the people rather than education.
6. Failure of these academies encouraged the establishment of private academies.
7. Agitation for a system of public schools free and open to all children of all people was occupying the attention of the friends of education.

D. Private Academy 1810-1890

Another institution which played an important part in providing educational facilities for the people was the private academy. It was

privately owned and operated. These were usually owned and controlled by religious denominations. Many of them were owned by stock companies. Others were owned by private individuals.

The failure of the seminaries or public academies to meet the needs of the people encouraged the establishment of such private institutions.

As early as 1825, the legislature passed an act which encouraged the establishment of private schools. This act made it legal for five individuals in a community to organize a school. The social, economic, political and religious conditions were very favorable to the establishment of such schools. They were chartered in very much the same manner as the public academies had been.

Since these institutions were privately operated, they charged tuition. In the main, only pupils who could pay tuition attended these schools. This tended to produce a division between the people of means and those who were poor.

In the period from 1850-1890, private schools did their best work. During this period, the public school system was being accepted by the people. The children of the poor attended public schools for three or four months each year while the children of the well-to-do attended private schools for eight or ten months. The public school system was devoted exclusively to elementary instruction. The private schools, in the main, were devoted to instruction on the secondary level. This condition retarded the development of the public school system in the elementary grades and delayed the establishment of public high schools.

Public high schools were operated in the cities. Under a graded school act of 1888, high schools were being established in towns and villages by a vote of the people. The fourth Constitution went into effect in 1891. It prohibited special legislation. After that date, no private schools were chartered.

E. Period of Discussion and Decision

1. Public Interest

Even though neither the first Constitution of 1792 nor the second Constitution of 1800 made provision for a system of schools, history of education during this period gives some evidence that the problem was considered. The matter of education was strong enough to make itself heard in the press. Resolutions were passed expressing desire for some system of public education.

The messages of several governors to the respective legislatures that met annually from 1792 to 1850 indicate that there was some desire of the general public about an educational system. Records as early as 1807 show that Governor Greenup pointed out the fact that the youth would be required to seek facilities for an education in eastern schools because there was none provided by the State. He suggested that it would be better if educational facilities could be secured in schools at home.

The successor of Governor Greenup, Charles Scott, in his last message to the legislature called attention in very general terms to the importance of education. He was succeeded by Isaac Shelby in 1812 who was concerned over the war with Great Britain and he apparently gave no attention to education so far as the records indicate. It was not until about 1816 that Governor Gabriel Slaughter in his four annual messages to the legislature, presented vigorously the cause of education. He made it perfectly clear that he advocated a state system of schools to be supported to some extent by taxation. All four of his appeals fell upon deaf ears as far as the legislature was concerned. No action was taken during his administration to establish a public school system.

2. Literary Fund

In 1820 John Adair became Governor of the State. He followed the example of his predecessor and gave education a prominent place. In response to his plea for education, the legislature passed an act establishing a literary fund.

This act provided:

- a. That one-half of the clear profits from the Bank of Kentucky be set aside for the establishment of a system of general education.
- b. Created a committee to collect such information on education as the committee might deem necessary.

This act was probably the most important and far reaching attempt to that date to provide educational facilities. The committee was to suggest a plan of common schools suitable to the conditions of the State and submit it to the General Assembly.

3. Committee on Planning Common Schools

One year afterwards, Messrs. Barry, Witherspoon, Murray and Pope of the original committee submitted to the legislature an elaborate report which will long rank among the most interesting and important state papers of the Commonwealth. It embodied unanswerable arguments in behalf of the common schools.

An important feature of this able report was the interesting correspondence it contained from eminent men throughout the Union on the subject of common school education.

The committee recommended the establishment of the common school by the following language:

Common schools should be established in the vicinity of those who cannot support their children at county seminaries. To save expense, and to preserve the morals of the children by keeping them at home under the eye of their parents, to bring the means of education into every neighborhood and within the reach of most, if not all of the rising generation, are the grand objects which commanded the attention of the last legislature, and deserves the most serious consideration.

One of the main objections to the establishment of such a system of schools was the cost. The committee met this objection by pointing out the cost of education in the State under private instruction. Common schools were occasionally supported in almost every neighborhood throughout the State. "If they can be supported, as they actually are, without system, it is not absurd to pretend that they cannot be supported with system," they said.

Their report discussed at some length the cost of education under private tuition.

The committee concluded that the rich in Kentucky then paid a sum for the support of schools, which, if it were applied under an efficient system it would be competent to educate every child in the State without aid from the public treasury. The report pointed out as a matter of pride that the State should make an attempt to establish a system of schools. A plan of financing was proposed:

"Our means are ample. The profits of the Commonwealth's Bank, and the property belonging to the State, enabled the legislature to create a school fund of almost any assignable magnitude."

The committee supported two plans to supplement the fund. The first was a tuition charge with poor children being admitted free. The second was to authorize the local district to impose a tax with which to supplement the fund and to permit all children to attend free. This report was the basis for Section 183 of our present Constitution which reads as follows:

"The General Assembly shall, by appropriate legislation, provide for an efficient system of common schools throughout the State."

Mr. Ligon, in his History of Education, says the law creating this literary fund remained in force for about three years and resulted in a fund of \$143,917.44. This was paid into the public treasury, and good evidence points to the fact that the public school system did not receive a penny of this fund.

Although the messages of several governors had, from time to time, called specific attention to education and to the need for the establishment of a system of public school, neither the messages of the governor, nor this able report of the committee, moved the legislature to establish a system of public schools. Evidently, this lack of legislation was due to the interest of the people. They apparently were more interested in internal improvements, a stable system of banking in which money could be obtained at a low reasonable rate of interest, and in a system of locating lands with good title, etc. It was said that no settler was certain that the title of his lands was legal.

The Governor's message of 1827 recommended that the legislature establish a system of common schools, and that the charters

of the county seminaries be repealed and add the property to the general fund for the promotion of education.

4. School Districts

An act of the legislature of 1830 provided that the county courts in several counties lay off counties into school districts. The schools in each district were to be supported by a local tax. This act was not acceptable to the people. Very few counties took advantage of the provisions of the law. The lack of interest on the part of the people made it clear that the idea of common schools supported by local tax was not popular. This failure of the counties to take advantage of the provisions of the act aroused "Friends of Public Education" to the need of stimulating popular interest in a system of universal public education.

In 1833 a convention of educational leaders was held at Transylvania University. During the meeting, statistical information was presented showing the principal facts of the educational conditions in the several counties. In January, 1834, the Kentucky Common School Society was organized. The work of this committee and of this society in setting up educational principals and stating needs came to a close in about 1837. This period in the development of the public school system was characterized by reports of committees to the legislature and by elaborate discussions of the advantages of education in a democracy. It is further characterized by the failure of the legislature to act on any knowledge which was made available.

The act of 1821 creating the literary fund and the act of 1830 making it possible for counties to establish schools, if they desired, were the only important acts since the acts creating the county seminaries. On the whole, the political leaders were not interested in schools for the masses at public expense, even though 20% to 25% of the children were not in school either in the county academies or the private schools.

Probably the greatest single influence against the establishment of a public school system that would be open to all children of all people was the very deep rooted belief that education is a matter of private concern.

The period of 1830 to 1850 is the approximate time which was required to get the public system established in Kentucky. It was a period in which the people made up their minds concerning how a school system might be organized, paid for, and controlled, in order to advance democratic ideals. It was a period of controversy, but it was one in which the public decided that education for all should be provided, both as a service and as a safeguard for the ideals which they held for future existence of the common school system in which they believed.

It was not until 1860 that the trend was very much in favor of public schools.

The period of the 1890's, and the first twenty-five years of the next century, was a period in which citizens accepted the framework of the common school system, and assigned new duties and responsibilities to the system.

III

DEVELOPING THE COMMON SCHOOL SYSTEM— 1838-1850

A. The First Laws

1. Period 1838-1850—Essentially Private Education

When the school system was founded, it was a public, but not a free school system. It was principally privately supported. The first act of the General Assembly toward establishing a system of common schools in Kentucky and a permanent school fund was passed February 23, 1837. This act provided that \$1,000,000 of the \$1,433,757 received from the federal government as Kentucky's part from the sale of public lands was set apart as a basis of the public school fund.

A general law establishing a system of common schools in the State was approved on February 16, 1838.

2. The Most Important Features of this Law

a. State Board of Education

- (1) It consisted of the Secretary of State, Attorney General, and the Superintendent of Public Instruction.

b. Superintendent of Public Instruction

- (1) This office was created and the Governor was to appoint him for a two year period, and he shall prepare and submit an annual report to the legislature.

c. County Courts

- (1) It was the duty of the court to divide the county into a convenient number of districts.

d. Commissioners of Education

- (1) Five competent persons in each county were to be appointed by the State Board of Education (in theory, but the Superintendent in fact). They were to serve twelve months.
- (2) The commissioners were a body corporate to administer affairs of education in each county.
- (3) In conjunction with the trustees of the common schools, the commissioners constituted a committee to examine candidates' certificates to teach.
- (4) They made to the State Board of Education a report annually.

e. Trustees

- (1) These officers of a school district consisted of five trustees, elected by the people, a clerk and a collector.
- (2) Had authority to levy poll tax on every white male inhabitant over 21 years of age.
- (3) They had full charge of the school in their district and shall report annually in writing to the county commissioners.

f. Teacher Qualifications

- (1) Teachers were required to hold certificates of qualifications from the commissioners and trustees of the district in which they teach.

g. Tax of the District

- (1) Taxes were levied upon all taxable inhabitants residing in the district.

h. Exemptions from the Law

- (1) The act did not apply to the cities of Louisville, Lexington, and Maysville.

B. The School Fund

This act of 1838 reduced to \$850,000 the \$1,000,000 which had been dedicated to educational purposes by the 1837 act. The school fund then consisted of 5% of this amount, or \$42,500 annually. This reduction had been made in order to pay the interest on internal improvement bonds. The internal improvements had cost the State millions of dollars. Hamlett states that much of it was of questionable utility and that these funds had been used in what was termed as a "visionary scheme" in turning brooks and rivulets into navigable streams and to improve the navigation of "Goose Creek" and the roads to "Sounding Gap". These had been made at the expense of all the children of Kentucky.

In January, 1847, at the close of Bush's administration, the school fund consisted of \$850,000 plus \$116,375 accrued interest. The interest on this amount at 5% was \$48,318.75. The law passed in 1844 permitted only \$15,000 of this amount to be used for school purposes, with \$5,000 remaining in the treasury. This amount could be drawn out for any other purposes required to maintain the State. That is, if the legislature made appropriations which ordinary revenues did not meet, it had no hesitancy about using school funds, not withstanding the fact that the fund had been asked for on the plea of education and accepted with that understanding.

An act approved February 10, 1845, required that all bonds held by the State for education be delivered to the Governor of the Commonwealth to be burned in the presence of the auditor, and treasurer of the State. The idea back of burning the bonds was based upon the argument of the Sinking Fund Commissioners that neither the principal nor the interest was considered a legal debt of the State. This act requiring the burning of the bonds provided that these bonds be listed.

Due to the efforts of the then Superintendent of Public Instruction, Robert J. Breckinridge, the General Assembly of 1847-48 passed an act directing the Governor to issue new school bonds for all old bonds and interest in arrears for the benefit of the school fund.

In February, 1838, the Rev. Joseph James Bullitt, Pastor of the Presbyterian Church in Frankfort, was appointed as the first Superintendent of Public Instruction. Of the \$850,000 set aside for support of schools, the expenditure for the first year was \$1,005.25 of which \$750 was paid to the Superintendent as salary.

C. Opposition to Public Schools

The principal work at the beginning was to get the school system well established, organized and accepted. Few people today are aware of the arguments, struggles, and tremendous sacrifices that went into the efforts to obtain public schools. Some objection to the system was expressed as follows:

- a. Education of the whole people was said to be a fantastic idea and that it would tend to upset the social order.
- b. To tax for education was highway robbery, some believed.
- c. To have different social classes in one classroom was unwise and for that reason they opposed the common school idea. Some drew a distinction of race and color.
- d. Different religious faiths could not be educated together.

These expressions of doubt and opposition stimulated action on the part of the large numbers who favored the common school with the result that some State legislatures were influenced to pass laws permitting communities to tax for public school purposes.

Many of the frontier settlers built schools as a part of community development. At the expense of the parent, the children would attend the school. They did this because they had faith in the dream that democratic institutions must be intergraded by universal education.

D. Expressions of Public Sentiment

In Mr. Bullitt's report concerning the system he states:

"It soon became evident to my mind that there was need for public sentiment to be created for the success of the new system. It is too often taken for granted that the general benefit of education is sufficiently appreciated. The great defect is that the people do not value education as it deserves.

"In all my travels I witnessed few indications of hostility to the scheme; the discouraging symptoms were coldness, indifference, and ignorance of the subject. These are as fatal to any great enterprise as open opposition; but all of these may be remedied by constant agitation of the subject."

Illiteracy was very great at this time. Superintendent Bullitt requested information on the number of children in each of the counties between the ages of seven and seventeen who were unable

to read. The Commissioners in only one county reported. From that county, it was found that out of 486 males and 403 females, there were 245 males and 222 females unable to read, a percentage of over 53%. Superintendent Bullitt says in his report from other sources of information:

"I am confident that at least one-third of the children of schooling age are unable to read and have no means of common school education."

He further reports that in 1839 he had conversed with clerks of counties, lawyers, physicians, preachers and public men of every description and they all concur in the opinion that *one-third* of our white population is entirely uneducated.

The first annual report of Superintendent Bullitt on the public school system ends with the flowing hope and inspiring appeal to the people to rise up and overcome difficulties.

"What great work was ever achieved without difficulties? Are not rivers to be spanned and mountains to be cut down or cut through, before our railroads and turnpikes can be constructed? Are not locks and dams to be made before our rivers can be made a perpetual highway and yet should its noble work cease because of the difficulties in the way of their completion? It is humiliating to hear the descendants of the hunters and pioneers of Kentucky (after admitting the desirableness of education, yea its necessity for the preservation of our institutions), say there are difficulties in the way, and it *can't* be done. It *can* be done. All that is wanting is the proper appreciation of universal education. Let the idea become rooted and grounded in the minds of our citizens that there is no other way of rendering a republican government durable, but by educating the people. Guardians of the public wheel, I appeal to you with confidence in behalf of what I conceive to be the vital interest of our common country."

Mr. Bullitt's report gives a rather gloomy picture of the future development of the common schools. If the history of development of the common school system is followed, the objections to the system will come out again and again. In the more favored sections of the State where private schools flourished, it was not uncommon to hear the public school referred to as the school for the poor people.

E. Acceptance of School District Law

Districts were very slow in accepting the provisions of the law. Of the ninety counties in the State at that time, only twenty-four had been divided into districts as provided by the law.

Failure of the people to accept the principals of the local taxation for support of the schools presented a discouraging condition for the establishment of a system of common schools under the provisions of the law.

Further gloom and discouragement were added to the situation when Governor Letcher announced in his annual message that there was a deficit in the Sinking Fund and that the Commissioners of this Fund would be unable to pay the interest accruing on the State Bonds held by the State Board of Education. This left the Board without means for meeting the expenses of the schools.

In 1842 Mr. Smith, the Superintendent of Public Instruction, stated that the system was slowly but steadily gaining the confidence of the people. During the year the Commissioners had paid interest amounting to \$2,000 on the bonds. This left due the Board of Education \$76,590.60.

IV

DEVELOPING THE COMMON SCHOOL SYSTEM— 1850-1908

A. Difficulties with Governor Helm and the Sinking Fund Commission

In 1847 R. J. Breckinridge became Superintendent of Public Instruction. It was during his administration that the school system became fully established.

The lack of funds, the indifference of the people, and the failure of the county commissioners to make reports were some of the causes contributing to the failure of the district system.

He proposed two plans for supplying the needed revenue. One was to vote a general tax and the other was to support schools by private subscriptions.

It was during his administration that taxation for educational purposes was begun. In February, 1848, an act of the legislature authorized a vote of the people to raise the 2¢ State tax for school purposes. The vote was taken in August, 1848, and carried by an overwhelming majority.

In 1849, he called attention to the legislature that no provision had been made by law for payment of interest on the bonds held by the State Board of Education. The lack of legal provision for payment of interest on the bonds made the distribution of the school fund to counties uncertain, ineffective, and unsatisfactory. He said in effect "that at the end of every year the State had kept a great mass of the interest due from year to year. The sum due has constantly increased. This leaves the State no alternative but to issue new bonds from time to time, or to repudiate not only an honest, but a sound debt. When the new bonds are issued, no provision is made for the payment of interest on them. The old process goes on with an accumulated ratio of interest holding out to the State the prospect of a debt constantly accumulating and to the school system, less and less capable of being relieved, as the debt due from the State becomes larger and larger."

When the legislature met in 1850, Governor Helm took the position that the bonds issued by the State to the State Board of Education were not a part of the State debt. Dr. Breckinridge argued that they were a debt against the State. Each presented his views clearly.

In an attempt to settle the controversy, the legislature passed an act directing the commissioners of the Sinking Fund to pay the interest annually on the bonds held by the State Board of Education. According to this act, the interest was to be paid out of such resources of the Sinking Fund as shall remain from half year to half year. This was to be done after the semi-annual interest shall have been paid on all bonds of the State other than those owned by the State Board of Education. This made the bonds held by the State Board of Education subordinate to all other outstanding bonds.

The act was vetoed by the Governor. The legislature promptly passed the bill over the Governor's veto.

In the midst of the struggle between the State Board of Education and the Sinking Fund Commission for the payment of interest on the school bonds, a Constitutional Convention was called in 1849. The inclusion of the provisions for education became an issue in the election of delegates to the Convention. The delegates who were pledged to support education, were determined to make provisions in the new Constitution for the support of education. The speeches made at the Convention revealed the intensity of the subject. These speeches showed that they wished to remove the management and control of the school fund from the legislature by making provisions in the Constitution for the control of management of this fund. As a result of the labors of the friends of education, Article Eleven of the Constitution was devoted to education. This actually set aside and dedicated the school fund for the benefit of the schools.

Overriding the Governor's veto was, no doubt, prompted by the will of the people as expressed in the vote in 1848 which authorized the 2¢ tax and also by the acts of the Constitutional Convention which included the school fund in the new Constitution. They were also undoubtedly influenced by the mass of facts submitted by superintendent Breckinridge which showed that the bonds of the State, which were held by the State Board of Education, were a part of the State debt. Governor Helm at the meeting of the 1850 legislature took the position that the school bonds were not a part of the State debt and that the money set apart for schools had never been considered as a part of the public debt.

With the passage of the acts of 1850 over Governor Helm's veto, the struggle for the establishment of the permanent school fund was ended. This act had the following results:

1. Establishment of a permanent school fund.
2. Acceptance of the principle of education of all children at public expense.
3. The overthrow of the English idea of education through private and parochial effort.

This act created a situation whereby the people were then in a position to make effective the system of schools which had been established in 1838.

Acts of the Legislature of 1851

The most important results on the educational system at this time as a result of the new Constitution and the acts of 1851 were as follows:

1. The office of the Superintendent of Public Instruction was changed from an appointive to an elective office for a term of four years.
2. The per capita system of distributing school funds was adopted.
3. The practice of using school funds exclusively for school purposes was adopted.
4. Schools were made free by means of the 2¢ State tax which had been voted in 1848.

B. Recommendations for an Efficient System

In his first report Superintendent Breckinridge enumerated the difficulties that had been in the way of organizing the counties in the beginning and pointed out the way to avoid them. Some of the difficulties he pointed out were:

1. Only a small part of the interest on the bonds, less than one-fifth, was available.
2. The method of distribution has been too complicated.

"If there be one idea said to be more fatal to the school system than any other, it is that school money should be distributed among counties and districts in proportion to the number of children in districts instead of the number of children attending schools in the district. Children who never attend school should no more be considered in distribution school revenue than the same number of people who are not children. If this method were changed and counties knew they would be paid the State's money on the basis of the number of pupils in school, then everybody, not the teacher only, would have an immediate and a vital interest in getting children into school."

This State was 106 years getting this principle embodied in the Foundation Program Law (1954).

3. He introduced a bill including his program of reform. Great opposition was aroused in the legislature to this measure, but by persistent efforts, certain laws were enacted to carry out his recommendations as follows:
 - a. For the first time teachers were required to follow a course of study and a county teachers' institute was established.

- b. The State Board of Education was given power to recommend textbooks from which lists local board of education were required to make adoptions.
- c. Election of the commissioners was placed in the hands of the judges in the county courts.

4. School Districts

He further reported that:

"One of the greatest hindrances in the steady improvement of our schools has been its lack of stability. There have been so frequent changes in the law that not even the lawyers could keep up with them. This lack of stability shows itself in the change of boundary lines in the school districts. The building of schools, locating the schoolhouses, employing and keeping good teachers, and many other needed improvements have been made doubly hard by the shifting of district lines. A man is not very willing to contribute toward building a new schoolhouse in his district when he has no assurance that next year he will not be transferred to an adjoining district that needs a schoolhouse."

"We have never had in this State general territorial divisions smaller than counties."

C. School Fund Made Twenty Cents—1869

The school tax was raised from 5¢ to 20¢ by a vote of the people during the administration of Zachary Smith. This tax caused a change from a system of schools supported by local districts with conditional state aid to a system of State supported schools almost entirely from the funds received from the State as far as teachers' salaries were concerned. Because the schools were being supported almost entirely by the State, the people became rather indifferent. In his discussion with the people for the tax, Mr. Smith said:

"In adopting a free school system under the patronage of State aid, it is the professed intention to provide sufficient means to extend its benefits to every district of the State. The question to be decided is, not whether a tax of ten, twenty, or forty cents will be popular, but what amount of tax is necessary to accomplish the purpose desired? My estimate is that an additional tax of fifteen cents on the one hundred dollars is necessary as the basis of an effective system, that will guarantee a free school for five months in each year in every district."

"Our system needs remodeling throughout on the basis of modern reforms which have been fully tested and approved by practical experience. It is not necessary or proper that I should here formally present a plan, but will simply refer to some of the leading defects of the present system and suggest some outlined features of a needed provision. The remedies and changes needed are:

1. The character and qualifications of county commissioners should be more strictly guarded, their duties and responsibilities made more imperative.
2. There should be provisions made to rear up a corp of professionally trained teachers.
3. Reconstruction of our district organization on a plan of consolidation.
4. More legislation looking to the organization and support of grade and high schools.
5. We should have uniformity of textbooks."

D. Recommendations of Superintendent Smith

On the basis of the popular approval of the local tax, Superintendent Smith succeeded in getting the General Assembly to pass a bill which provided:

1. The State Board of Education shall consist of the Superintendent of Public Instruction, Secretary of State, Auditor, and Treasurer.
2. Qualifications of county commissioners were raised.
3. There should be a county board of education composed of presidents of the various school district boards.
4. The local districts shall be retained as the districts of the county with power to consolidate to larger units.
5. Provision was made for the establishment of graded and high schools.
6. Methods of preparing and certifying teachers shall guarantee a better type of teacher.

Because of the dispute between the Superintendent and enemies of reform in the General Assembly, the bill was rejected. A new measure proposing new reforms and almost verbatim with the provisions of the old law was passed. Superintendent Smith had the following comment:

"It (this law) perpetuates the reproach of stagnation and incompetency in the management of our State school affairs to which unfriendly legislation has made us so long obnoxious."

This was the first of several similar acts of the period making minor changes here and there. His report to the General Assembly was filled with information to show how his recommendations had worked advantageously in other States. The Assembly rejected the recommendations and suggestions of the one officer whose business it was to know the strong and the weak points in the system, and substituted for this expert advice its own superficial knowledge.

E. Other Developments

In 1882, the General Assembly authorized the people to vote an additional tax of 2¢. This vote was ratified. In 1904, the State tax for school was made 26½¢. This rate was reduced to 26¢ in 1906.

In 1884 a law was passed authorizing counties to vote a tax not to exceed 25¢. Other local taxes were authorized from time to time, but the people did not take advantage of local tax for the support of their schools. Very few counties did anything to supplement the State fund.

Superintendent of Public Instruction, James Fuqua, advocated about 1903 that the law should be passed for the distribution of the State fund so that these funds would be distributed on the basis of what the district does for itself.

The district as a unit of school administration was not satisfactory. Early in his administration, Superintendent Breckinridge called attention to the advantage of a county unit of the district system.

The control of the system was vested in the State Board of Education and the district trustees. The State Board was "ex officio". In 1845 the trustees were elected by popular vote instead of being appointed. While this procedure of getting trustees was democratic and adapted to the belief of the people, it seemed to be poorly adapted to the development of a desirable public school system.

Because the State was without a system of common schools throughout its existence until 1850, a large part of the population was illiterate. The trustees were elected from a population of this type. The school system, therefore, was in the hands of the poorly equipped and devoid of experience or professional training.

At the head of the State school system was the Superintendent of Public Instruction elected by the people. No educational qualifications for holding this office were required. However, public opinion was that the holder of this office should be a man of high spiritual, educational, professional and business attainments. Public opinion favored a change of the system of operating the schools. They wanted the trustee system abolished and instead there should be a competent board of education, including the county superintendent of schools, with power to act in every detail in the common schools of the county.

Ligon, says "from 1859-1891, a period of thirty-two years, not a man was elected to the high office of Superintendent of Public Instruction who was directly connected with the public school system. These officials had been lawyers and ministers. They all had college training. The reports of these men to the legislature represented a masterful understanding of the advantages of educating the masses."

He further states that in 1891 Ed Porter Thompson, a teacher of outstanding ability, was elected Superintendent of Public Instruction. From this time only educators were selected for this responsible position.

In 1864 the law required the Superintendent to keep his office at the capitol. In 1870 it required that he devote his whole time to his duties. In 1884 there were no qualifications set for county commissioners. At this date the number of commissioners was dropped

from three to one and the name changed to Superintendent. This one was to be elected by popular vote. The first qualification set was on the basis of age and residence. In 1893 the law required that the Superintendent hold a certificate of qualification. These certificates might be issued locally.

Generally speaking, the county superintendent was a failure in supervision of instruction. The law made no provision for educational qualifications. The salary was very low and the office was looked upon as a clerk and usually the people did not elect the best qualified person. It was not until 1873 that attendance in the schools was recognized as being very poor. In 1873 it was suggested in order to improve the attendance, it should be made a requirement of the law. In 1896 a law was passed requiring compulsory attendance. The first such laws were regarded as tyrannical.

During this period, schoolhouses were poor, teachers were inefficient and equipment was lacking.

The people rejected local taxation as a means of supporting the schools during the period 1830-52. The acts of 1830 and 1838 were the first attempts to establish the school system based upon the principle of local taxation. The poor schoolhouses at that time were an outward expression of the attitude of the people. They were not ready yet to heed the advice of Superintendent Richardson of 1859 when, in his report to the legislature, he suggested that through permanent State aid, it is impossible to build up a system of schools that meets the needs of the time. The cause of education should be deeply rooted in each locality instead of being supported by funds of the Commonwealth.

F. The Old Trustee System

1. Unsatisfactory

Superintendent McChesney said:

"The present trustee system is very unsatisfactory for the reason that the trustees care little or nothing for the criticism of the district, and that they are too often influenced in the selection of a teacher by matters other than the interest of the children.

"Kinship, local prejudices, the fact that an applicant is a neighbor or a personal friend and many other purely outside considerations too often figure in the selection of a teacher."

2. Bribery

"Another matter of serious moment is the question of bribery in securing a teachers' contract. While this is, of course, not a matter of public occurrence as the evils referred to above, it is to be regretted that it occurs often enough to excite serious apprehension and it is the fault of the present trustee system."

3. County Board of Education Proposed

The county superintendents of the State recommended that the present trustee system be abolished and that all the schools in

the entire county, except grade and common schools organized under the law be placed under the management of the county board of education to be composed of the county superintendent of schools and a member elected by the people from each magisterial district of the county.

"This board should be clothed with authority to let contracts for buildings, and repairs, materials, and employ all teachers."

Superintendent James H. Fuqua recommended that a county board of education be authorized, but the bill failed and it was not until the next administration, J. G. Crabb, that the bill was passed.

G. How the System Operated—1852 to 1908

During the period from 1852 to 1908 there was no legislation which made fundamental changes in the organization of the school system. The policies of the system were fixed by the 1852 acts.

Robert J. Breckinridge who had served as Superintendent of Public Instruction from 1847-1850 was the first Superintendent of Public Instruction elected by the people under the provisions of the 1850 Constitution. His duties were outlined in the laws of 1852. By these he was required to make reports to the legislature on the condition of the schools, visit and lecture on the advantages of education in at least twenty-five counties annually, to make reports to the auditor of all districts organized, and to keep his office in Frankfort or some other location within sixty miles of the Capitol.

County commissioners were the key men to the success of the whole system. The county court appointed one, two or three persons to fill this office. The number was reduced to one in 1856. The Superintendents of Public Instruction, as they came into office from time to time, complained of the lack of interest of these commissioners in the growth of the school system.

The management of the affairs of each school district was in the hands of three trustees. These officers were elected annually by the people. They erected the schoolhouses, employed the teachers and inspected their work, took the school census, and made annual reports to the commissioners. Local control of the schools by these trustees seemed to be well adapted to the ideas of the people concerning freedom and democracy. They were slow to relinquish their power and to centralize it in some board of control such as a county board of education.

The cities and towns operated districts independent of the county school system. These were more adequate for providing educational facilities than were the schools operated outside of such districts. The school laws, for administrative purposes, separated these independent schools from the rural schools.

Previous to this period, parents had selected the textbooks which their children used. This duty was given to the State Board of Education in 1852.

Teachers were poorly trained. The State made no provision for their training. They had to rely upon private schools or their own self-improvement.

V

DEVELOPING THE COMMON SCHOOL SYSTEM (1908-1924)

A. Committee to Study Educational Needs

About the close of the preceding period (1852-1908), under the stimulation of leading educators, the people were aroused to examine the cause of the lack of development of the school system. They found that the training of teachers was poor, that the principle of local taxation for the support of schools had been rejected, and that, except in the cities, no provision had been made for secondary education. Because of this situation, the people were aroused to action on behalf of their schools.

The 1908 session of the legislature appointed a committee to study the educational needs of the State. This committee confined its work almost exclusively to the study of *laws* pertaining to the school system. The laws were rewritten and simplified.

B. New School Code of 1908

Because of aroused interest, the General Assembly of 1908 abolished the local district as a unit of administration and set up the county as a unit. This act was epoch making. It was one of the most outstanding and far reaching pieces of legislation that had been passed to that date. The district system had failed to provide the needed essential educational facilities. The little district had been used as the governing unit even though there was a reasonable amount of funds available.

1. The Chief Provisions of this Law of 1908

- a. Each county was made one school district;
- b. Each county was divided into educational divisions containing as nearly as possible an equal number of children of school age;
- c. Educational divisions were divided into subdistricts which conformed as nearly as practicable to the policies of existing districts;
- d. Graded common school districts and city schools which had been established by law were excluded from the provisions of the act;
- e. Subdistrict trustees of each educational division composed division boards of education;
- f. The chairman of the several division boards composed the county board of education;

- g. Each county board of education was required to establish one or more county high schools within two years after the passage of the act.
- h. Each county was required to levy a tax for school purposes not to exceed 20¢ on \$100 of taxable property.
- i. The county superintendent was to be a member of each division board and chairman of the county board and treasurer of the county school fund.

This act brought about three outstanding fundamental changes in the administration of rural schools.

- a. The district as a unit of administration was abolished and the county was made the unit.
- b. Local taxation for support of schools was made compulsory.
- c. It was compulsory that one or more county high schools be established in each county for the benefit of the children of rural districts.

It took seventy years' struggle by the friends of education, since the establishment of the public school system, for the State to acknowledge its obligation to the rural children in the field of secondary education.

It may be recalled that private academies had been the principal source of secondary education for this period of seventy years.

2. Opposition to the Law

There was vigorous opposition to this law. It centered primarily about the portion of the law which provided for a local tax of 20¢ for the support of the schools. The opposition took the form of renewed interest in the organization of independent school districts in every village and place of concentrated population in the State. Such a movement tended to impoverish the county board of education by taking away the best source of tax revenue. It left them only the property in respective counties which lay outside of these independent districts. The people of the rural district opposed the tax because they felt schools should be free to all people and should be supported by the State. Such opposition can probably be traced to the following:

- a. The people of English origin were opposed to tax support of public schools.
- b. They had been relying upon the State as principal support of local schools since the establishment of the system. It was difficult for them to see how the local tax would improve the situation.
- c. The people were illiterate because the schools had been poor. Thousands of trustees were unable to read and write.

This was during the period in which Superintendent Crabb was serving as Superintendent of Public Instruction. He met this opposition with information. This information was furnished in a planned

series of educational activity known as "whirlwind campaigns". The history of education from both Hamlett and Ligon furnished interesting comments on the procedures and results of this campaign.

C. School Laws of 1912

School laws of 1912 had an important part in making effective the school district law and answering the objections of the people to this radical change in the procedure of providing educational facilities for the rural areas of Kentucky. It should be recalled that Superintendent Regenstein became Superintendent of Public Instruction immediately following Superintendent Crabb who had, by means of two whirlwind campaigns for better education in Kentucky in 1908-09, been answering the people's objections to the new county district law.

1. Inspection

A law providing for the inspection of school districts was enacted in 1912. It gave the Superintendent of Public Instruction additional power and imposed the duty for inspections of schools, school revenue and the management of schools.

On account of lack of authority and insufficient office help, practically nothing could be done toward working out existing problems resulting from gross mismanagement of the School Fund before this act. At the time the law was passed, the office of the Superintendent of Public Instruction consisted of a chief clerk, not more than three clerks, and two stenographers.

The Superintendent and special inspectors devoted much of their time to the correction of fraud, in reporting of school census, the assessment and collection of taxes from corporations and property holders, which had previously paid little or no school tax, the misuse of school funds, and the correction of the many evils which had existed in the management of the school affairs of the State. In one instance, in a few weeks they made a census correction of 20,000. A corporation which had previously refused to pay was made to pay more than \$60,000 in school taxes.

2. Supervision

Superintendent Regenstein in his report of 1909-11 states:

"When I came into office I perceived that the people of the State were fully alive to their educational needs, and that they were ready and eager to do all in their power to secure better schools. Therefore, I was convinced that the immediate need of the schools was some constructive work. Accordingly, I applied to the Southern Educational Board at Washington, D. C. and asked that we be given a Rural Supervisor of Schools. At the same time I made application to the General Education Board at New York for a High School Supervisor."

Each of these organizations had been supplying such services to several other southern states.

"After several months of negotiations and careful consideration of the various school men of the State who were competent to fill such important positions, Prof. T. J. Coates, of Richmond, was selected to occupy the position of Rural Supervisor and Prof. McHenry Rhoads of Owensboro, was selected to occupy the position of High School Supervisor."

3. County Supervisors

Superintendent Regenstein reports that:

"Seventy counties took advantage of the authority granted by the 1912 law to employ county supervisors of schools. Reports from the counties show that it was a most popular movement and had increased very largely the efficiency of the rural schools. This law was not mandatory, but left it to the county board of education whether to employ county supervisors."

He further states that:

"We confidently look forward to the time when the law will be made mandatory in all counties and when there will be sufficient funds to employ such expert supervisors such as the city schools already have."

4. Compulsory Attendance Law

For many years, the friends of the public schools had clamored for the passage of an effective law on compulsory attendance, but no action had been taken until the legislature of 1912. Superintendent Hamlett said that for many years the average attendance in the rural schools had been much lower than it should have been. The attendance laws which were in force at that time were repealed by the passage of the 1912 law. Superintendent Hamlett again reports:

"The attendance of the past year showed an increase of at least 25% over the previous year."

In his report he quotes the favorable comments he has received from many counties concerning the desirability and effectiveness of the law.

5. Salary Schedule Law

Another law which had an important effect on the school program was to the effect that all State funds appropriated to each county were placed in the hands of the county board of education to be distributed on the basis of the qualifications of the teachers and the attendance in the school. This law abandoned the practice of distributing to the several schools as a salary of the teacher the amount of the allotment for the number of pupils in the district, and put the pay of the teachers on the basis of qualification and attendance.

D. County School Administration Law—1920

The year of 1920 was epoch making in education in Kentucky. The 1908 law was revised and amended. The requirements of the

1920 laws were necessary to make effective and efficient the 1908 acts. It was realized that State and local units must cooperate if a sound educational system is to be developed. To this date, little had been done to make effective the possibilities permitted by the 1908 law for an effective and efficient school program in the county school districts. Organization and leadership were lacking. This law made it possible to supply what seemed to be needed—trained leadership, local funds, and confidence of the local people.

This law provided for the first time for the popular election of the county board of education. This board consisted of five members with overlapping terms and elected from the district at large. Two years later, the legislature retreated from this by restoring divisions as the basis for electing board members similar to divisions of the 1908 law. A board member was elected by the voters from each of these divisions.

This board was given the duty of appointing a superintendent of schools, setting his salary at no less than \$1200 a year. This salary was to be paid from county school revenues. Up to this time, county superintendents, replacing school commissioners in 1884, had been elected politically. The salaries were fixed by the fiscal court and paid from the general funds of the county.

This law further strengthened the county administration law by discontinuing the power of subdistrict trustees to select teachers. Authority was vested in the county board of education, on the recommendation of the superintendent, to select all employees.

A companion act provided for the first time for the employment of an attendance officer in each county. Attendance was made compulsory for all children between the ages of 7-16 for the entire school term.

The county tax rate privilege was raised from a maximum of 30¢ to a maximum of 50¢ on the \$100 and a minimum rate of 25¢ was set. The 1908 law had a maximum rate set at 20¢. In 1918, it was advanced to 30¢ and now it has been further advanced to 50¢.

E. Acts of 1922

1. The act of 1922 added two normal schools for training of teachers—Murray for the western part of the State and Morehead for the eastern part of the State.
2. New laws were enacted affecting the operation of school districts in cities of the third and fourth classes. Before this, these districts operated under common school district law, under graded school district law, and some under special charters. This new law set up a uniform and modern school administration law and liberalized the taxing privileges for these school districts.
3. The act was repealed which authorized the creation of new graded school districts.

4. Certification of Teachers. This act did four things:
 - a. Transferred the issuance of elementary certificates to the State Department of Education.
 - b. Set at least one year high school training as a requirement to obtain elementary certificate.
 - c. Set for the first time professional training as eligibility for elementary certificates.
 - d. For the first time gave the State Board of Education authority to approve schools for training teachers.

F. Vocational Education

An act of 1918 created the Vocational Education Board which was authorized to employ an inspector of schools where vocational agricultural education courses were offered. Funds for this purpose were accepted from the federal government.

G. Consolidation

In 1920 laws were enacted that set up a procedure for a consolidation of rural schools, the levying of consolidated subdistrict taxes, issuing of bonds for consolidated school purposes, including transportation for pupils. This was a new procedure in Kentucky and was the result of the interpretation of the law by the Court of Appeals that no authority was available to use the proceeds of the State per capita or the regular county school district levy for that purpose. Such a tax had to be voted by the people.

H. Financial Equalization

One of the outstanding efforts of Mr. Colvin's administration beginning in 1920 was that of putting the services of the public school system on an equalized and sound financial basis. He contended that the then existing plan of school districting and local taxation was defeating equalization of opportunity and failing to give adequate service to the great rural majority. Facts which he had been able to get showed that State children and wealth are not located in the same place. Mr. Colvin believed that it was a mistaken State policy that denies the children in some of the counties such education as is given to children in other counties. He further stated:

"There is only one sound principal of taxation for support of schools, and that is to levy taxes where your property is and to spend the money where the children are. The present method is unsatisfactory. The School Fund is distributed on a per capita basis equally among the counties of the State regardless of the county's effort and regardless of the county's need."

In many instances, he found that the school district lines were so changed as to include in districts operating independent of the county district the most desirable taxable wealth. It was easy to find many independent districts along railroad lines and that they

included in their district property of large corporations. Many examples were found where the corporations paid much more of the income used for school purposes than was paid by all of the other taxable wealth of the district. This made the income of the county district very unstable.

I. Recommendations of Kentucky Educational Survey Commission

The General Assembly of 1920 authorized the appointment of a Commission to be known as the Kentucky Educational Commission. The law provided that this Commission make a survey of the public education system in Kentucky. More than eighteen months was spent in making the survey.

1. These recommendations covered four main points:

- a. State school organization and administration.
- b. Local school organization
- c. Trained teachers
- d. Financial report

For the present purposes, there is reported the recommendations of the State organization as follows:

2. Kentucky State Board of Education

"The 'ex officio' Board should be abolished and a properly constituted Board put in its place. The new Board should be given powers in exercising by the present State Board of Education; for example, enforcing of the school laws and the prescribing of rules and regulations for the management of the schools. The power of enforcement should, however, be direct. We recommend that authority granted the State Board of Examiners, Vocational Education Board, and the State Textbook Commission should be abolished and put under the control of the properly constituted State Board of Education. This would centralize responsibility and guarantee unity of administration and elimination of duplication and waste."

3. State Department of Education

"To do well the work that lies immediately before it, the State Department of Education should be organized somewhat as follows:

- a. Office of State Superintendent, having, in addition to the Superintendent and his personal secretary, an assistant superintendent in charge of the entire office and authorized to act in the absence of the Superintendent.
- b. Division of School Records, School Reports and Publications, in charge of a director.
- c. Division of Business Methods and School Accounts, in charge of a director.
- d. Division of Schoolhouse Plans, in charge of a director (a school architect), one assistant, and two draftsmen.

- e. Division of Teachers' Certificates, in charge of a director, two assistants, and temporary question makers and readers of examination papers.
- f. Division of Teacher Training, in charge of a director.
- g. Division of Supervision, with at least six supervisors in charge of:
 - (1) White elementary schools (3)
 - (2) Colored elementary schools (1)
 - (3) High Schools (2)
- h. Division of Agricultural and Industrial Education, in charge of a director and two assistants.
- i. Division of Health and Physical Education, in charge of a director.

"The Superintendent and the head of each division must, of course, be provided with the necessary stenographers and clerks."

J. Summary

Under the leadership of George Colvin for four years as Superintendent of Public Instruction, probably the most significant legislation was enacted since the days of R. J. Breckinridge. The efforts from 1920-24 were based upon two fundamental needs of education.

1. Professional improvement throughout the school system—in the Department of Education, in the county superintendents' offices, in requirements for certificates, and in the work of teachers.
2. Equalization and sound financial support

The emphasis was on opportunities for the rural two-thirds of the children toward equalization of opportunities of the urban one-third of the children. His idea of proper financing of the school program was to do so without regard of the place of residence of the children. To accomplish these two purposes, he gave most of the emphasis of his administration.

These have served as the basis for State and local school administrative emphasis since 1924.

The county school district law of 1908 creating the county as a district and requiring at least one high school in every county district set the background for the organization and facilities provided by the legislative acts from 1908 to 1924. This law required certain skills and certain personnel that was not available in 1908.

The county administrative law of 1920 was an attempt to provide for the training and administrative organization that would better meet the needs of the time than could be provided by the organization then in operation.

Administrative services from 1920 to the year 1924 were attempts to put into operation the organizations necessary to meet the requirements for providing educational facilities for this period of the development of the public school system.

VI

DEVELOPMENT OF THE DEPARTMENT OF EDUCATION AS AN ADMINISTRATIVE AGENCY FOR THE COMMON SCHOOL SYSTEM 1924-1960

During this thirty-six year period there was much change in the social and economic advancement of the State. Likewise, there was an increased demand for educational facilities to meet the needs of the people in order that they might use to the best advantage modern facilities necessary to provide for their educational needs. The demand of the public for the needed facilities had stimulated the several sessions of the legislature, over this period, to enact laws which would tend to produce the needed educational facilities. These laws had increased the services that must be rendered by not only the local school organization, but of the State Department in order that these facilities might be supplied in the most efficient and desirable manner. The needs and demands had grown gradually. They had been affected by periodic change.

The following discussion is based on periods of four years each. These four year periods have been selected on the basis of school administrations because certain emphasis has been placed on certain specific developments during periods as a result of the natural change in governmental administrative periods. An attempt has been made to select for each of these periods those educational developments which show the gradual growth of the service of the Department of Education to meet the demands of the educational program.

A. Period 1924-1928

1. Reorganization of the Department of Education

The act of 1924 for the first time referred to the State Department of Education as an organization of State Government. Chapter 13, Paragraph 1 of Acts 1912 refers to Superintendent of Public Instruction office or Department as a part of the Department of Education. It was not until 1942 that the State Department of Education was officially designated as such. The 1924 act was in reality a reorganization of the office of Superintendent of Public Instruction.

By this 1924 law, the Superintendent of Public Instruction was given an assistant superintendent and was authorized to employ such secretaries, stenographers, and clerks as were necessary and consistent with the funds available. This law listed certain service divisions as composing the Department. Authority was given for each division director to have assistants and such stenographers as were consistent with the funds available. These divisions were based on responsibility for service. This law also definitely stated and outlined the duties and privileges of the Superintendent of Public Instruction as follows:

- a. Prepare a series of blank forms to be used for a public school system.

- b. Edit the laws, publish and distribute them.
- c. Interpret the laws by means of the Attorney General and court decisions.
- d. Made him responsible for reorganization of the State Department of Education.
- e. Prepare and recommend for adoption rules and regulations.

The Superintendent was given the privilege by this law to attend educational associations, conferences, and conventions either in or out of the State. Divisions listed in the law were as follows:

- a. Certification and Examination
- b. High School Supervision
- c. Rural School Supervision
- d. Vocational Education—including Agriculture, Home Economics, Trades and Industries, and Rehabilitation of persons crippled in industry
- e. Negro Education
- f. Inspection and Accounting
- g. Music Supervision
- h. Teacher Education

This was probably the most important educational legislation passed by the 1924 session of the General Assembly. It provided an administrative organization under the direction of the Superintendent of Public Instruction to carry out the requirements of law on inspection, supervision, county district organization created by the 1908 law, and the county administrative law of 1920.

This organization was in keeping with acts of Barksdale Hamlet 1912-1913 when he found it necessary to organize his office on the basis of services and to group them for administrative purposes. He found that he had much better service when it was rendered by an individual who was personally responsible for a certain line of work.

2. Uniform System of Certification of Public School Employees

Another law of considerable importance during this period was one setting standards by which educational accomplishments might be more definitely measured and the issuance of certificates upon credentials for those desiring to serve in the several fields. In this bill, the State Board of Education, on the recommendation of the Superintendent of Public Instruction, was given the privilege of issuing a uniform set of rules and regulations for setting up ways and means for administering the school affairs. (Chapter 63, Acts of 1924)

Equality of educational opportunities advocated by George Colvin in 1920 was now one of the objectives of the Kentucky Educational Program and was the policy of practice during this period.

3. Other Duties Imposed on Department of Education Indirectly

Other laws creating a uniform budget system for school districts, increasing administrative responsibilities of the local Board of Edu-

and authorizing the State Board of Education to issue uniform regulations concerning operations of these laws, added duties to the office of the Superintendent of Public Instruction and the need for a staff necessary to comply with these laws.

B. Period 1928-1932

1. Equalization of Educational Opportunity

One of the outstanding contributions to educational development during this period was the untiring efforts of the Department of Education in research and efforts toward "equalization of educational opportunities." It should be noted that this work agreed with the ideas expressed by Superintendent Colvin in the 1920's. In order to carry out these purposes, it was necessary to establish additional divisions of the State Department of Education.

During the school year 1929-30, the staff of the Department of Education made a study concerning several phases of public school conditions. The emphasis was upon the inequality of opportunity in the educational program.

These reports show the glaring inequalities of educational opportunities prevailing in the educational program and particularly among county school districts as well as the other two types of districts then in existence—-independent graded and city school districts. There was much interest shown in reducing the number of small independent districts that existed at that time. In addition to the 120 county districts there existed independent graded districts which included towns of the fifth and sixth classes and nonincorporated towns and other communities. Many of these had been authorized by the legislature to operate as independent units. Some of them contained only two and three teachers. They had no administrative head. At this time it appears that there were 213 such districts.

A third type of school unit provided by statute at that time was in the cities of the first four classes. Each of these had a different school organization. The 67 city districts in operation were making the greatest progress in education.

One phase of the study concerned itself with the tax rates of the several kinds of districts. It was found that there were more than 40 tax rates for local school purposes levied in all types of public school districts for a particular year. These rates ranged from 25¢ to \$2. The districts levying the lower tax rates expended more per capita for instruction than did the districts levying the \$2 rate. The facts in this connection were accompanied in several instances by such statements as the following:

"It has been repeatedly demonstrated that superior accomplishments of individuals, of communities and of states in every line of human endeavor have resulted from superior education. States that a generation ago ranked high in literacy today rank high in achievements in the fields of industry, science and art. States that a generation ago ranked low in literacy today rank low in

these fields. States that maintain the best schools and had the lowest percent of illiteracy a generation ago have made the greatest achievements in life. These facts are equally true with reference to small communities in Kentucky."

2. Consolidation

During this study, it was emphasized that the one room school was the most costly institution of the public school system and that it furnished very meager educational opportunities. Consolidation was urged.

Laws were enacted to permit county districts to annex parts of city districts, to return graded districts to county school districts and to permit independent graded districts to merge with county districts by concurrent action of the Board. This consolidation of districts was a further effort to equalize educational opportunities.

It was during this period that the first law was passed, and the sum of \$1,250,000 was appropriated, to be used by the State Board of Education in equalizing educational opportunities. This appropriation was to be made effective for the school year 1931-1932. The act was declared unconstitutional by the Court of Appeals on June 24, 1932. By this court decision, it was determined that it would be necessary to change Section 186 of the Constitution before money could be distributed on other than a per capita basis. This section was authorized to be amended, by a vote of the people in 1941, so that not more than ten percent of the then per capita fund might be distributed on other than a per capita basis. The first distribution of \$400,000 was made for the school year 1943-1944.

3. New Divisions of the Department Created

In order to carry out the functions of the Department during this period, there was created the divisions of Research, Buildings and Grounds, Accounting, Statistics and Certification. The work done by these divisions cannot be over estimated. It has contributed to the improvement of the method of keeping financial records, administering the operation of salary schedules and the budgeting of funds. The centralization of a certification authority was placed in the State Department of Education.

4. Elementary Course of Study

The first elementary course of study based upon educational objectives instead of outlining the adopted text was put into effect during this period.

All of these required additional personnel and services toward a more efficient school system and equalization of educational opportunities for the children of the State.

C. Period 1932-1936

1. Kentucky Educational Commission

The work of this commission should be considered as the first fundamental improvement during this period. During the legislative

session, 1932, and in keeping with the recommendations of his predecessor, Superintendent Richmond secured the passage of a bill creating the "Kentucky Educational Commission." The purpose of this commission was to study public education and to report its findings to the General Assembly at the opening of the next session. The stress of the investigation of the commission was to be on such measures and such revision of the school laws as might be found necessary to increase efficiency and equalize the benefits of education throughout the Commonwealth. The report of the commission can be summarized under two headings:

- a. A plan of reorganization and administration of Kentucky public school system with recommendations for a more effective plan of school organization and administration for the State.
- b. School costs, support of public education, and financial administration of public school system with accompanying recommendations for an approved plan of financing public education in Kentucky.

2. New School Code

This is the second fundamental improvement during this period. The 1934 session of the legislature enacted a law which provided for practically a complete revision of the school law. It simplified all administrative procedures, unified and made more readily accessible all phases of the common school law. The principal modifications of the old law were as follows:

a. State Board of Education

This is the first fundamental change brought about by the new code. It pertains to personnel and functions of the State Board of Education. Under this code, the Board was composed of the Superintendent of Public Instruction and seven lay members. These members were to be appointed by the Governor. The term of office was four years. This Board had under its jurisdiction and management the public elementary and public high schools of the State, higher education for negroes, Vocational Education and Vocational Rehabilitation.

It should be recalled that the old "ex officio" Board was composed of the Superintendent of Public Instruction, the Attorney General and the Secretary of the State. This Board had charge of public elementary and public high schools of the State.

To the new Board was given all the duties, rights, power, responsibilities, and jurisdiction not only of the "ex officio" Board of Education, but the Board of Trustees of Western Kentucky Industrial College for colored persons at Paducah, the Board of Trustees of Kentucky State Industrial College at Frankfort, and the State Board of Vocational Education.

Some of the duties of the Superintendent of Public Instruction under the old law were transferred and made a part of the new State Board.

b. School Districts

This is considered the second fundamental change brought about by the new code. Under this code legal recognition was given to only two kinds of school districts—namely, county districts and independent districts. The independent districts under the new law included what was then in existence as independent graded districts if they contain more than 250 census pupils, and districts containing cities of the first four classes. The county district was composed of all the county outside of the independent district.

c. Boards of Education

The third fundamental change made by the law was that concerning the number of members of the boards of education. Under the new law, the Board of Education of each district was composed of five members. They should all take their office on the first Monday in January following their election. The members of the Board shall be at least 24 years of age and should have completed at least the eighth grade of school work.

Under the old law there was a separate code for each of the separate kinds of districts setting up powers and duties of the respective boards of education. The new law applied to all boards of education. Each board of education was given ample authority to make such rules and regulations as were necessary to put into effective operation the schools and their districts. These rules and regulations should be authorized on the recommendation of the Superintendent of the district.

d. Certification Authority

A fourth fundamental change by the new school code provided that certificates should be issued by the State Board of Education, through the Superintendent of Public Instruction and upon such rules and regulations as he might recommend and the State Board adopt. No rule or regulation of the State Board would be effective until after it had been published.

e. Council on Higher Education

The fifth fundamental change by this code was the provision for a council on higher education. The council would be composed of presidents and members of boards of regents, other than the Superintendent of Public Instruction, of each of the institutions of higher learning, the dean of the College of Education of the University of Kentucky, the Superintendent of Public Instruction and two law members of the State Board of Education.

The council should consider curricula for the training of teachers which should be approved by the State Board of Education. This council would have further duties in coordinating the work of the several institutions. The Division of Teacher Training served as an agency of the Department

to put into effect the regulations of the council relating to teacher training. The teacher training curricula of the different institutions were filed for approval of the State Board of Education through the facilities of the division.

3. Functional Reorganization of the Department of Education

This is the third fundamental improvement during this period of time. The State Department of Education was called on to render a great increase in service during this period. There was a vast amount of financial work to be performed. It became necessary to create a division of Finance. Certain divisions performing kindred or parallel services were consolidated while the activities of others were expanded. The titles of the divisions imply the type of service to be performed by the respective division. The following outlines the various divisions and classifies them in terms of functional services:

a. General Services

- (1) Superintendent of Public Instruction and Assistant Superintendent
- (2) Division of Public Relations
- (3) Division of Research
- (4) Division of Statistics, School Records and Reports

b. Special Advisory and Supervisory Services

- (1) Division of Rural School Supervision
- (2) Division of High School Supervision
- (3) Negro Education
- (4) Vocational Education
- (5) Vocational Rehabilitation
- (6) School Buildings and Grounds
- (7) School Library Services
- (8) Division of Teacher Training
- (9) Division of Certification and Examination

c. Financial

- (1) Division of Finance
- (2) Division of Inspection and Accounting

4. New Services

a. Department Bulletin

In 1933 a publication designated as educational bulletin began to be published by the State Department. This was a monthly publication and was prepared by the personnel of the Department and mailed to the school officials of the State. The demand for information contained in these bulletins has constantly increased.

b. Filing System

Because of the increased work of the Department and the added services required to be done by the changing laws, it

was necessary to add a standard filing system. The increase in work which came as a result of the added duties were:

1. On account of the requirement that all teacher certificates be issued by the Department.
2. Because of the appropriation of funds for carrying out the provisions of the free textbooks.
3. For the purpose of putting into operation the new attendance law.
4. Because of the functions of the Superintendent of Public Instruction as the effective officer of the State Department of Education in operating institutions of higher learning which had been placed under authority of the State Board of Education.
5. Because under the new code of 1934, the State Board of Education should operate through the Superintendent of Public Instruction in carrying out its policies by means of rules and regulations which it had adopted for that purpose.

c. Increased Personnel

The increased service required, as has been pointed out, demanded that more people be employed. All, or nearly all of these, were required:

1. To put into operation the free textbook law;
2. The additional work required of the Division of Certification in putting into operation the law requiring that all certificates be issued by the Department of Education; and
3. The responsibility of the State Board of Education imposed by law in connection with the two institutions of higher learning for colored people.

Additional help was not secured until experience showed that the force then working could not do the work required by law in time to permit officials and patrons to meet legal requirements.

5. Free Textbooks

The General Assembly of 1928 enacted a free textbook law. No appropriation was made by this session of the legislature for buying the textbooks. The General Assembly of 1934 appropriated \$500,000 per annum to be used for the purchase of textbooks. A new system was inaugurated as of July 1, 1934 and the first orders were forwarded to publishers in August, 1934. During the first year of operation of the textbook law, a purchase of 1,333,402 books for the use of approximately 300,000 children was made.

D. Period 1936-1940

1. Study of Local School Units

One of the outstanding accomplishments of the first two years of this period was the study of local school units in the State. A

grant from the Federal Office of Education in Washington in 1936 was used to pay the expense of making the study. It required a period of about eighteen months. Involved in this study were the staff members of the Department of Education and some of the administrative staff of the University of Kentucky as well as aid from staff members from other institutions of higher learning throughout the State. The purpose of the study was to:

- a. Trace the development of public education in Kentucky from the beginning to that time.
- b. To take an inventory of existing educational conditions.
- c. To evaluate these conditions in the line of desirable educational standards.
- d. Discover wherein present conditions failed to meet desirable standards.
- e. Plan a definite, desirable, long term program of improvement.

This study included detailed maps of each county in the State with the location of the school units. It made recommendations for school centers to be established at as rapid a rate as roads, financial conditions, and other necessary factors would permit. These long range recommendations were so sound that they have many desirable features to be taken into consideration in locating facilities and recommending programs now, which is 24 years after the study was completed.

2. Pupil Transportation

School transportation increased constantly during this period. Some dissatisfaction was expressed by parents concerning equipment being used. In order to assure safety and comfort, as well as economy in operation, the State Board of Education adopted minimum standards for school bus equipment. In December, 1939, the State Board of Education adopted a rather detailed set of specifications of school buses. At the same time, they approved more or less detailed regulations governing the qualifications of drivers and for the operation of school buses. These regulations were made effective as of July 1, 1940. At this time, 20 years later, they are essentially the same as they were when they were originally adopted. This shows the thorough work which was done in setting up the systems of specifications and regulations for school bus operations.

E. Period 1940-1944

1. Teacher Retirement System

The teacher retirement system which had been enacted into law in 1938 was made effective by an appropriation made by the legislature in 1940. The Board of Trustees was organized and employed an executive secretary. The trustees adopted rules and regulations and made other arrangements for putting into operation the retirement system.

2. Conferences on Improvement of Instruction 1940-1941

These conferences were called at a number of places in the State in 1940 for the purpose of getting group thinking on:

- a. What the schools should do.
- b. What part the schools are performing in the program they should carry out.
- c. Problems involved for schools in performing these functions.

The second conference of 1941 was held at Bowling Green to get group thinking on pre-service and in-service training of teachers.

3. Constitutional Amendment—With 90% per capita

The voters of the State approved the first constitutional amendment in 1941 to distribute not more than 10% of the per capita fund on other than a pupil census basis. The first distribution was made in 1943 and was \$400,000. For the school years 1946-47, it was \$1,850,000.

4. School System in the War Years

The school system was so reorganized as to make every possible contribution toward winning the war and to help meet impacts of war on the schools. Certain phases of the Vocational Education program was increased for defense training and out-of-school youth.

5. Teacher Tenure Law Enacted

This was the first act of this nature.

F. Period 1944-1948

1. Surplus Property Agency

In December, 1945, a State Educational Agency for the distribution of surplus property was put into effect by an executive order of the Governor. The 1946 session of the legislature made appropriations for the operation of the program for the next three years. This program under the legislative act was put into operation as of July 1, 1946. Previously, it had been operated by certain personnel of the Department of Education. At this time, a division was created and personnel employed to carry on the ever increasing work for distributing the constantly increasing amount of surplus property.

2. Vocational Education

All phases of Vocational Education—agriculture, home economics, Trade and Industry, as well as vocational schools increased its program which was being stimulated by results of the war years.

3. Vocational Schools

Mayo Vocational School which was established in 1938 and the Northern Kentucky Vocational School which was established

in 1946 were institutions operated by the State Department of Education.

4. Lincoln Institute

A private school providing facilities for colored people was operated by the State Board of Education as a practice high school for the Kentucky State College by contract between the State Board of Education and the foundation in charge of the institute by first contract in 1944. This institute provided high school instruction for a great number of negro students located throughout the State where no high school facilities existed for them or where undesirable high school facilities were available to these students. The program proved successful and in 1947 the property was deeded to the State for its operation for this purpose. Such deed had been authorized by an act of the legislature of 1946.

5. Teacher Recruitment

A program of teacher recruitment was inaugurated in 1945 by the State Department of Education.

6. Bureaus for Service Groupings

In 1944 the several divisions of the Department of Education were grouped into four bureaus—namely, the Bureau of Administration, Bureau of Instruction, Bureau of Vocational Education, and the Bureau of Finance.

7. Additional Services

The addition of a number of positions provided for new services and for the expansion of existing services of the Department of Education. The following new positions were established:

- (1) Business Management
- (2) Supervisor of Public School Finance
- (3) Director of Surplus Property
- (4) Assistant Director of Surplus Property
- (5) Supervisor of Surplus Property
- (6) Supervisors of Buildings and Grounds
- (7) Assistant Supervisor of Negro Education
- (8) Supervisor of Elementary Education
- (9) Library Consultant
- (10) Director of Health Education
- (11) One Additional supervisor of School Lunch
- (12) Two additional supervisors of Vocational Home Economics
- (13) Two additional Assistant Supervisors of Vocational Agriculture
- (14) Five assistant Supervisors of Vocational Agriculture for Farmer Training Program of Veterans
- (15) State Inspector of On-the-Job Training for Veterans
- (16) Twenty District Supervisors of On-the-Job Training for Veterans

- (17) Supervisor of Services for the Blind
- (18) Supervisor of Public Enterprises for the Program of the Blind
- (19) Medical Consultant for the Division of Rehabilitation
- (20) Three Industrial Placement Specialists

G. Period 1948-1952

1. Additional Services of the Department of Education

There were added to the State Department of Education during the first two years (1947-1948) the following positions:

- Supervisor of Health Education
- Library Consultant
- Director of Education for Exceptional Children
- Director of School Transportation
- Additional Supervisor of Public School Finance
- Additional Supervisor of School Lunch
- Additional Supervisor of Certification (added in 1950)
- Five persons for the in-service program

In March, 1949, the State Board of Education revised school bus standards to conform with the national standards as they had been modified by a national conference on school bus standards held February, 1948, in Jacksonville, Virginia.

2. In-service Teacher Education

The 1950 session of the General Assembly enacted a law providing for a State-wide in-service teacher education service. It was launched on a state-wide basis in 1950. A staff of five persons are now working and carrying out the program. After the program was under way one year it was received enthusiastically by the total school program throughout the State.

"There is sufficient evidence that the program is providing stimulation and guidance that will create within the school personnel a desire to improve the quality of teaching and learning."

3. Amendment to the Constitution—1949—With 75% per capita (Section 186)

In 1948 a change was authorized to distribute 25% of the public school fund on other than a pupil basis.

H. Period 1952-1956

1. Minimum Foundation Program

The Constitution changed by the voters in 1953, changed Constitution Section 186, so as to authorize the distribution of all school funds on other than a per capita basis.

2. School Facilities Survey

This survey was made by the personnel of the Division of Research and Statistics in the State Department of Education. This

Division was established in 1951. It was set up especially to conduct the school facilities survey authorized by Federal Public Law 815. This survey was completed June 30, 1954. When federal funds ended at the close of the completion of the survey, the Division could not be maintained by the Department for lack of funds. It was, therefore, discontinued. The overall outline for carrying out the survey was the following five points:

- a. Facts concerning the districts—What will the community or district look like in 1960?
- b. Educational Program to be housed—What is needed and for whom?
- c. School housing situation—Status and Utilization.
- d. Financial Ability and Effect.
- e. What school facilities will be needed in particular community and in the district as a whole?

A report on this survey was a State-wide master plan on a suggested program of school plant construction. This master plan consisted of a suggested school building program for each school district of the State. The program for the school district was broken down into attendance areas for each school district.

The plan suggested for each school district is the basis which is now used in 1960 as a basis for school construction for the district. If in the opinion of the local authorities, this suggested program is not applicable when a new building is to be constructed, a new survey will be made. This new survey will take into consideration any new facts and condition which may affect the school building program suggested by this school facilities survey which was completed in 1954.

3. School Lunch Program

A national School Lunch Act in 1946 required that the school lunch program be operated at state level by the State Department of Education.

"Prior to July 1, 1954, the school lunch program was administered and supervised by the Division of Home Economics Education. The Division of School Lunch was established in the Department of Education on July 1, 1954, and placed under the Bureau of Vocational Education with the functions of administering and supervising the school lunch program of the state."

The goal of the school lunch program is to improve the nutritional status of the children of Kentucky by providing adequate lunches and encouraging the formation of good food habits. The program serves public, parochial, non-profit private schools of the elementary and secondary levels. Local, state and federal funds are used to operate the school lunch program.

A school milk program was inaugurated in Kentucky in November, 1954. The purpose of this program was to increase the consumption of whole fluid milk by children attending public,

parochial and non-profit private schools of the elementary and secondary levels. This program supplements the school lunch program. It provides for reimbursing participating schools, making it possible to offer milk to children at reduced prices.

4. Division of Education for Veterans (Established 1952)

The Division of Education for the veterans was established as a part of the Bureau of Vocational Education in November, 1952. This was the result of the passage of Public Law 550 which created the different types of the administrative organizations that have been in use for a program of education and training of veterans before the passage of this law. The duties and responsibilities of veterans' education before the passage of Public Law 550 was carried on by other services of the Bureau of Vocational Education. The Division is now responsible for performing all duties of inspection, approval and supervision of all veteran training facilities except area trade schools and the institutional on-the-farm training program.

The Division of Education for Veterans is financed by contract with the Veterans Administration and an allotment of state funds in the Department of Education budget. The Veterans Administration contract provides reimbursement monthly for salary and travel expenditures while the state fund is used for incidental expenses other than salary and travel. This Division operates five field offices and a central office in Frankfort. These field offices are staffed by a field supervisor and a clerk stenographer. Each of these offices handle four different types of training:

- a. Institutional—Accredited
- b. Institutional—Non-accredited
- c. Apprenticeship Training
- d. Other on-the-job

The status of the program as of June 30, 1955:

206 Accredited Institutional
64 Non-Accredited Institutional
914 Job Training establishments

These training programs pay dividends in increased services by these individuals in every field of endeavor in that it brings about better earning power and more intelligent citizenship.

I. Period 1956-60

1. Foundation Program Fully Financed

The Foundation Program was fully financed for the school year 1956-57. The school census was no longer used as a basis for State aid. Instead, the average daily attendance was used as the basis for distributing school funds. Average daily attendance for the school year 1955-56 and the staff employed during 1956-57 became the major factors in determining apportionment of school funds among the districts. This increased the work load of the State Department of Education and made it necessary to add additional accounting supervisors and supervisors in Instruction.

2. Some Effects of Operating the Foundation Program During This Period

a. Classroom units allotments increased

The number of classroom units allotted was increased each year. The overall gain in units in 1957-58 over 1956-57 increased 3.1%. The increase in 1958-59 over 1957-58 was 4.6%.

b. Average daily attendance increased

For the two year period 1957-59, the percent increase was 4.4. When the gain in average daily attendance and the gain in classroom units is compared, it is found that there was a greater gain in the classroom units than in the average daily attendance. It would appear that such gain resulted from a lower pupil-ratio per classroom which would result in broader educational opportunity for the pupils.

3. Increase in Teacher Preparation

For the first two years of operation under the Foundation Program, it appears that the total cost of the Program increased more rapidly than did the average daily attendance. This resulted from the increased training of teachers as shown in the change of ranking teachers for the program. The percent of teachers with college degrees or more training increased from 59.9% to 66.2% during the two year period. The percent of teachers in rank 5 (which is the highest rank for an emergency teacher) and lower, decreased during the two years. During this period, the number of teachers employed increased in a significant manner.

4. Responsibility for Carrying Out the Purposes of the Foundation Program Law

Because of so many factors which vary constantly in the public school system of Kentucky, the legislature could write into the Foundation Program Law only certain limits as a guide for those responsible for carrying out the purposes of the law. It must leave to some agency the responsibility of administering the details of the Program. After setting certain safeguards as to what might be done under the law, the legislature assigned the task of administering it to the Superintendent of Public Instruction under regulations adopted by the State Board of Education. The law providing for such regulations requires that on the recommendation of the Superintendent of Public Instruction, the State Board of Education should adopt such rules and regulations as he deems necessary for carrying out the purposes of the law. It will, therefore, be seen that the major responsibility for carrying out the purposes of the law falls upon the Superintendent of Public Instruction. Because of the greatly increased work as a result of such a responsibility, it became necessary for the State Board of Education to adopt such rules and regulations as would permit such reorganization of the Department of Education as would be needed to carry out the purposes and responsibilities of the Superintendent of Public Instruction imposed by the law.

5. Reorganization of the Department

a. Prior to 1956

The Department of Education's pattern of organization consisted principally of: The Superintendent of Public Instruction, Assistant Superintendent, and an Executive Assistant, the Bureau of Administration and Finance, Bureau of Instruction, and the Bureau of Vocational Education. A breakdown of the Divisions placed the Division of School Buildings and Grounds and Division of Surplus Property under the direct administration of the Assistant Superintendent of Public Instruction.

The Bureau of Administration and Finance was made up of four Divisions including: Division of Local School District Finance, Division of Pupil Transportation, Division of Departmental Finance and Services, and Division of Census and Attendance.

The Bureau of Instruction included: The Division of School Supervision, Division of Teacher Education and Certification, Division of Free Textbooks, Division of Health and Physical Education, Division of Education for Exceptional Children and the Division of Moral and Spiritual Education.

The Divisions of the Bureau of Vocational Education were: Division of Agricultural Education, Division of Home Economics Education, Division of Public School Lunch, Division of Trade and Industrial and Distributive Education, Division of Education for Veterans, and Division of Vocational Rehabilitation.

b. The Department as Reorganized

(1) The Assistant Superintendent of Public Instruction, along with his responsibilities as an Assistant to the Superintendent of Public Instruction, was designated Secretary to the State Board of Education and also was given the responsibility of supervising the Kentucky School for the Blind. The Division of Departmental Finance and Services was also placed under the direction of the Assistant Superintendent of Public Instruction, making this Division more immediately responsive to the Chief State School Officer, the Superintendent of Public Instruction.

(2) The Bureau of Administration and Finance was given the responsibility of administering the following divisions which were primarily involved in administrative and financial functions of the State Department of Education: Division of Finance, Division of Records and Reports, Division of Pupil Transportation, Division of Buildings and Grounds, Division of School Lunch, Division of Property Utilization, and the Division of Free Textbooks.

(3) The Bureau of Instruction was reorganized on a functional basis so as to include three divisions which included the instructional aspects of the Department's responsibilities except those included in vocational education. The Bureau included the three following Divisions: Division of Instructional Services, Division of Teacher Education and Certification, and the Division of Education for Handicapped Children.

(4) The Bureau of Vocational Education was set up so as to include the five following Divisions: Division of Agricultural Education, Division of Home Economics Education, Division of Vocational Industrial and Distributive Education, Division of Education for Veterans, and Division of Guidance Services.

(5) A new Bureau of Rehabilitation Services was included in the new pattern of organization. Increased interest and support on the State and Federal levels influenced this decision. This new Bureau included a slightly different pattern of organization because the services to be rendered by this Bureau were somewhat peculiar to the other services and functions of the Department of Education. Included in the Bureau were a Division of Rehabilitation Services, a Division for Planning and Coordination, a Division of Disability Determination for the Old Age and Survivors' Insurance Program.

(6) The National Defense Act of 1958 affected this reorganization as follows: Generally speaking, the pattern of reorganization remained very much the same during the period. Because of this Act of Congress, it was necessary to appoint a Coordinator of National Defense Education to serve on the staff of the Department of Education. This Coordinator was assigned a position under the direct supervision of the Superintendent of Public Instruction and given the responsibility of coordinating this Act with the work of the various bureaus and divisions within the Department. Four titles of the act, namely III, V, VIII, and X, appropriated funds which involved the Department of Education in its relationships with the local school districts of the Commonwealth.

This Act made possible also the creation of a Bureau of Guidance Services which was created for the purpose of Title V of the Act and assigned to the task of strengthening the program of guidance services to the pupils throughout the Commonwealth.

A Civil Defense Education Act of 1958 made possible the adoption by the State Board of Education of a Plan for Civil Defense Adult Education. An agency for the implementation of this program was established in the Bureau of Instruction in June, 1959.

Codification of all the regulations of the State Board of Education was a significant accomplishment during this period. By this system, all regulations of the State Board of Education were organized under specific codes which made possible ready reference to any regulation of the State Board of Education. These regulations were published and distributed to the various local school districts and institutions of higher education in the State.

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PART II

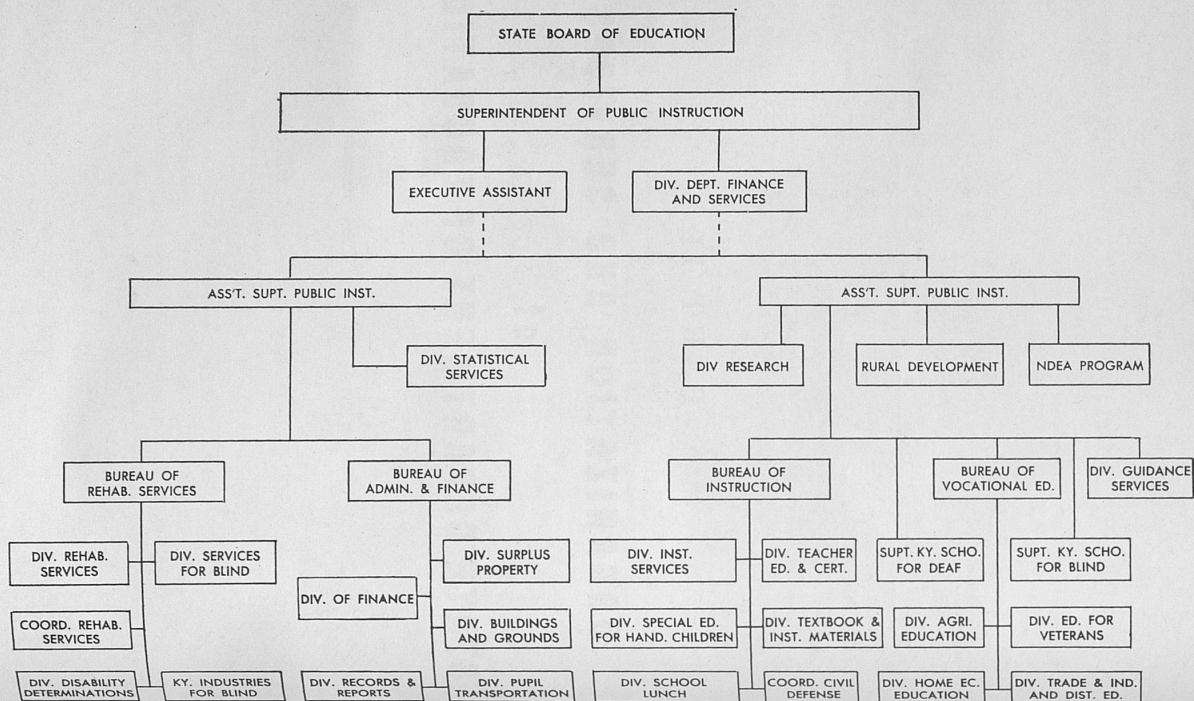
ORGANIZATION AND SERVICES

of

STATE DEPARTMENT OF EDUCATION

I. STATE DEPARTMENT OF EDUCATION 1960

A. CHART OF DEPARTMENT ORGANIZATION AND SERVICES



PART TWO

I

THE STATE DEPARTMENT OF EDUCATION 1960

A. Chart of Organization of Services

The State Department of Education consists of the State Board of Education and the Superintendent of Public Instruction, who is Head of the Department, and his staff.

The Department exercises all the administrative functions of the State in relation to the management and control of the public common schools, of vocational education, rehabilitation, the West Kentucky Vocational School, the Kentucky School for the Blind, and the Kentucky School for the Deaf.

The State Textbook Commission constitutes a division of the Department of Education, but it exercises all the functions conferred upon it by law.

B. State Board of Education

1. Composition

Superintendent of Public Instruction as Chairman

Seven lay members—appointed by the Governor for four-year terms

2. Qualifications

- Appointed without reference to occupation, place of residence, or political affiliation.
- At least 30 years of age and eighth grade education.
- Cannot be a professional educator.

3. Meetings

- At least quarterly.
- Special meetings called by the Chairman, or three members.

4. Secretary

- Shall be member of State Department of Education.
- Have charge of records and do correspondence of the Board.

5. Powers—management and control of:

- Common schools.
- Public higher education for Negroes.
- Public vocational education and vocational rehabilitation.
- Kentucky School for the Blind.
- Kentucky School for the Deaf.

6. Duties—on the recommendation and advice of the Superintendent of Public Instruction.

- a. Prescribe, print, publish and distribute at public expense
 - (1) Rules and regulations of the Board.
 - (2) Courses of study, curriculums and outlines.
 - (3) Bulletins and programs, as it deems necessary.
 - b. Receive federal aid for the use and benefit of the public schools.
 - c. Remove members of boards of education for cause after proper hearing, as prescribed by law.
7. Executive Officer—Superintendent of Public Instruction
- a. State Board of Education functions through the Superintendent of Public Instruction, and is usually required by law to have his recommendation on problems which require its action.
 - b. Superintendent of Public Instruction carries out the policies of the State Board of Education.
 - c. He directs under the rules and regulations of the Board:
 - All persons engaged in administration of
 - Public Schools
 - School for the Blind
 - Vocational education
 - Vocational rehabilitation.

C. Superintendent of Public Instruction

- 1. Has general supervision and inspection of all public schools of the Commonwealth.
- 2. Administers the work of the Department of Education. In doing this, he may clothe his assistants with power of attorney to act for him in the supervision, inspection and administration of schools over which he has supervision and administrative control.
- 3. Recommends the divisions of which the State Department of Education may be composed.
- 4. Appoints and sets the salaries of the division heads, assistants, agents and employees.
- 5. Recommends for adoption by the State Board of Education:
 - a. A biennial school budget for the Department of Education and the institutions under its control.
 - b. Minimum courses of study for the different grades and kinds of common schools, and
Regulations governing educational equipment of schools.
 - c. High schools—publish list of public and private high schools showing classification.
 - d. Rules and Regulations:
 - (1) For grading, classifying and accrediting all common schools. For the scope of instruction that may be offered in the different classes of schools.

For minimum requirements of graduation from the courses offered.

- (2) For the sanitary and protective construction of public school buildings.

For physical equipment of school grounds, school buildings and classrooms.

- (3) For medical inspection, physical education, recreation, and other rules deemed necessary or advisable for the protection, welfare and safety of the public school children.

- (4) For the transportation of children to and from school and standards for transportation equipment.

- (5) For approving private and parochial schools, elementary and high schools, and commercial schools.

- (6) For fixing holidays on which schools may be closed and special days to be observed.

For pay of teachers during absence because of sickness or when schools are to be closed because of quarantine.

- (7) For governing the preparation of budgets and salary schedules of the several school districts under the management and control of the State Board of Education.

- (8) Minimum standards for schools and educational programs for operation, regulation and government of the schools under its jurisdiction.

- (9) Rules for carrying out the purposes of the Foundation Program as provided for by KRS 157.310-157.440.

- e. A uniform series of forms and blanks, consisting of educational, financial and contract.

6. Directs the work involved in keeping a continuing census of the school children of the State.

7. Attend educational associations, conventions and conferences within and without the State for the purpose of keeping informed upon progressive educational policies and practices.

8. Call and conduct conferences of Boards of Education, Superintendents, Supervisors, Principals, Teachers, Attendance Officers, and other regular public school employees in matters relating to the condition, need and improvement of schools.

9. Examine and supervise reports and accounts of Boards of Education and educational institutions.

In person, or through his assistants, he shall examine and advise on the expenditures, business methods and accounts of all Boards of Education under the management and control of the State Board of Education.

10. Decide controversies.

This service involves assisting Boards of Education and school administrators to decide any controversies and disputes in-

volving administration of public schools under their supervision when requested to do so, and when it appears that the Superintendent of Public Instruction may assist the individuals involved.

11. Prepare publications.

This involves bulletins, programs, outlines of courses, placards and courses of study which the Superintendent of Public Instruction deems useful in the promotion of the interest of the public schools coming under the supervision and control of the Superintendent of Public Instruction and the State Board of Education.

12. Publish and explain the school laws and regulations.

This involves the compilation of the school laws, including abstracts from the decisions of the Court of Appeals, at least biennially, and explaining the intent and meaning of school laws and rules and regulations of the State Board of Education.

13. Prepare Biennial Report.

This requires that the Superintendent shall biennially prepare a report of the State Board of Education to be submitted to the Governor and the General Assembly. This report shall set out the number attending the public schools; the amount of State Funds apportioned and the source from which derived; the amount raised by county and independent school district taxes, or some other source of revenue for school purposes; the amount expended for salaries of teachers, for the erection of school buildings and for incidental and other expenses in the operation of public schools. He shall include such other facts, statistics and information as he deems of interest and make recommendations in this report for improvement of the schools.

14. Direct the work of the Council on Public Higher Education. As chairman of this organization, he directs the work of:

- a. Coordination of the curricular offerings of the State institutions of higher learning.
- b. Qualifications for admission to institutions.
- c. Budgetary requirements of such institutions, etc.
- d. Reports of the executive officers of the institutions.
- e. The publication at least biennially of the report and financial affairs of the public institutions belonging to the Council.

15. Direct under law and the rules and regulations of the State Board of Education:

- a. Issuance and renewal of several kinds of certificates of teachers and administrators on the basis of training and experience.

- b. Purchase and distribution of free textbooks. Involves responsibility for making regulations for purchase, distribution, care, assignment, return and disposition of these books.
- c. Approval of budgets and salary schedules for all school districts.
- d. Approval of plans and specifications for all new public school buildings, and for additions and repairs to old school buildings.
- e. To direct and supervise the public school transportation program of the State. This involves transporting approximately 320,000 pupils 170,000 miles daily in 4,000 buses.
- f. Direct and supervise the vocational educational program in agriculture, home economics, trades and industry.

This includes not only the regular work of this division but the Veterans' and school lunch programs.

The trade and industry program involves the operation of a school for Negroes at Paducah, white people at Paintsville, Covington for Northern Kentucky, and a number of area trade schools located in such centers as Owensboro, Ashland, Bowling Green, Somerset, etc.

- g. Direct a program for rehabilitation and special education. This program involves training handicapped individuals in such a manner that they may be enabled to not only make a living but to contribute to the welfare of the community in which they live.
 - h. The school program for the School for the Blind, which includes training for the blind white, blind colored, and the operation of a workshop for the adult blind.
16. Carry out the functions of the law governing the distribution of funds as provided for under the terms of the Foundation Program Law. This involves furnishing support to school districts in four areas of the school program—namely,
- a. School plant
 - b. Transportation
 - c. Professional Staff
 - d. And materials and supplies

D. Ex-officio duties of the Superintendent of Public Instruction

- 1. Member of the Board of Trustees of the Teachers' Retirement System.

Conducts election for other members.

- 2. Member of the Board of Trustees of the University of Kentucky.
- 3. Chairman of the Board of Regents of State Colleges at Murray, Bowling Green, Richmond, Morehead and Frankfort.

- 4. Secretary—State Textbook Commission.
Chairman—Council on Public Higher Education

E. Executive Assistant to the Superintendent of Public Instruction

A. Purpose

Subject to the direction and approval of the Superintendent of public Instruction carry out highly responsible administrative duties in coordinating the activities of the State Department of Education and to related work.

B. Functions

- 1. Employ non-administrative personnel necessary to perform certain functions in the State Department of Education.

a. Purpose

- (1) To guarantee that proper consideration may be given to the needs for services in order of importance and consistent with policies and funds available.

b. Procedure

- (1) Study relative needs for requested services.
- (2) Contact sources of supply.
- (3) Confer with applicants available.
- (4) Determine methods of supplying needs.

- 2. Assist in preparing and operating department policies.

a. Purpose

- (1) To insure consistent program or procedure throughout department for dealing with needs.
- (2) To guarantee that each service knows something of operating the policies dealing with the particular service.

b. Procedure

- (1) Adopt a definite order of procedure.
- (2) Refer requests for information to the individuals who have been designated to perform the service.

- 3. Coordinate staff assignments

a. Purpose

- (1) To expedite the flow of work through the department.
- (2) To secure needed information for immediate use of the Superintendent of Public Instruction.

b. Procedure

- (1) Request available information that may be in the files.
- (2) Study specific requests for certain services.
- (3) Secure documentary evidence concerning problem.

- 4. Maintain liaison with agencies and other departments of State Government.

a. Purpose

- (1) That agencies of the Department may be of the greatest help to each other in their respective services.
- (2) Speed action for interested parties.
- (3) To secure prompt and effective accommodations from other agencies in the services rendered to the Superintendent.

b. Procedure

- (1) Secure opinions on specific cases.
- (2) Secure documentary information as may be needed.
- (3) Confer with personnel of other agencies.

5. Keeping good public relations.

a. Purpose

- (1) To find problems of interested parties.
- (2) To suggest procedures for immediate or temporary relief.
- (3) To help in the absence of the Superintendent of Public Instruction.

b. Procedure

- (1) By telephone
- (2) Conferences
- (3) Refer requests to personnel where needed information is available.
- (4) Record data for use of the Superintendent of Public Instruction in further consideration.
- (5) Meets and confers with individuals who visit the department.

C. Size and Scope

1. To carry out the special assignments of the Superintendent of Public Instruction either in or out of the office as the assignment may require.
2. Assist any one or more of the services throughout the department, when it is not possible for them to do so, in bringing to the Superintendent of Public Instruction any matters which are essential to the successful operation of the service.
3. Coordinate the work of the services of the department in performing functions requiring attention of two or more services to clear any action required of the service on problems which has been assigned to this position.

F. Division of Departmental Finance & Services

A. Purpose:

1. Provide technical assistance to Department of Education staff members in budgeting.

2. Maintain accounting records for all funds and property of Department of Education.
 3. Coordinate fiscal affairs and procedures.
- B. Functions:
1. Expedite preparation of Legislative Budget for Department.
 - a. Purposes
 - (1) The Superintendent of Public Instruction is required by Statutes to cause to be prepared and submitted the Biennial State Budget.
 - b. Procedure
 - (1) Division heads are supplied with prescribed forms and detailed information regarding costs for prior years for various items. Individual and group planning conferences are set up for purpose of evaluating present services with relation to cost, determining needs and placing cost estimates on same.
 2. Coordinate fiscal affairs, including internal budgeting, reporting to Division heads and etc.
 - a. Purposes
 - (1) Necessary to revise budgets due to changed conditions.
 - (2) Operating budgets prepared for purpose of making available to division heads more detailed information for best administration of program within amount of funds appropriated.
 - b. Procedures
 - (1) Detailed costs are provided for available personnel and other necessary items as program is more fully developed. Various studies are made to determine if program can be expanded as originally planned or if curtailment is necessary. This Division keeps in constant touch with the operation, plans and needs of the various divisions or programs of the Department.
 - (2) Periodic reports are made to staff personnel regarding financial condition of various funds.
 3. Accounting Records
 - a. Purpose
 - (1) Accounting records required by law.
 - (2) Necessary for proper and efficient administration of the Department.
 - (3) Necessary for auditing.
 - b. Procedures
 - (1) Request Division of Budget for quarterly allotment of funds.
 - (2) Report all Trust and Agency funds to Department of Finance on proper forms.

- (3) Maintain necessary control ledgers for each account or budget unit.
 - (4) Pre-audit expenditure documents, code and post to detail ledger.
 - (5) Distribute all checks to payee.
 - (6) Prepare summary statements.
 - (7) Make all records available for auditing by State and Federal authorities.
4. Purchase Requisitions
- a. Purpose
 - (1) Actual purchasing done by Department of Finance. Requisitions necessary to make needs of Department known.
 - b. Procedures
 - (1) Determination of needs is done by consulting various division directors and making necessary studies of supply.
5. Personnel Records
- a. Purpose
 - (1) To provide necessary information for all interested persons; such as, directors, individual employees, payroll clerks and auditors.
 - b. Procedure
 - (1) The following records are maintained: individual personnel folders, position cards, earnings and deductions record cards, and leave record cards. Payrolls are prepared from time sheets kept by directors.
6. Inventory
- a. Purpose
 - (1) Inventory records are necessary for proper accounting of property.
 - b. Procedures
 - (1) All items of equipment are assigned a property number which is placed on the item.
 - (2) Record cards are kept showing, description, location, property number, cost, condition and date purchased.
7. Housekeeping Duties
- a. Purpose
 - (1) Necessary for proper and economical administration.
 - b. Procedure
 - (1) Mail is assembled at a central location for zoning, batching, sorting and etc.
 - (2) Supplies are provided by Central Stockroom Plan. Duplicating, addressing, punching, cutting, folding and etc. done in central location.

C. Size and Scope:

The Division is made up of the following positions:

- 1 Director
- 1 Senior Accountant
- 3 Sr. Account Clerks
- 1 Account Clerk
- 1 Senior Clerk Steno
- 1 Senior Clerk (Receptionist)
- 1 Clerk Typist
- 2 Senior Duplicating Equipment Operators
- 1 Storekeeper
- 1 Laborer
- 1 Messenger Clerk

The following statements indicate something of the volume of work accomplished:

- 1. Individual personnel files maintained for approximately 500 employees including vacation and sick leave records. Also, involved is the preparation of payrolls, making tax deductions, saving bond deductions, retirement deductions and insurance deductions and reporting same to proper place.
- 2. Budgeting and accounting involves approximately \$120,000,-000 appropriated annually for 30 various Divisions and Institutions under the State Board of Education.
- 3. Inventory includes accounting for over 2000 items of equipment.
- 4. The number of pieces of outgoing mail handled annually is approximately 300,000 exclusive of second class publication. No record is kept on pieces of incoming mail.

II. LEADERSHIP ROLE OF THE DEPARTMENT OF EDUCATION

A. History of Role

The work of the State Department of Education has had much change during the last forty years. During this time the function of the Department has become more clearly defined and the number of staff members has greatly increased. No longer is personnel of the department composed chiefly of clerks, inspectors, and other routine workers as was characteristic of it forty years ago. It is now gradually becoming professionalized and being staffed with a highly qualified personnel in all areas of service. This is necessary because of the vast economic, social and technological changes which have taken place since about 1900. All of the many changes in our society

have had implications for our educational program. To meet the needs of such changes the Department has been compelled to adapt itself to the changed conditions of our society.

The first stage of the work of the Department of Education was that of gathering; compiling; publicizing statistics; preparing forms; making reports publishing school laws and apportioning the income from the State School Fund.

The second stage of the work of the department, was that of inspection. This type of service began about 1900. As the state programs expanded, the General Assembly considered it wise to establish regulatory controls over the operation of local educational programs. These controls were designed to set standards for education within the state. Such matters as compulsory attendance, safe and healthful school facilities, efficient accounting system, and requirements for teaching certain subjects within the curriculum came within this province. The purpose of such standards was to set a floor underneath the operation of educational programs of school districts. Inspectors were employed to see that the local school authorities observed and met the requirements of these standards.

Neither the statistical nor the inspectorial stage of development gave help to meet the needs of local educational authorities to improve their educational programs. The greater need was to raise programs above minimum requirements. A new type of personnel was needed. This type of service was known as supervision. It was started about 1912.

In more recent years, since about 1930, the agents of this type of service have been called consultants. These mark a shift in the services of the State Department of Education and place major emphasis on improving education, through guidance and leadership, rather than by the application of regulatory control as had been done by the previous emphasis.

As a result of such professional services by the department the General Assembly tended to place more and more emphasis on educational policy legislation, as a means of furnishing opportunities to provide leadership through consultative services to meet required needs. Such legislation placed upon the department a new type of responsibility which called for some changes in qualifications of staff members. They were now required to have a wide knowledge of problems in their particular area of service and to be able to suggest varied procedures to reach desirable solutions of particular problems. They must possess those qualities which enable them to work with lay and professional groups as well as individuals in order to promote effective public relations. They must be able to initiate, conduct and participate in broad in-service, service training programs which would promote better educational programs locally. All in all they must possess those qualities of personality and service potential which make them educational leaders of high caliber.

W. Emerson Reck in his discussion of Public Relations for Educational Institutions* states in the following two paragraphs a good basis for the leadership role of educational organizations.

Prestige and good will are the most important assets any educational organization can possess. These are the fruits of the impressions that people receive through the program policies, activities and services of an organization. They include not only all commissions, but all omissions. These are the sum of all the impressions created by the people associated with the organization.

If these are to be raised to the highest level, at least two things must be done:

Make sure the policies, services and activities are keyed to the best interest of those whose confidence and good will are affected.

Make certain that in interpreting the policies, services and actions complete understanding is accomplished.

Leadership which assists others to develop in a cooperative atmosphere and relationship makes for improvement in a desirable manner. For a program to become effective it must be put into operation by activities of people. There may be a tendency to assume that procedures, programs or courses of action will somehow be formulated by the people in general if they believe in them. Neither consensus nor expression of popular will is sufficient. Leadership is needed at the local level to make effective any program generated by leadership on the State level. The decisions of neither the majority nor the minority will become effective without suitable leadership. Any mandate of the people or a board can be made effective only by suitable and reliable executed action. The most worthy State program conceived by the best State leadership is just as effective as is its local execution.

In speaking about effective leadership, Dr. John H. Fisher, Dean, Teachers' College, Columbia University, says:

The role of the leader in a democratic setting always has much in common with the work of a good teacher. Effective leadership produces more than action. It promotes effective learning and it leads to decisions wiser than any that would have been made without learning-or leadership. Its most important power is in the power of honest persuasion. It exercises its influence never by force, but by the sharpening of insights, the broadening of outlook. The best leaders always bring out the best in those he leads. The result of

* W. Emerson Reck in **PUBLIC RELATIONS HANDBOOK**, by Philip Lesly. (C) 1950. Prentice-Hall, Inc., Englewood Cliffs, N. J.

his work is only incidentally an improved better community. His principal accomplishment is what has been achieved by those he has influenced, and even more in what they have become than what they have produced.

The State Department of Education, as well as educational institutions of the State, are increasingly concerned about the improvement of the services of State educational administration. Local school administrators and personnel are vitally interested in the services which reach them through the State Department. They are also interested in how they may improve the services in their school districts. Government and private agencies are showing increased interest in the improvement of services in State educational administration.

The State Department of Education has as its aim the assistance of school officials in developing their educational programs and their leadership in such a manner as will improve the quality of community living. It is in local communities that programs of public education have their realization in the lives of the people. Since there is continuous change in these communities and therefore a change in the needs for social service, there is a constant need for restudy, alteration and improvement of the services of both State and local school administration. Today, as never before, school administrators are called upon for leadership of an unusual kind and quality to that which has been rendered in the immediate past.

They must be equipped to carry out important leadership functions in at least the following services:

(1) **Public Relations**—Such relations are based upon understanding and mutual confidence, respect for the opinion of others, desire to render service, willingness to abide by group decisions and concerns for the feelings of other people. As stated in another way the essentials of good public relations are the essentials of good human relations.

(2) **Planning**—By planning we mean identification of problems and purposes and the determination of ways and means through which desired outcomes may be attained. It involves the elements of evaluation, of alternative courses of action in terms of purposes to be achieved.

(3) **Consultative-Service**—In all areas of the state's educational programs consultative service and advice are essential to continuing improvement. For example, Boards of Education architects and engineers, should be provided with expert advice on the particular problems involved in school planning that are essential to the development of housing programs to meet particular needs.

(4) **Coordination**—By this service we have in mind providing a means of unity and encouragement of proper balance in educational programs to provide the particular educational service. Coordination of all education efforts is essential not only with the different services of the Education Department but with other agencies which

have an interest in the various phases of the educational program of the State as a whole.

(5) **Research Services**—Such services should provide studies as a basis for the formulation of policy and the evaluation of programs for educational planning and the continued improvement of the program of education. Such service requires not only cooperation of the different services of the Department but advice of a highly skilled professional staff based on well organized and authentic statistical service.

It should be kept in mind that all services have certain statistical and regulatory responsibilities as well as essential inspectorial procedures to be performed along with the leadership functions. These are all designed to raise the education program above a minimum program.

Because of the importance of the leadership phase of the educational program from the standpoint of the State, the State Departments of Education of the Nation, have shown much concern and have done some work in determining the best procedures to follow in rendering effective leadership. By the cooperative efforts of the Departments of Education in the southern states through research and in-service programs, guidance procedures have been proposed for improvement of the professional competence in the services rendered by State Departments. Based on these conclusions, the following procedures are proposed as guidance for the professional leadership functions of workers in the State Department of Education in Kentucky.

B. Leadership Procedures

1. Involve people in cooperative planning.
2. Use such methods of procedure as will create a climate in which people feel free to express their interests.
3. Assist school districts to see the need for defining and determining purposes in making plans and setting goals for specific projects which are not "cut and dried" but which are based upon needs for their own growth and development.
4. Help people of local districts to grow, to develop leadership, and to build better programs increasingly under "their own steam."
5. Display a belief in the dignity, worth, and integrity of other people, by accepting their ideas and thoughts in working toward solutions of common problems.
6. Lend impartial cooperation to individuals and local districts in collecting, organizing and interpreting, information on problems of local concern and without "pre-determined conclusions."
7. Emphasize the importance and the responsibilities of local initiative to isolate and identify problems and to gather information, relevant to their solution, to be compared with relevant information of other territories and available in the Department of Education.

8. Provide continued technical advice and assistance for the appraisal of progress toward purposes and goals of local school needs.
9. Involve industry and business as laboratories and workshops in the training of youth as a means of keeping both industry and business reminded of their obligation for ample support of education because education:
 - a. Supplies trained people for use of industry.
 - b. Develops interest in improving living conditions which expands markets.
 - c. Upholds moral and spiritual values which tend to develop the individual for better group living which advances standards of living, and,
 - d. Trains for an advanced state of intelligent literacy as a basis for preserving America's social and economic structure.
10. Keep certification and teacher training responsive to the changing needs as revealed through research and evaluation from time to time, by developing competencies, standards and guide lines in cooperation with successful members of the profession and based upon the principle that those who are affected by a decision should have a part in making the decision.
11. Endeavor to keep:
 - a. The broad overall State-wide curriculum based upon such requirements as will meet the need of changing conditions, as is shown by research and frequent evaluation, by the profession of lay and professional personnel.
 - b. Local districts responsive to the need of providing courses of study which:
 - (1) Are based upon strong educational programs at every classroom level.
 - (2) Meet the needs of the great diversities of ability existing among students and,
 - (3) Developed in such a way, that regardless of the organizational pattern of the school, similar course opportunity will be available to students of each classroom.
12. In order that the instructional program may be carried out, financial administration should provide accounting efficiency and a basis for comparable data of fiscal affairs of the school system by:
 - a. Use of system of uniform accounting.
 - b. Developing report forms for collecting data.
 - c. Coordinating and supervising the local school accounting procedures.
 - d. Developing policies, plans and regulations on accounting procedure.

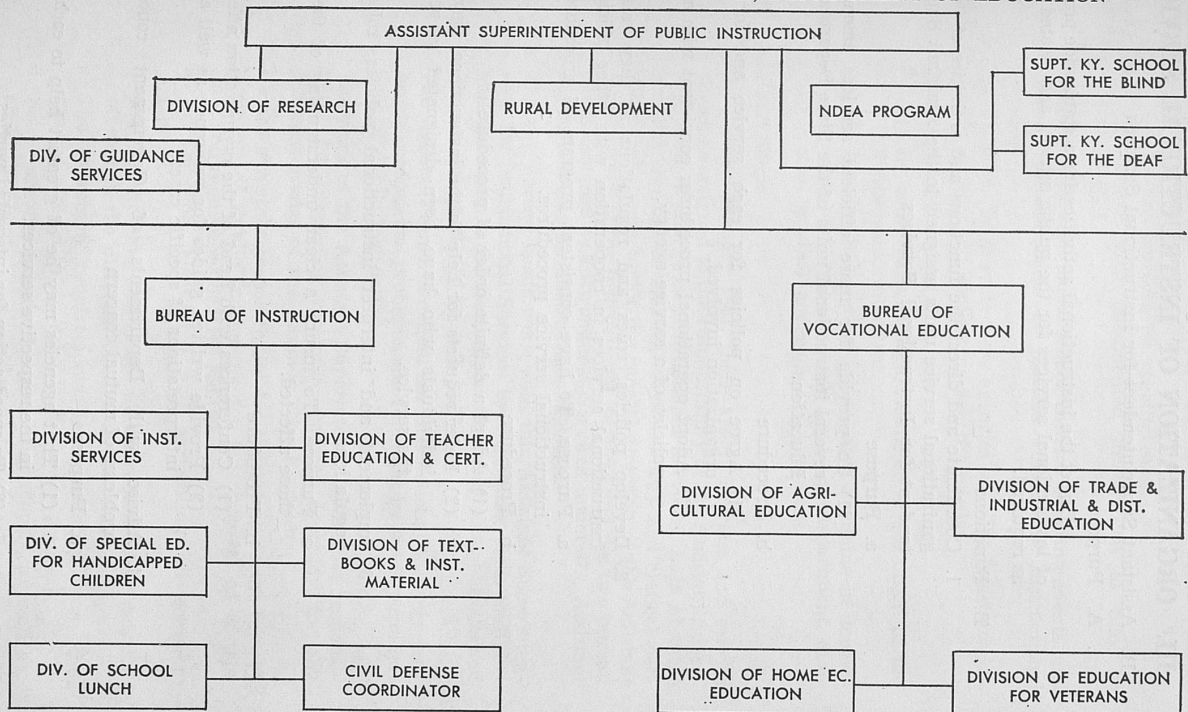
- e. Appraising the quantity and quality of accounting of each school district.
- f. Processing accurately educational data for use of the Department of Education and other educational agencies.

It is now well recognized that there is a definite need for Department of Education to have professionally qualified personnel to render services to Legislatures, local school authorities, government agencies and to the public at large. This recognition has led to the establishment of professional services in this department in 36 areas at present (1961). The accompanying organization charts show the areas in which services are provided. These services are described in more or less outline form following the charts.

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III. ORGANIZATION OF INSTRUCTIONAL SERVICES

A. ORGANIZATIONAL CHART, INSTRUCTIONAL SERVICES, DEPARTMENT OF EDUCATION



III. ORGANIZATION OF INSTRUCTIONAL SERVICES

B. Assistant Superintendent for Instructional Services

A. Purpose

Direct the instructional activities for a state-wide program of instructional services for the public schools and related work as required.

B. Functions

1. Coordinate and direct the functions and activities of the organizational service units assigned to the Assistant Superintendent for Instructional Services

a. Purpose

- (1) To provide for more efficient services among the several instructional units of the State Department of Education.

b. Procedure

- (1) Agree on policies for each service and for each organization involved.
- (2) Adopt operational procedures consistent with agreed policies of a service agency.

2. Develop policies, rules and regulations as they relate to instructional services in cooperation with other officials

a. Purpose. To have consistent program of procedures for instructional service procedures.

b. Procedure

- (1) Adopt a definite order of procedure
- (2) Refer requests for help to the instructional agency or individuals who have been designated to perform the service.

3. Implement and interpret instructional policies, rules and regulations

a. Purpose. To insure a clear understanding of these by those affected.

b. Procedure

- (1) Conferences with head of the organization affected
- (2) Provide written guides for reference as well as past interpretations of specific cases.

4. Advise with Departments of Government concerning problems of mutual concern

a. Purpose

- (1) That agencies may be of greatest help to each other in the respective services.
- (2) To speed action for interested parties.

b. Procedure

- (1) Secure opinions on specific cases.
- (2) Secure such documented information as may be needed.

5. Advise with and assist school district superintendents and boards of education in matters concerning instructional services.

a. Purpose. To provide these agencies with the latest workable information concerning specific needs.

b. Procedure

- (1) By conference in department, or in the office of the district superintendent.
- (2) By any documented information available in department or may be secured from any department, division, or other government department.

C. Size and Scope

1. At present January 1961, there are 16 services and service divisions assigned to the responsibility of the Assistant Superintendent in charge of Instructional Services. Each of these services employ administrative supervisory and clerical personnel who work under the general direction of the Assistant Superintendent for Instructional Services and the two bureau heads assigned to Instructional Services under the Assistant Superintendent for Instructional Services.
2. The two bureau heads work with this Assistant Superintendent for Instructional Services by suggesting plans and policies that seem to fit the needs of their particular bureaus and the divisions assigned to each bureau.
3. The Assistant Superintendent for Instructional Services may be assigned special problems and functions by the Superintendent of Public Instruction.
4. The work of the Assistant Superintendent includes responsibility for suggesting minimum courses of study for the different grades of the common school system.
5. He has a further responsibility for suggesting to the Superintendent of Public Instruction for his approval of certain rules and regulations of KRS 156.160.
 - a. For grading, classifying and accrediting all common schools.
 - b. For determining the scope of instruction that may be offered in the different classes of the school.
 - c. The minimum requirements for graduation from the courses offered in the schools.
 - d. For approving private and parochial schools, as well as, common schools.

- e. Governing medical inspection of schools, physical education, and recreation programs.
- f. For regulations governing such other instructional services as may be required from time to time by law and the rules and regulations of the State Board of Education.

C. Division of Guidance Services

A. Role or Purpose

To provide educational leadership in the State program for guidance services which contributes to development of adequate programs of guidance services in the public schools.

B. Functions

1. Development of State Program for Guidance Services.

a. Purposes

- (1) To stimulate the development of guidance services in schools.
- (2) To improve the quality of guidance services in schools.

b. Procedure

- (1) Plan state program for guidance services.
- (2) Cooperate with Division of Teacher Education and Certification and counselor education institutions in planning the improvement of programs for selection and preparation of counselors.
- (3) Recommend standards for guidance services in terms of personnel, functions, housing, supplies and equipment.
- (4) Approve "guidance counselor" units (ASIS) for schools under Foundation Program Law.

2. Administration of the Title V-A Program "Guidance, Counseling and Testing Activities" in the Secondary Schools authorized by the National Defense Education Act of 1958.

a. Purposes

- (1) To assist secondary schools to establish and maintain a testing program to identify students with outstanding aptitudes and ability.
- (2) To assist secondary schools to establish and maintain a program of guidance and counseling to encourage students to complete their secondary education in preparation for their entrance into institutions of higher education and to enter such institutions.

b. Procedure

- (1) In cooperation with others, the division develops a State Plan for Administration of Title V-A, NDEA.
- (2) Determine entitlements of funds for local schools.

- (3) Approve local program applications from secondary schools for Federal or State aid.
 - (4) Supervise local programs to improve quality of program and to determine compliance with established standards.
 - (5) Receive, process and approve claims for reimbursement.
 - (6) Prescribe reports of guidance activities in local schools.
3. Consultative and Supervisory Services
 - a. Purpose
 - (1) To assist in the establishment and improvement of local programs of guidance services.
 - b. Procedure
 - (1) Advise local school officials or organization and administration of guidance programs.
 - (2) Assist local schools in evaluating and improving their programs.
 - (3) Stimulate and assist lay and professional groups to support appropriate guidance activities.
 - (4) Assist local schools in conducting surveys and studies related to guidance work, e.g., follow-up studies of school leavers and community occupational survey.
 - (5) Conduct in-service conferences and workshops for counselors and other with guidance duties.
- C. Size of Division and Scope of Program
 1. Personnel—
 - a. Administrative
 - (1) Director (1)
 - (2) Assistant Director (1)
 - (3) Consultants—part-time (3)
 - b. Supervisory
 - (1) Supervisors of Guidance Services (area) (5)
 - (2) Psychologist (1)
 - c. Office
 - (1) Sr. Clerk Stenographer (1)
 - (2) Sr. Clerk (1)
 - (3) Clerk Steno. (1)
 - (4) Clerk Typist (1)
 2. Approximately 400 high schools participate in Kentucky's Title V-A Program "Guidance, Counseling and Testing Activities."
 3. Approximately 200 certified guidance counselors and 175 guidance workers have guidance, counseling and testing re-

sponsibilities in approved guidance programs in public secondary schools.

4. Funds received from Federal government to administer program and for making reimbursement to participating schools for 1960-61 were \$283,903.
5. Total local, State, and Federal funds spent by local school districts in guidance (1959-60) for salaries, materials, supplies and clerical assistance amounted to approximately one million dollars.

D. Division of Research

A. Role or Purpose

To provide leadership and assistance in the development of a program of educational research that has as its ultimate goal a research-oriented program of education. The growing concept of research as an indispensable tool for the improvement of education has become recognized as a basic activity of the Department of Education. Thus, the elements of research are essential ingredients of quality teaching and administration. Essentially, educational research is a method of inquiry, a search for truth; and more specifically, a standard of excellence for the problem-solving approach in education.

B. Functions

1. To promote research and to conduct studies appropriate to the needs and responsibilities of the State Department of Education.
2. To work cooperatively with the Research Council on identification and selection of problems for study in the major area of curriculum and administration for program development and formulation of policy.
3. To encourage cooperative relationships with other research agencies and explore ways of coordinating the total educational research effort in the state. The research unit recognizes that there are many agencies in the State that conduct educational research; among these are universities and colleges, public schools, State education associations, departments of State government, and other independent research agencies. The research office will endeavor to maintain contact with these agencies, to know what research is underway that may affect education, and to encourage unity of effort.
4. To work closely with the Statistical Services Center in implementing its program of data, collecting and machine processing of the common core of educational information and special studies.

C. Services

1. To work on problems of immediate concern to any division or bureau, jointly or independently, on invitation and to do

special studies at the direction of the Superintendent of Public Instruction.

2. To provide a research information service to the department and to build up a Research Reference Library for staff members and the Research unit within the limits of available resources.
3. To provide assistance to staff members and to personnel at the local district and school level in initiating and carrying out research projects and in applying research findings through study and experimentation.
4. To interpret and report statistical data of a research nature when its treatment and use serves other than an administrative purpose.

E. Rural Development

A. Role or Purpose

To provide assistance and leadership for: establishing a basis, developing a desire, and building a program designed to improve the socio-economic and educational level of families and individuals living in economically depressed, underdeveloped areas of the State.

B. Functions

1. To provide leadership to the administrative and supervisory personnel in the divisions of public education in structuring a program in public education to meet the needs as defined in the purpose.
 - a. Purpose
 - (1) To develop a program on a coordinated basis involving all services of public education which will more effectively meet the needs of people of the area, with special emphasis on out-of-school youth and adults.
 - b. Procedure
 - (1) Develop a plan by which surveys can be developed to discover need in the broad areas of services provided by public education.
 - (2) Establish a procedure of providing instruction by which educational services can supplement each other which more effectively meets the needs of individuals and families.
2. To provide leadership in coordinating the services of 27 state and Federal agencies and organizations (including public education) in the development of a unified program designed to utilize more effectively the programs now in operation in these areas of the state.

a. Purposes

- (1) To more effectively utilize the services of agencies and organizations which can offer assistance in developing and carrying out programs.
- (2) To develop an organizational pattern by which the combined efforts of all agencies and organizations can develop a unified plan which will maximize the services provided to the citizen groups.
- (3) To provide information to organized citizen groups on how to find help and resources in the solution of their problems.
- (4) To develop a broad, intensive, long-range program involving all the people in carrying out programs in the major areas of need.

b. Procedure

- (1) To become familiar with the services provided by agencies
 - (a) Write a bulletin listing services offered by agencies as constituted by the legal authority vested in the agency.
 - (2) Develop a plan by which the agencies can list the part they can play in carrying out a project.
 - (3) Conduct seminars or study groups outlining ways by which the citizens of a community can assist in carrying out programs to help themselves.
 - (4) Set up a community program of work and calendar of events by which objectives can be carried out.
3. To provide assistance and leadership to the citizens of the area in developing an organizational pattern by which they can analyze their needs and carry out programs which are designed to improve the employability, productivity, and general level of living of the people.

a. Purpose

- (1) Organize people of the community to carry out programs based on need.

b. Procedure

- (1) Conduct meetings on a community level to explain program to bring about action.
- (2) Appoint committees in areas of need.
- (3) Assist community organizations to set up program of work.
- (4) Plan ways by which activities can be evaluated and recognition given for projects completed.
- (5) Plan ways and means to follow through until project or projects are completed.
- (6) Plan score card by which local committees can evaluate their own progress.

4. To develop a general adult education program for young people and adults including senior citizens.

- a. Purpose

- (1) To improve the educational level of adults which will enhance the opportunities for employment and improve the level of living.

- b. Procedure

- (1) Select a committee from the Department of Education to plan details of adult education program.
- (2) Establish program on a pilot basis.
- (3) Hold meeting with superintendents from pilot districts to discuss plans for program.
- (4) Organize course of instruction which leads to high school completion and/or other non-credit courses which meets a specific need for adults
- (5) Develop an organizational pattern by which programs for senior citizens can be established.

- C. Scope

1. Personnel involved

- a. Part-time secretary
- b. Work with agency personnel on the state, area, and county level representing 27 state and federal agencies and organizations which involves several hundred people.
- c. Work with lay organizations and county and community committees in 25 counties in the three pilot areas and upon request to other civic, industrial, educational, and religious organizations in other counties outside the 25 county area upon request.

- F. Kentucky School For The Blind

- A. Purpose

Kentucky School for the Blind provides a fully accredited school program from kindergarten through high school on a State-wide basis for the blind and partially seeing children.

- B. Functions

1. To provide a complete academic program for all pupils enrolled in the use of braille, large type, and tangible apparatus.

- a. Purpose

- (1) All pupils assigned must use these aids in order to advance in education.

- b. Procedure

- (1) All of the aids for the visually impaired pupils are provided by a federal quota through the American Printing House for the Blind.

2. To provide pre-vocational activities especially adapted for the blind and partially seeing.
 - a. Purpose
 - (1) Exploratory courses in pre-vocation are offered—music, piano tuning, crafts, commercial arts, switch-board, and industrial arts.
 - b. Procedure
 - (1) These areas of special education are provided by teachers who are acquainted with the needs of our pupils.
3. To plan programs of extra-curricular activities, social functions, and athletic events for all day and residential students.
 - a. Purpose
 - (1) 70% of our pupils are residential. This requires supervision and training in the cottages after the school day is over.
 - b. Procedure
 - (1) Personnel assignments are made for all four cottages for study hall, parties, wrestling meets, and various activities.
4. To plan and develop programs for the high school pupils who enter a local high school.
 - a. Purpose
 - (1) Pupils who return to their home high schools need help even though they are not enrolled in the Kentucky School for the Blind.
 - b. Procedure
 - (1) Textbooks supplied by the public school are transcribed into braille or recorded on tapes.
5. To furnish maintenance for residential students.
 - a. Purpose
 - (1) To provide food and shelter for the pupils in residence (70%).
 - b. Procedure
 - (1) Food is purchased, prepared and served for the residential pupils (3 meals a day) and for day pupils (1 meal). Housing is provided for 98 students.
6. To furnish medical care for pupils.
 - a. Purpose
 - (1) To provide health and related services performed by a pediatrician, nurse, dentist, ophthalmologist, and psychologist.
 - b. Procedure
 - (1) Health services are provided by these medical people (3 on staff) for all our pupils.

7. To develop in-service training programs for beginning teachers.

a. Purpose

(1) Indoctrinate new personnel in techniques applicable to the blind.

b. Procedure

(1) Each new teacher is taught braille and indoctrinated in the techniques of handling the blind and partially seeing.

8. To do field case work.

a. Purpose

(1) To recruit prospective pupils and help parents train their pre-school visually handicapped children.

b. Procedure

(1) Field trips to homes of prospective pupils, health departments, and school personnel.

C. Scope

Our school program is designed to give the visually handicapped children of Kentucky an opportunity to become independent, self-supporting members of their community. This is done by providing the necessary academic and prevocational courses and training required to prepare them for further education or employment. Even though the Kentucky School for the Blind services are for children in the state who are denied local facilities, we do not reach all who are eligible. The needs of the Commonwealth should be studied for a state wide coordinated program.

G. The Kentucky School For The Deaf

A. Role or Purposes

To provide a common school education for all boys and girls in Kentucky who are deaf or who are too hard-of-hearing to be taught successfully in the regular public schools.

B. Functions

1. Development of speech and ability to read lips.

a. Purposes

(1) To provide deaf children with a means of oral communication and an understanding of the speech of hearing persons.

(2) To provide an approach to the acquisition of vocabulary and language.

b. Procedure

(1) Teach the formation of English vowel and consonant sounds, first singly then in combinations, to form syllables, words, phrases and sentences.

- (2) Develop an awareness and then an understanding of sounds and speech by use of auditory training units and individual hearing aids.
 - (3) Provide much practice in speech-reading (lip-reading).
- 2. Development of Language
 - a. Purposes
 - (1) To provide deaf children with a means of written communication and self expression.
 - b. Procedure
 - (1) Build a vocabulary of nouns, verbs, and commands with the use of charts, pictures, objects, flash cards, and pantomime.
 - (2) Use one or more accepted systems of language teaching to develop sentence structure.
 - (a) Original language in journals, letters, compositions, etc.,
 - (b) Drill exercises based on stories and involving language principles to be learned.
- 3. Development of Ability to Read
 - a. Purposes
 - (1) To enable deaf children to comprehend and to understand the printed word.
 - (2) To use reading as a means of getting information and for profitable use of leisure time.
 - (3) To encourage appreciation for good books.
 - b. Procedure
 - (1) Begin with pictures, flash cards and charts.
 - (2) Progress by using books, and other reading material geared to but challenging the vocabulary of deaf children.
 - (3) Use diagnostic and other types of reading tests, and follow-up exercises.
- 4. Development of Character
 - a. Purposes
 - (1) To supplement the work and responsibility of parents in forming desirable character traits and moral habits in deaf children.
 - (2) To teach such moral concepts as honesty, personal decency, responsibility, etc.,
 - b. Procedure
 - (1) Teach moral concepts in non-sectarian Sunday-School lessons.
 - (2) Houseparents, teachers, principals and superintendent counsel with pupils individually and in groups.

- (3) Chapel talks at assembly periods.
- (4) Use visual aids such as movies, film strips, charts, etc.,

5. Teach the Common School Subjects

a. Purpose

- (1) To give deaf boys and girls the same foundation in academic-education subjects as is given in the regular public schools.
- (2) To prepare deaf students for senior high school and for admission to Gallaudet College.

b. Procedures

- (1) Three years preparatory work in speech, vocabulary building, language, reading, and number work.
- (2) Follow the Scott Foresman Curriculum Foundation Series (with few exceptions) from grades 1 through 10, teaching the common school subjects: English, arithmetic, health, social studies, algebra, reading and literature through the 10th grade, science through the 7th grade.
- (3) Instruction is given orally, in writing, and by use of finger-spelling.
- (4) Auditory training units used whenever possible.

6. Vocational Instruction

a. Purpose

- (1) To develop manual skills.
- (2) To encourage creative activity.
- (3) To provide a trade or vocation as a means of livelihood.
- (4) To furnish pupils with information concerning the trades, industry, raw materials, etc.,
- (5) To teach desirable work habits and attitudes.

b. Procedures

- (1) Teach the basic manipulative operations and skills in the following fields:
 - (1) General Woodworking, (2) Tailoring, Cleaning and Pressing, (3) Graphic Arts, (4) Shoe Repair, Leather-working, and General Shop, (5) Typing and Office Practice, (6) Beautician Training, (7) Sewing, (8) Foods, (9) Arts and Crafts, (10) Laundering.
- (2) Teach machine operation in each field.
- (3) Provide related information by use of charts, text-books, workbooks, field trips, etc.,
- (4) Whenever possible, teach "production" techniques.
- (5) Follow through with vocational guidance and counseling.

7. Preparation for Citizenship

a. Purposes

- (1) To build future citizens.
- (2) To develop qualities of leadership.
- (3) To build strong healthy bodies.

b. Procedures

- (1) Chapel talks at assembly periods.
- (2) Individual and group counseling.
- (3) Use visual aids.
- (4) System of dormitory "monitors".
- (5) Intra-mural and inter-scholastic athletics.

H. Bureau of Instruction

A. Purpose

To provide professional and administrative leadership to the several divisions which have been assigned to the bureau.

B. Functions

1. Assist in planning, directing and evaluating the instructional program in the several activities assigned to the bureau.

a. Purpose

- (1) Provide assistance for inexperienced.
- (2) Keep within legal requirements.
- (3) Follow best practices in an efficient manner.

b. Procedure

- (1) By conference on particular problems.
- (2) Submit written statements or proposals.
- (3) Coordinate the many activities assigned to the Bureau in the instructional field.

2. Give general directions for preparing regulations and procedures.

a. Purpose.

- (1) Provide assistance for inexperienced.
- (2) Keep within legal requirements.

b. Procedure.

- (1) By conferences on particular problems.
- (2) Submit written statements or proposals.

3. Advise with assistant superintendent of instruction and other bureau heads in the formation of policies.

a. Purpose. To make all policies effective throughout the Department.

b. Procedure.

- (1) Conferences with division heads or individuals concerned.

- (2) Circulars printed or typewritten distributed to interested parties.
4. Keep informed on best practices in school instructional services.
 - a. Purpose. To provide for the best information available to fit the need.
 - b. Procedure.
 - (1) Attend conferences and seminars.
 - (2) Keep available the latest and best literature on programs of interest on instructional services.
 - (3) Short courses for administrator.
 - (4) Lectures on school instructional services programs.
5. Provide leadership activities for the benefit of school district officials in providing the best instructional services program for the particular district.
 - a. Purpose. To keep them informed as to what seems to be the best procedures.
 - b. Procedure.
 - (1) State Conferences.
 - (2) Regional conferences.
 - (3) Individual conferences in Department of Education.
 - (4) Visit districts.
 - (5) Refer to statutes or publications that are applicable.
 - (6) Serve as speaker or consultant for in-service conferences throughout Kentucky.
 - (7) Coordinate team visitation to districts.
 - (8) Approve educational programs for the 211 districts.
 - (9) Coordinate school facilities surveys.
- C. Size and Scope.
 1. The program of the Bureau of Instruction is conducted by:
 - a. Six division directors who coordinate specific programs assigned to the divisions.
 - b. Four assistant directors who assist in administering the various activities assigned to the divisions.
 - c. Two administrative assistants who perform special duties in the divisions as outlined by the directors.
 - d. Twenty-six supervisors who are responsible for supervision of the many educational activities in the twelve curriculum areas, Certification, In-service Education, Education for Handicapped children, Lunchroom, Civil Defense, Free Textbooks Instructional Materials, and Child Care Centers.
 - e. Thirty-three full-time secretaries.
 - f. Budget for Bureau is \$450,000 for 1960-61.

I. Division of Instructional Services

A. Role or Purpose

To provide leadership in cooperation with other divisions, agencies, colleges, and local school district leadership in seeking to achieve a constantly improving educational program for the children and youth enrolled in the elementary and secondary schools of the Commonwealth.

B. Functions

1. Approving or disapproving instructional units operative in the public schools.

a. Purpose

- (1) To determine whether the unit meets criteria established by statutes and State Board Regulations.

b. Procedure

- (1) Supervisors evaluate official records submitted by the school districts relative to assignment of personnel, program and facilities.
- (2) Supervisors visit the schools.
- (3) Each supervisor makes recommendations to the Director concerning approval or disapproval of units operating in his assigned school districts for transmittal to the Division of Records and Reports.
- (4) Special supervisors in the areas of music, art, physical education, science, library, pupil personnel and supervision help establish the validity of units in these areas.
- (5) Division staff members are responsible for recommending any changes in State Board Regulations relating to the various instructional units subject to approval by the division.
- (6) A special supervisor approves child care centers in keeping with the provisions of the law.

2. Recommending accreditation ratings for all secondary schools and all elementary schools of eight or more teachers.

a. Purpose

- (1) Recommend for State Board action, accreditation ratings for all secondary schools and all elementary schools of eight or more teachers.

b. Procedure

- (1) Supervisors evaluate Annual High School Reports and Annual Elementary Reports relative to established Accreditation Standards.
- (2) Supervisors individually, and in teams, visit schools.
- (3) Each supervisor in cooperation with other staff members, recommends an accreditation rating for each

secondary school and each elementary school of eight or more teachers in his assigned school districts.

- (4) Each supervisor presents in writing to each school given a rating, a list of deficiencies and recommendations in relation to the Accreditation Standards.
 - (5) Special supervisors in the areas of music, art, physical education, science, library, pupil personnel and supervision assist in the evaluation of these areas in relation to recommended accreditation classification.
3. Conducting, upon request of the local school superintendent, educational surveys as a basic service for educational planning.
 - a. Purpose
 - (1) Immediate and long range educational planning as the basis for construction of educational facilities.
 - b. Procedure
 - (1) Supervisors review educational data provided by the school district personnel such as, spot maps, pupil population trends, school organization, etc.
 - (2) Supervisors evaluate existing school facilities as they relate to the existing and projected educational programs.
 - (3) The supervisor assigned to the district being surveyed, assumes leadership in developing a written report from the survey team for review by the Superintendent of Public Instruction. This report once established as valid becomes the basis for the immediate and future development of educational facilities.
 4. System-wide Evaluation
 - a. Purpose
 - (1) To assist local school systems in evaluating the total school program.
 - b. Procedure
 - (1) The school district requests the evaluation service from the Department of Education by the superintendent of the district upon the authorization of the district's board of education.
 - (2) The assigned supervisor to the district is responsible for leadership in working with the local district personnel in organizing the evaluation procedures.
 - (3) State department personnel representing various services, college personnel, professional educators from other districts and lay citizens cooperate in a two day study of all phases of the school district's program.

- (4) The assigned supervisor to the district in cooperation with the various committee chairmen prepares a written report of findings and recommendations that is submitted to the school district for study and subsequent action.

5. Program of Studies and Accreditation Standards

a. Purpose

- (1) Continuous study of Program of Studies and Accreditation Standards.

b. Procedure

- (1) Supervisors cooperate with state-wide committees in reviewing the Program of Studies as the basis of courses offered in the schools.
- (2) Supervisors cooperate with state-wide committees in reviewing Accreditation Standards as they relate to program, school organization, and school services.
- (3) Division staff members are responsible for leadership in the development of proposed changes in State Board Regulations as they relate to Program of Studies and Accreditation Standards.

6. Educational Bulletins and Publications

a. Purpose

- (1) Cooperatively developing educational publications.

b. Procedure

- (1) Supervisors in cooperation with state-wide committees develop educational bulletins in such areas as library, music, art, physical education, science, elementary education, secondary education, and supervision.
- (2) Publish certain statutory bulletins, such as the listing of the accreditation ratings of the schools of the Commonwealth.
- (3) Publication of studies of curriculum areas; such as, science, business education, and foreign languages as they are developed by the Administrative Assistant to the Director and by special supervisors in relation to their assigned areas.

7. Consultative Services

a. Purpose

- (1) To assist local school districts in the development of the educational program and the upgrading of school personnel.
- (2) To assist colleges as they seek to relate their programs to elementary and secondary school programs in operation.

b. Procedure

- (1) Division personnel serve as consultants to In-Service programs at the school district level.
- (2) Division personnel serve local school staffs, and in special cases, consult with individual teachers or staff members.
- (3) Division personnel, upon invitation, render consultative services to college classes.
- (4) Division personnel render consultative services to workshops conducted by the colleges.
- (5) Division staff members consult with college teachers regarding educational trends in various areas of the school program.

8. Professional Organizations

a. Purpose

- (1) Advancing educational growth through professional organizations.

b. Procedures

- (1) Each individual staff member works closely with the professional organization that characterizes his special assignment or major interest.
- (2) All staff members cooperate with organizations that are concerned with educational advancement in the broad sense; such as, School Board's Association, Congress of Parents and Teachers, etc.
- (3) Division staff members cooperate with the Regional Accrediting Agency.

C. Size and Scope

a. This program is conducted by:

- (1) A Division Director who coordinates the program.
- (2) An assistant Director who assists in the coordination of the program and is specifically concerned with educational surveys.
- (3) An administrative assistant who does educational studies and collects data pertinent to the work of the division.
- (4) A general supervisor assigned to 12 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.
- (5) A general supervisor assigned to 13 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.

- (6) A general supervisor assigned to 20 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.
- (7) A general supervisor assigned to 15 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.
- (8) A general supervisor assigned to 19 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.
- (9) A general supervisor assigned to 19 counties who renders services enumerated in functions 1-8 as they relate to the counties involved and the independent school districts contained therein.
- (10) A special supervisor of art who is responsible for (a) rendering consultative services on a state-wide basis to the art program (b) providing leadership in evaluating criteria for the approval of instructional units in art in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the art program (d) assuming responsibility for general supervision in 4 counties and the independent school districts contained therein.
- (11) A special supervisor of music who is responsible for (a) rendering consultative services on a state-wide basis to the music program (b) providing leadership in evaluating criteria for the approval of instructional units in music in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the music program (d) assuming responsibility for general supervision in 4 counties and the independent school districts contained therein.
- (12) A special supervisor of health, physical education and safety who is responsible for (a) rendering consultative services on a state-wide basis to the health, physical education and safety program (b) providing leadership in evaluating criteria for the approval of instructional units in health, physical education and safety in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the health, physical education and safety program (d) assuming responsibility for general supervision in 2 counties and the independent school districts contained therein.
- (13) A special supervisor of science who is responsible for (a) rendering consultative services in science

to the Eastern half of the state (b) providing leadership in evaluating criteria for the approval of instructional units in science in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the science program (d) reviewing for approval National Defense Education projects submitted by school districts in the Eastern half of the state (e) assuming responsibility for general supervision in 4 counties and the independent school districts contained therein.

- (14) A special supervisor of science who is responsible for (a) rendering consultative services in science to the Western half of the state (b) providing leadership in evaluating criteria for the approval of instructional units in science in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the science program (d) reviewing for approval National Defense Education projects submitted by school districts in the Western half of the state (e) assuming responsibility for general supervision in 4 counties and the independent school districts contained therein.
 - (15) A special supervisor of school libraries who is responsible for (a) rendering consultative services on a state-wide basis to the library program (b) providing leadership in evaluating criteria for the approval of instructional units in library in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the library program (d) assuming responsibility for general supervision in 2 counties and the independent school districts contained therein.
 - (16) A special supervisor of attendance and pupil personnel who is responsible for (a) rendering consultative services on a state-wide basis to the attendance and pupil personnel program (b) providing leadership in evaluating criteria for the approval of instructional units in attendance and pupil personnel in relation to personnel, program, and facilities (c) developing bulletins and other publications pertinent to the attendance and pupil personnel program (d) rendering consultative services on a state-wide basis to child care centers (e) reviewing for approval according to law, child care centers (f) assuming general supervisory duties in 2 counties and the independent school districts contained therein.
 - (17) Eight full-time secretaries.
- b. Participating Facilities:
- (1) 211 School Districts

- (2) 514 Secondary and 877 Elementary Schools eligible for accreditation
- (3) 25,872 instructional units evaluated
- (4) Colleges operating in the Commonwealth
- (5) State and National professional organizations

J. Division of Special Education

A. Role

The role of the Division of Special Education is to provide leadership in establishing and maintaining special education facilities for children who, due to mental, physical, emotional and/or social factors, are unable to achieve their maximum educational potential through the regular school program and must have special educational facilities provided for them.

B. Functions

1. Administer and supervise the program of special education at the state level.

a. Purpose

- (1) Provide a broad framework and minimum standards for use by local school districts in establishing and maintaining special educational programs for exceptional children.
- (2) Create an understanding of the need of such programs at the state level.

b. Procedures

- (1) Promote the passage of legislation to insure adequate educational opportunities for exceptional children.
- (2) Development of regulations for presentation to the State Board of Education in keeping with the statutes to serve as guides to local school systems in establishing and maintaining special educational programs for exceptional children.
- (3) Cooperate with other state, public and private agencies to insure the coordination of services of all in the best interests of the education of exceptional children. (i.e., Kentucky Commission for Handicapped Children, Kentucky Society for Crippled Children, Department of Mental Health, Kentucky Association for Retarded Children, United Cerebral Palsy of Kentucky, etc.)
- (4) Work cooperatively with the other Divisions and Bureaus within the State Department of Education in the proper development and maintenance of educational programs of special education for exceptional children. (i.e., Research, Instruction, Administration, Certification, Rehabilitation, and statistical information.)
- (5) Work cooperatively with the Assistant Superintendent of Public Instruction on the instructional aspects of the

programs at the Kentucky School for the Deaf and the Kentucky School for the Blind.

(i.e., evaluation, census, program preparation, in-service training)

- (6) Preparation of bulletins, guides, etc. on programs for exceptional children.
- (7) Administer Federal fellowship program under Public Law 85-926 to prepare supervisors and directors of programs for retarded children.
- (8) Administer the Federal quota allotment under the "Act to Promote the Education of the Blind" providing books, recordings, tangible apparatus, etc. for legally blind students attending regular public schools.
- (9) Develop and coordinate policies and procedures relative to the reporting, classifying, tabulating and interpreting of the annual census of handicapped children as reported by local school districts.
- (10) Process and approve applications from local school districts for large print textbooks available under the Free Textbook Program.

2. Administration and Supervision of Classroom Units for Teachers of Exceptional Children

a. Purpose

Assist local school districts in planning, establishing and maintaining special education facilities for all types of exceptional children

b. Procedures

- (1) Stimulate local school districts to initiate and develop special education programs.
- (2) Assist local school districts in identification and diagnosis of handicapped children through surveys, testing programs and utilization of services available from other local and state agencies dealing with exceptional children.
- (3) Assist local school authorities in selection of teachers, classroom facilities, provision of special transportation facilities, necessary special instructional equipment and materials and curriculum development in keeping with the special needs of exceptional children.
- (4) Work with local school personnel relative to the tentative allotment, annual audit and final approval of classroom units for teachers of exceptional children.
- (5) Interpret statutes and State Board of Education Regulations governing the development and maintenance of special education programs.

- (6) Plan workshops for teachers, school administrators and other interested persons relative to instructional programs for exceptional children.
 - (7) Serve as an in-service training consultant to local school districts.
3. Consultation and Coordination of Services with Other State, National, Public and Private Agencies Dealing with Exceptional Children
- a. Purpose
Insure a balanced program of special educational services, promote a total understanding of problems of exceptional children and avoid unnecessary duplication of services
 - b. Procedures
 - (1) Carry out consultative and coordinative activities with public agencies who have responsibilities for the diagnosis, care, treatment and rehabilitation of exceptional children
(i.e., Kentucky Commission for Handicapped Children, Department of Health, Department of Welfare, Bureau of Rehabilitation Services, Kentucky School for the Deaf, Kentucky School for the Blind, hospitals, etc.)
 - (2) Promote and carry out a program of cooperation and coordination with private agencies having programs for exceptional children.
(i.e., Associations for Retarded Children, Cerebral Palsy Associations, Kentucky Society for Crippled Children, etc.)
 - (3) Consultation with institutions of higher learning with regard to preparation programs for teachers of exceptional children
 - (4) Act in an advisory capacity, upon request and as time permits, to private groups maintaining programs for exceptional children.
(i.e., Associations for Retarded Children, Lexington Deaf Oral School, etc.)
 - (5) Act as educational consultant for the Kentucky School for the Blind, Kentucky School for the Deaf, and the Kentucky Training Home (public residential facilities for exceptional children).
 - (6) Serve as representative of Kentucky to state and national professional organizations dealing with exceptional children.
(i.e., Council for Exceptional Children, National Association of State Directors of Special Education, American Association on Mental Deficiency, American Speech and Hearing Association.)

(7) Plan with interested citizens' groups, voluntary agencies and other organizations who frequently sponsor and/or carry on educational activities or programs which are not yet provided by the public schools and financed by public funds.

(8) Provide information regarding special classes, special schools, materials, special services to parents, organizations and agencies both within and outside of the state.

C. Size and Scope

1. Size and Scope

a. During the 1960-61 school year, there are a total of 215 classroom units for teachers of exceptional children in 71 school districts in Kentucky at an approximate cost of \$1,139,500 (\$5,300 average cost per unit).

b. Kentucky has been allocated \$1,444.25 under the Federal Act "To Promote the Education of the Blind" during the 1960-61 school year.

c. Kentucky receives approximately \$9,800.00 annually for two fellowships under Public Law 85-926 to train leadership personnel in mental retardation.

d. Staff of the Division of Special Education.

(1) Director

(2) 3 Supervisors

(3) 2 Steno-Clerks

2. Unmet Needs

a. A minimum of approximately 2,141 classroom units for teachers of exceptional children are needed during the current school year to make special educational programs available to the estimated 72,982 exceptional children in Kentucky.

b. The estimated cost of 2,141 units for exceptional children (@ \$5,300 per unit) would be \$11,347,300.00.

c. By 1964, it is estimated that there will be 3,000 additional exceptional children in Kentucky for whom special educational services and facilities must be provided.

d. In order for the Division of Special Education to provide the leadership and consultative services necessary to assist local school districts in establishing and maintaining special educational programs for exceptional children, the following staff must be provided during the 1962-64 biennium:

(1) Assistant Director

(2) Supervisors

Visually Handicapped

Physically Handicapped
Mental Retardation

(3) Clerical Assistants

- e. Adequate legislation must be provided to insure a balanced educational program for exceptional children in Kentucky:
 - (1) Clarification of terms
 - (2) Expanded program
 - (3) Remove budgetary limitation on units
 - (4) Transportation provisions
 - (5) Scholarship program
 - (6) Adequate financial support
 - (7) Adequate tuition contract provisions.

K. Division of School Lunch

A. Role or Purpose

To provide State-level Leadership through Administration and supervision of all aspects of the school lunch program throughout Kentucky.

B. Functions

- 1. To provide advisory and technical services, regarding school lunch programs, to help local school personnel to make possible for each child a lunch at school which meets at least one-third of his daily nutritional requirement.
 - a. Purposes
 - (1) To insure a noon day at school, for each child, which will supply one-third of his daily nutritional requirement.
 - (2) To improve physical facilities of the school lunch program.
 - b. Procedure
 - (1) Give guidance in evaluating the meal served in terms of the meal requirements.
 - (2) Give guidance in improvement of management practices (energy, time, money)
 - (3) Help evaluate and give suggestions for improving physical facilities for the school lunch program.
- 2. To give guidance to local school personnel in providing learning experiences through the school lunch program.
 - a. Purposes
 - (1) To upgrade learning experiences.
 - (2) To improve quality of lunches served.
 - b. Procedure
 - (1) Give guidance in evaluating learning experiences and make suggestions for improvement.

- (2) Help to evaluate menus used, make recommendations for improvement, work with personnel to develop ways to use school lunch program to provide learning experiences.
3. To carry out the intermediate responsibilities of the Kentucky Department of Education with the Federal Government relative to the National School Lunch and the Special Milk Program.
- a. Purposes
- (1) To comply with regulations of National School Lunch Program.
 - (2) To accept Federal funds for expenditure in accordance with National School Lunch Program regulations.
- b. Procedure
- (1) Accept and encourage the use of agricultural commodities and other foods acquired by United States Department of Agriculture.
 - (2) Encourage operation of the school lunch program for the benefit of the children.
 - (3) To ascertain that all income from school lunch program is used solely for the operation or improvement of such food service.
 - (4) Enter into a written agreement with the United States Department of Agriculture for the administration of the program in Kentucky.
 - (5) Assemble information and maintain records to guarantee that Federal funds are matched by funds from sources within the State at the rate of three dollars State money to one dollar from Federal funds.
 - (6) Shall receive from the school, before eligible to participate the first time (year) in the National School Lunch Program, a written application containing pertinent information to indicate eligibility of school. (extend application for succeeding year).
 - (7) Enter into a written agreement with the Board of Education of the local school district (Division of School Lunch representative of State Board of Education).
 - (8) Perform Administrative Reviews and make Reviews available to representatives of United States Department of Agriculture upon request.
 - (9) Provide schools with monthly lists of Plentiful Foods.
 - (10) Maintain separate accounts of Federal funds and maintain a current record of funds paid to schools.
 - (11) Give guidance and help in setting up In-Service Training Programs for School Lunch Personnel.

C. Size of Division and Scope of Program

1. Personnel in the Division of School Lunch include: Director, Assistant Director, six School Lunch Supervisors, two Stenographers, and four Account Clerks.
2. State funds amounting to \$85,000.00 annually are necessary for salaries, travel, and equipment of division personnel.
3. Approximately 1500 schools participate in Kentucky's school lunch programs.
4. Type-A meals are served daily to more than 350,000 children in the state's public, private, and parochial schools.
5. Division of School Lunch personnel visit approximately 500 program schools each year.
6. Funds received from the federal government for reimbursement purposes amounted to \$3,838,655.00 in 1959-60.
7. Kentucky school children spend approximately \$14,000,000.00 annually for lunches served in the National School Lunch Program, and the average price paid for each complete lunch is less than 25¢.

L. Division of Teacher Education and Certification

A. Role or Purposes

To provide leadership in all areas of education in providing an adequate staff of professionally and academically competent teachers who continue to grow in service and to administer a program of teacher preparation (pre-service and in-service) and certification.

B. Functions

1. Development of guidelines and standards for teacher preparation-certification programs

(a) Purposes

- (1) To provide state-wide standards and bases for development of institutional curriculum for teacher preparation and for certification of all school personnel.
- (2) To keep the programs of preparation and certification responsive to the needs in the elementary and secondary schools and responsive to society's needs.

(b) Procedure

- (1) Legally this function is performed through the Council on Public Higher Education, with the director serving as secretary. In reality the director and the two additional professional staff members work with an Advisory Committee on teacher education, the Commission on Teacher Education, and with a great variety of committees of public school and college representatives. When the decisions have been

reached, the director prepares the recommendations for the Council on Public Higher Education and then for the State Board of Education. After the guidelines and standards have been officially adopted, they are administered through the 33 colleges and universities and in relation to the 26,000 public school employees through the staff of the Division of Teacher Education and Certification.

2. Approval of each curriculum offered for preparation of school personnel

(a) Purposes

- (1) To stimulate the total faculty of each institution to develop and plan curricula in keeping with state-adopted guidelines and on basis of resources, beliefs, and facilities of its institution.
- (2) To stimulate well planned programs instead of having curricula offerings in terms of state requirements only.

(b) Procedure

- (1) The staff of the Division prepares forms on which each college submits the planned curriculum for elementary teachers, secondary teachers in each subject area, school administrators, supervisors, guidance counselors, and for all personnel for which preparation programs are offered. The staff members serve as consultants to college faculties as they plan curricula, and then the director and assistant director review each curriculum, analyze it, confer with the dean, and then when the curriculum has been approved, it is recommended to the State Board of Education for official adoption.

3. Accreditation of institutions of higher education for preparation of school personnel

(a) Purposes

- (1) To safeguard and to assure quality programs by having quality staffs, resources, and facilities.

(b) Procedure

- (1) When each college is evaluated by the National Council for accreditation, the director of the Division serves on the team of evaluators. Nine of the 23 colleges and universities hold national accreditation. They are re-evaluated periodically. This Division was given by the State Board of Education in 1952 the responsibility of evaluating for accreditation the other 24 junior and senior colleges. This is done by committees of six to ten persons representing the public schools and colleges. The Division sponsors a

nine-month self-study by each college and then the team of evaluators spends two or more days on the campus. The director of the Division makes, upon basis of the committee evaluation, the recommendation to the State Board which officially accredits the college on a temporary or continuing basis. Each college is re-evaluated periodically and in the meantime progress reports are submitted by each college.

4. Conducting Research

(a) Purposes

- (1) To have a basis for further planning, for changes, for improvement, and to keep teacher preparation and certification responsive to the needs of the times.

(b) Procedure

- (1) Tabulation on the training of all teachers is done from annual surveys. For example, the tabulation system by system reveals the sections of Kentucky with high level preparation and the sections with low level. This helps in planning of special courses and workshops in the summer on the various college campuses. Further, from research it is easy to determine when it is time to raise the level of preparation and standards for certification. For example, in 1940 only 40 per cent of the teachers were college graduates, while in 1959-60, 70 per cent held degrees. On this basis the degree standard for beginning elementary teachers was put into effect in September, 1960. (The degree standard for secondary teachers went into effect in 1935.) Also, annually research is done in regard to the number of teachers being prepared at the elementary level and the secondary level according to subjects. This information is helpful in recruitment and guidance. Research is done in regard to how well liberal arts graduates, without professional preparation, are performing in the classroom. This determines whether or not certification of liberal arts graduates will continue.

5. Issuance of certificates and processing correspondence relative to certificates

(a) Purposes

- (1) To implement the law which provides that all school personnel shall hold certificates and the law which mandates that certificates shall be issued by the State Department of Education.
- (2) To provide a plan whereby an effort will be made to keep out of the profession the incompetent persons.
- (3) To communicate with persons and to provide information to persons who desire certificates.

(b) Procedure

- (1) Under the plan of accrediting institutions of higher learning and approving the curriculum in each college for each preparation program offered, the college dean recommends each applicant for certification when he or she has completed the program and met all standards. This recommendation is made on the applicant's personal application form. The Division prepares all application forms; receives all applications and processes these to completion. A professional decision is made on each. Approximately 15,000 applications for issuance and/or renewal are given approval annually and certificates are written and mailed to this number of teachers. The Division receives and replies to approximately 30,000 additional inquiries annually.

6. Maintains official records of all certificates

(a) Purposes

- (1) To keep safely the official certificate record of every certificate issued to school personnel by the State Department of Education.
- (2) To have a basis for allocating public funds for salaries.

(b) Procedure

- (1) A master card file of 200,000 cards is maintained, including a master card on every certificate ever issued by the state. Also, a personal folder is made and filed on each applicant. This contains the official application and official transcript of credits.

7. Placement of Teachers

(a) Purposes

- (1) To make available to school systems names of qualified teachers who desire positions instead of issuing emergency certificates so far as this is possible.

(b) Procedure

- (1) The placement of teachers would not be a function of this Division except that it is natural for qualified teachers to notify the Division that they are available. When this information is available, the Division is obligated to make this information available to school superintendents when they declare emergency positions.

8. Providing consultative services

(a) Purposes

- (1) To provide leadership for advancement in all areas related to improvement of teachers and teacher preparation.

(b) Procedure

- (1) The staff members serve on all committees which study on a state-wide basis ways to improve the competency of any segment of preparation. For example, committees are working now on *standards of admission to teacher preparation, standards of admission to preparation programs for school leadership positions, teacher examinations, quality teaching, and correspondence courses*. Also, the staff members serve as consultants to colleges as they plan for improvement of their programs and as consultants to professional groups of supervisors, teachers, guidance counselors, and other groups.

9. Providing for in-service teacher preparation program for the continuing improvement of teachers and for the improvement of classroom performance

(a) Purposes

- (1) To provide opportunity for the total staff in school system to spend two or more full days during the school term in working together on ways to improve the quality of learning in the schools.
- (2) To provide experiences through which teachers, administrators, college staffs, and state department personnel work cooperatively on ways to strengthen programs being offered in the preparation of school personnel.

(b) Procedure

- (1) Since the state and local school districts share jointly the responsibility for maintaining an efficient system for the schools, the state department, through the Division of Teacher Education and Certification, provides services of consultants who work with teachers and administrators of local districts and staffs of the colleges in a variety of activities which make it possible for all school personnel to grow and keep abreast of the latest developments in education.
- (2) Consultants work with total school staffs in local school districts on understanding children as they move from grade to grade, on ways to use research findings in improving the quality of learning experiences in keeping with the individual differences of children to the end that the quality of learning for all will be lifted.

10. Ranking qualifications of all teachers for salary purposes under the Foundation Program and determining if all special instructional personnel and other special persons are qualified for the positions to which they are elected.

(a) Purposes

- (1) To determine the preparation level of each public school employee and to rank the qualifications in order to determine allotment of public school funds for salaries.

(b) Procedure

- (1) The Division of Teacher Education and Certification examines qualifications of each special instructional person, including superintendents, principals, guidance counselors, librarians, school psychologists, school psychometrists, finance officers, and teachers of art, music, and physical education. Also, to determine if teachers of home economics, agriculture, and teachers of exceptional children, directors of pupil personnel, and supervisors are qualified. Special funds are allocated under the Foundation Program for these persons if they meet qualifications. The Division ranks all 26,000 public school personnel for allotment of funds under the Foundation Program.

M. Division of Textbooks and Instructional Materials

A. Purpose

The Division of Textbooks and Instructional Materials has a two fold purpose. First, the Division furnishes textbooks in regular and large-type to the pupils in grades 1 through 12 who are enrolled in the state public schools. Second, the Division encourages the state schools to provide their teachers and pupils with ample instructional materials that are appropriate aids for effective teaching and learning.

B. Functions

1. The secretarial and clerical work, as authorized by the Superintendent of Public Instruction, is performed for the State Textbook Commission.

a. Purpose

- (1) To help the Commission with its routine work preliminary to the selection and approval of textbooks for local adoptions.
- (2) To assist the Commission with selecting and approving textbooks for the state multiple list from which local adoptions are made.

b. Procedure

- (1) Notifies the Commission members by letters as to the date, place, and purpose of their regular and special meetings.
- (2) Prepares the advertisements for textbook bids for the Commission and mails copies to two newspapers for publication and other copies to textbook publishers.

- (3) Prepares and supplies the textbook publishers with the necessary forms for textbook bids; such as the process agents (Form TC-1), filing fees (Form TC-2), special editions (Form TC-3), official bids (Form TC-4), and bid and performance bonds (Form TC-7), and other necessary information.
 - (4) Receives and checks the official textbook samples and accounts for the filing fees.
 - (5) Tabulates the official textbook bids and prepares mimeographed copies for mailing to the Commission members and the textbook publishers.
 - (6) Prepares mimeographed state multiple lists of textbooks as approved by the Commission from which local adoption units make their textbook adoptions.
 - (7) Prepares textbook contracts (Form TC-5) for the Commission with the textbook publishers.
 - (8) Registers and issues permits to textbook representatives authorizing them to work local districts adoptions.
 - (9) Prepares and supplies school districts and others with copies of textbooks that are designated for use by school districts which declined or failed to make adoptions.
 - (10) Prepares and files the expense vouchers for members of the Commission for reimbursement of personal expenditures.
 - (11) Makes authorized adjustments in textbook listings and adoptions for the State Textbook Commission.
 - (12) Prepares and keeps the Commission's minutes and conducts the Commission's correspondence.
2. Local school districts and state model and practice schools are assisted with their annual textbook adoptions.
- a. Purpose
 - (1) To provide the local adoption units with the needed information for use in making their adoptions.
 - (2) To furnish the adoption units with adoption forms (Form TC-6) as well as other helps and suggestions.
 - b. Procedure
 - (1) Adoption units are supplied requisition forms for requesting sample books.
 - (2) Adoption forms (Form TC-6) are furnished school units for use in textbook adoptions.
 - (3) Local adoptions are checked for the approval by the Superintendent of Public Instruction.
 - (4) Copies of the approved adoptions are returned to the adoption units.

(5) Lists of the textbook adoptions by school units are furnished the textbook publishers in lieu of separate contracts.

(6) Commission correspondence is conducted.

3. State textbook funds are allocated to the local school districts and the state model and practice schools in compliance with the regulations of the State Board of Education.

a. Purpose

(1) To provide an equitable distribution of the state textbook funds to the school districts and the state model and practice schools.

(2) To enable the schools to requisition textbooks that will serve the needs of the pupils within the textbook allocations.

b. Procedure

(1) A state textbook budget is prepared.

(2) Provisions are made in the budget for transportation charges, emergencies, textbook rebinding, and necessary adjustments.

(3) Textbook funds are allotted to school districts and model schools on pupil membership at the close of the fifth month of the current school year.

(4) Statements of the textbook allocation are prepared and mailed to the local superintendents and the model and practice schools.

(5) Separate financial accounts are kept for the school districts and the model and practice schools.

4. Textbook orders are prepared and placed with the publishers for the public schools; also, the order invoices are checked and approved for payment.

a. Purpose

(1) To comply with the provisions of the state textbook law.

(2) To place textbooks in the public schools in a economical and practical way.

b. Procedure

(1) Textbook annual report and requisition forms (Form FT-8) and selection forms (Form FT-8A) for optional subjects are furnished to school districts and model and practice schools.

(2) These forms are filled out by the school units and returned to the Textbook Division.

(3) From the reports from the school units textbook orders are prepared and placed with the publishers.

- (4) District and publishers' records of the book purchases are kept.
 - (5) Receiving reports for textbook orders are mailed to the local school districts and the model and practice schools.
 - (6) When the textbooks have been received from the publisher, the receiving reports are signed and returned to the Textbook Division for payment approval.
 - (7) Custodial bonds (Form FT-3) are required for the textbook custodians.
 - (8) Before textbooks are issued to the pupils, they are stamped by state stamps provided the school districts and model and practice schools by the Textbook Division.
5. Disposition of discarded textbooks are authorized, textbook sales and fines are collected, and textbook exchange credits are requested, received, and applied on future textbook orders.
- a. Purpose
 - (1) To comply with the regulations prescribed by the State Board of Education and with the agreements with the textbook publishers regarding discarded textbooks.
 - (2) To request and collect exchange credit on textbook replacements from the publishers.
 - b. Procedure
 - (1) Discarded books are reported on the textbook annual report (Form FT-8) by the local textbook custodians.
 - (2) Textbooks are checked before disposition is authorized.
 - (3) All textbook sales and fines are paid into the State Treasury.
 - (4) Textbook exchange-lists are prepared for the textbook publishers.
 - (5) Publishers mail the credit memorandums for exchange credit to the Division of Textbooks and Instructional Materials.
 - (6) Credit memorandums are applied on future textbook orders.
6. Large-type books, upon the approval of the Division of Education for Handicapped Children, are provided for the public school pupils with defective vision.
- a. Purpose
 - (1) To comply with the state law and regulations of the State Board of Education.
 - (2) To provide a better educational opportunity for the pupils with defective vision.

b. Procedure

- (1) Requests for large-type books are made to the Division of Education for Handicapped Children for approval.
 - (2) Following the approval, the books, if available in large-type, are furnished to the pupils.
 - (3) At the close of the school year the books are returned to the Textbook Division.
 - (4) Records of the purchases, shipments, payments, and the use-periods of the books by school districts are kept.
7. As required by statutory law textbooks are rebound, when warranted by the condition of their binding, for further use by the pupils.

a. Purpose

- (1) To comply with the provisions of the Kentucky statute regarding textbook rebinding.
- (2) To effect economy in the operation cost of the state textbook program.

b. Procedure

- (1) Whenever advisable the more expensive books are rebound for the public schools.
 - (2) Frequently, classes are short a few copies of an old edition. A sufficient number of the old editions are rebound to provide an adequate number of same books for such classes.
 - (3) Books that need rebinding are reported by the school districts to the Textbook Division.
 - (4) The district reports are checked. Lists of the approved books for rebinding are mailed to the school district superintendents authorizing the shipment of the books to the bindery with the shipping charges collect.
 - (5) Orders are placed with the bindery authorizing the rebinding of the books.
 - (6) The rebound books are returned to the school districts by the bindery with shipping charges prepaid.
 - (7) Invoices for the rebound books are checked; if they are correct, the invoices are approved for payment.
8. Assistance is given school districts in the selection, procurement, distribution, utilization, and evaluation of instructional materials other than textbooks.

a. Purpose

- (1) To encourage the use of instructional materials for the improvement of classroom instruction.

- (2) To provide essential information relative to instructional materials through publications and other media.

b. Procedure

- (1) Visits, conferences, and consultations are made and conducted with the school districts.
- (2) The Division has participated in conferences for the Midwest Airborne Program for planning television instruction.
- (3) Publications have been prepared or procured and distributed to the schools, for example: (a) Handbook of Audio-Visual Materials for Kentucky Schools, (b) Maps-Globes-Charts for Kentucky Schools, (c) Teaching Materials in the Modern School, and (d) other materials and publications. A new publication is now in preparation.
- (4) Local, state, and national conferences on instructional materials are attended, for example: Louisville, Cincinnati, Purdue University, and the University of Kentucky have sponsored conferences recently on instructional materials.
- (5) Works with the NDEA program on instructional materials for the state in an advisory capacity.

9. Acceptable minimum manufacturing standards and specifications are determined and prepared jointly with other state textbook directors, textbook publishers, and textbook manufacturers.

a. Purpose

- (1) To improve the quality of the textbooks.
- (2) To provide for the use of new materials as they prove to be satisfactory in the manufacturing of textbooks.
- (3) To keep the cost of textbooks to a minimum.

b. Procedure

- (1) The official minimum manufacturing standards and specifications of textbooks are revised from time to time to correct textbook defects and to permit the use of new materials as they are developed if they are proved to be satisfactory.
- (2) Classroom-use testing programs are carried on to determine how satisfactory the books are for pupil use as to their physical qualities.
- (3) The state textbook directors, working jointly with the textbook publishers and textbook manufacturers, seek to improve the quality of textbooks and keep the cost at a minimum.
- (4) Reports on classroom testing of textbooks by the United States Testing Company, Inc. are mailed to the

state textbook directors from time to time on the results that are derived from the testing program.

10. Cooperative studies are made with the textbook directors of other states relative to adoption periods, contract terms, net contract prices, exchange prices, administration of textbook programs, and other pertinent information which should be shared in common by the state textbook directors.

a. Purpose

- (1) To improve the textbook program through cooperative studies with other states.
- (2) To exchange textbook experiences and information with the textbook directors of other states for improving textbook services.

b. Procedure

- (1) Annual conferences are held by the state textbook directors to study textbook problems and to share information in common with one another.
- (2) These annual conferences are rotated from state to state, thus providing opportunities for firsthand studies of the textbook programs of the different states.
- (3) Such items as the following are discussed in these conferences: textbook samples, textbook rehabilitation, textbook sales and fines, textbook prices, textbook covers, textbook accounting, revised editions, standards and specifications, and textbook substitutions.
- (4) The state textbook directors exchange textbook adoption lists with one another for comparative purposes.
- (5) The directors, as a group, make certain recommendations for consideration by the textbook publishers.

C. Size and Scope

The major functions requisite for a substantial realization of the two fold purpose of the Division of Textbooks and Instructional Materials may be grouped under three main headings: textbook adoptions, textbook purchases, and instructional materials.

1. Textbook adoptions are made annually by adoption groups. For adoption purposes the elementary and the secondary subjects have been arranged in four adoption groups. Each adoption involves considerable secretarial and clerical work. Textbook bids, sample books, filing fees, multiple listings, local adoptions, and publishers' contracts call for a good deal of work by the personnel of the Division of Textbooks and Instructional Materials.

2. Textbook purchases in the regular and large type by the Division entail several activities. Among them are the following: (1) the allocation of textbook funds to school districts;

(2) custodial bonds for free textbook custodians; (3) checking and processing textbook annual reports and requisitions by school districts; (4) the preparation of some 3,000 to 3,500 textbook orders for 1,000,000 to 1,500,000 books; (5) visiting local textbook depositories to check discarded books for disposition; (6) the preparation of discarded book lists for exchange credit; (7) district financial records are kept; (8) records of textbook purchases are kept by school districts; and (9) a rather large volume of correspondence is required by the above named activities. The annual appropriation for textbook purchases for the elementary and secondary schools was approximately \$2,845,000.

3. The Division of Textbooks and Instructional Materials devotes considerable time in promoting the use of instructional materials other than textbooks by the state schools. The members of the Division participate in conferences and workshops on instructional aids, visit schools in regard to their use, and work with related agencies. A manual on instructional materials and equipment is now in preparation.

The personnel of the Division of Textbooks and Instructional Materials consists of a director, an assistant director, a stenoclerk, and two clerk typists.

N. Civil Defense Adult Education

A. Purpose

To institute a public program of education in individual, family and community techniques of survival in disaster.

B. Function

1. To recruit through local school officials credentialed and well qualified educators to teach Civil Defense Education courses.
2. To train and certify these educators by means of institutes, seminars and workshops, to teach Civil Defense Education classes.
3. To inform the community about the program and to assist in setting up classes in Civil Defense Education.
4. To supervise the teaching of Civil Defense Adult Education classes by those teachers who have qualified under this program; to record the statistical data from their reports and arrange for their compensation.

C. Services and Procedures

1. To conduct, or participate in programs for the purpose of explaining Civil Defense Education; to contact and discuss the program with school officials and educators; and to enroll credentialed and well-qualified educators in training institutes for the purpose of certifying them as qualified Civil Defense Education instructors.

2. To conduct training institutes consisting of a 12-hour course of instruction for credentialed educators for the purpose of certifying them as qualifying to teach Civil Defense Education classes; and to conduct seminars and workshops for in-service teachers.
3. To obtain and furnish speeches and speakers, film strips, film and slides, graphics, texts, manuals, source materials and visual aids to interested groups and organizations and to Civil Defense Education teachers for each of their classes; to provide press, radio and television publicity; and to provide leadership and assistance in setting up teacher training institutes and Civil Defense Adult Education classes.
4. To obtain personnel applications from local teachers qualified under the program who propose to teach local Civil Defense Adult Education classes and to receive from each one of them an application form showing the date, place and number of persons expecting to attend each class.

Upon receipt of such application, teaching material in the form of film, film strips, graphics, text books and other related materials are shipped to the applicant teacher to be used in the conduct of the local Civil Defense Adult Education class. Upon completion of the 12-hour course of instruction a Final Report is submitted by the teacher reflecting the number of people enrolled and the number of people completing the entire course, all of which statistical data is maintained by this office. Request for payment of \$60.00 representing compensation to the teacher for this service is forwarded to the Department of Education to be processed.

D. Size and Scope

1. Annual budget (7/1/1960 through 6/30/1961)		\$70,000.00
2. Administrative Staff		
Coordinator — 1		
Consultants — 2		
3. No. of teachers trained 7/1/1960 through		
1/31/61:	181	
Est. 6/30/1961:	150	
Total:		331
4. No. of teachers now in training:	60	
5. No. of adult classes current year through		
1/31/61:	134	
Est. through 6/30/1961:	100	
Total:	234	234
6. No. of adults taught current year through		
1/31/61:	2584	
Est. through 6/30/1961:	3500	
	6084	6084

7. No. of adult classes now in session:	48
8. Average number classes in session throughout the year:	40
9. No. of teachers trained last year:	311
10. No. adults taught last year:	5084
Total number teachers trained through 6/30/1961:	642
Total number adults taught through 6/30/1961:	11,168
GRAND TOTAL:	11,810

O. Bureau of Vocational Education

A. Purpose

The purpose of vocational education is to provide training, develop skills, abilities, understandings, attitudes, working habits, and appreciations, and to impart knowledge and information needed by workers to enter and make progress in employment on a useful and productive basis. Vocational education is an integral part of the total education program. The director of vocational education is to provide professional administrative leadership to the divisions in the Bureau of Vocational Education.

B. Functions

1. Administer and give general direction to the programs of vocational education.

a. Purpose

- (1) Interpret programs of vocational education.
- (2) Determine policies for carrying out vocational programs.
- (3) Give general supervision to various programs of vocational education.

b. Procedure

- (1) Hold meetings with vocational staff personnel.
- (2) Attend regional and national meetings to keep up to date on training needs and program development to meet these needs.
- (3) Coordinate the different vocational services within the bureau and coordinate the total vocational program with the total educational program in the State Department.

2. Prepare budgets and approve expenditures

a. Purpose

- (1) Determine administrative budget for each service.
- (2) Give general supervision to budgets for teacher-training programs and local programs of vocational education.
- (3) Give general supervision to expenditure of state and federal vocational funds.

48

40

311

5084

642

11,168

11,810

b. Procedure

- (1) Work with director of each service on preparing budgets for teacher training and local vocational programs.
- (2) Work with directors in preparing biennial budgets.
- (3) Set up policies with directors for reimbursement of expenditures for local programs of vocational education.

3. Prepare reports for State Board of Education and U. S. Office of Education

a. Purpose

- (1) Keep State Board of Education and U. S. Office of Education informed of the program of vocational education in the State and the expenditures of state and federal funds for these programs.

b. Procedure

- (1) Tabulate reports from districts on programs of vocational education.
- (2) Prepare annual statistical and financial reports with assistance of directors of each vocational service.

4. Promote vocational programs within the State

a. Purpose

- (1) Develop an understanding of the purpose of vocational education and how this program is conducted in the public schools.
- (2) Make available vocational education for all who desire it and can profit from it.

b. Procedure

- (1) Hold conferences with school administrators and others on vocational education.
- (2) Make surveys on vocational training needs in the State.
- (3) Discuss the vocational program with civic clubs and other interested groups.
- (4) Explain the vocational program through news articles and other public information media.

5. Encourage research

a. Purpose

- (1) Keep vocational education up to date with needs of workers.
- (2) Find new and better ways of teaching.
- (3) Determine effectiveness of present programs.

b. Procedure

- (1) Provide financial assistance to institutions of higher learning for research in vocational education.
- (2) Set aside some time for staff members to do research.
- (3) Gather research data from other states and make it available to the different vocational services.

C. Size and Scope

The Bureau of Vocational Education is made up of four divisions; namely, Division of Agricultural Education, Division of Home Economics Education, Division of Trade and Industrial and Distributive Education, and Division of Education for Veterans. The vocational program in the State is carried out through these divisions.

P. Division of Agricultural Education

A. Role or Purposes

It is the responsibility of the Division of Agricultural Education to develop, administer, and supervise the program of vocational agriculture through the public schools in the state. The purpose of vocational agriculture is to train high-school farm boys for the vocation of farming and other closely related agricultural occupations, to aid young farmers in becoming established in farming, and help adult farmers conduct their farm businesses more efficiently.

B. Functions

1. Develop policies for conducting programs of vocational agriculture in the state.

a. Purpose

To provide standards for establishing and maintaining departments of vocational agriculture.

b. Procedure

The supervisory staff in agricultural education in the Department of Education, advising with the staff in agricultural education at the University of Kentucky, teachers of agriculture, and school administrators, develops criteria for establishing and maintaining departments. These criteria, when approved by the State Board of Education, become the policy for operating programs in vocational agriculture.

2. Supervise, evaluate and improve local programs of vocational agriculture.

a. Purposes

- (1) To help determine the strengths and weaknesses of local programs.
- (2) To give guidance in improving programs.

b. Procedures

- (1) The teachers of vocational agriculture are visited regularly by the district supervisors. A careful analysis of each program is made and the weaknesses determined.
- (2) Conferences are held with local school administrators and teachers of agriculture and procedures are agreed upon for improving the programs.
- (3) Help is given the local department as it works toward improving its program.

3. Approve the use of vocational funds for agricultural education

a. Purpose

To assure that all federal and state money used in vocational agriculture is spent in line with policies governing the use of such funds.

b. Procedures

- (1) Units are approved on the basis of an approved program, approved facilities and an approved teacher.
- (2) Before payment is made for young-farmer and adult-farmer work it is determined that the work done by each teacher meets the state standards for such programs.
- (3) Travel expenses of teachers are checked to see that they conform to travel policies and regulations.
- (4) Prepare reports for the State Board of Education and the U. S. Office of Education on the expenditures of vocational funds and the operation of the program of vocational agriculture.

4. Provide in-service training for teachers of vocational agriculture

a. Purposes

- (1) To help teachers keep courses of study up to date and functional.
- (2) To develop abilities in teachers that they need in their instructional programs.

b. Procedures

- (1) Workshops are scheduled at the request of teachers for improving courses of study for high-school boys, young farmers and adult farmers.
- (2) Teachers are given instruction in tractor servicing and maintenance, welding, and other areas that relate to their instructional programs.
- (3) Workshops are scheduled by the district supervisors at the request of teachers in their districts. Super-

visors are aided in conducting the workshops by the teacher-training staff in agricultural education of the University of Kentucky.

5. Work with teacher-training institutions in developing undergraduate and graduate programs for teachers of vocational agriculture.
 - a. Purpose

To keep the course offering for pre-service and in-service training of teachers in line with the needs of teachers of vocational agriculture.
 - b. Procedures

Through periodic visitation and evaluation by the head state supervisor of agricultural education it is determined whether or not the teacher-training institutions are meeting the requirements of the state plan for agricultural education in such areas as technical and professional courses, qualifications of teacher trainers, qualifications of faculty in technical agriculture, and physical facilities for instruction in agriculture.
6. Assist in conducting research in agricultural education and make use of the research.
 - a. Purpose
 - (1) To strengthen the program of agriculture through the application of research findings.
 - b. Procedures
 - (1) Through meetings and conferences with school administrators, teachers of vocational agriculture, and the supervisory and teacher-training staffs in agricultural education the pertinent problem areas for research are identified.
 - (2) The teacher-training staff in agricultural education at the University of Kentucky guides the structure of the research studies, the carrying out of the study, and interpreting the results.
 - (3) Research findings are interpreted to supervisors, teachers of agriculture, school administrators, and help is given in applying these findings to local programs.
7. Administer the Institutional on-Farm Training Program for Veterans
 - a. Purpose
 - (1) To provide a training program in agriculture for veterans who are becoming established or re-established in farming following their military service.

b. Procedures

- (1) Local boards of education provide training opportunities for the veterans in their districts. To do this they enter into contract with the Division of Agricultural Education in the State Department of Education for reimbursement to their boards of education for all expenses incurred in operating the program.
- (2) The division of agricultural education approves the teachers employed, the course of study and expenses incurred in operating the program. Course outlines are prepared for the teachers' use.
- (3) Local boards collect monthly tuition from the trainees which they forward to the Department of Education. They make monthly reports to the Division of Agricultural Education and on the basis of these reports reimbursement for expenses of the program is made.
- (4) The staff in agricultural education provides supervision for the program on both the local and state level.

C. Size and Scope

The program of vocational agriculture operates through 123 school districts in 196 high schools located in 116 counties of the state. During the 1960-61 school year approximately 282 teachers are employed. Of this number 14 spend full-time on young-and adult-farmer work. About 12,000 high-school boys, 1,800 young farmers, and 2,100 adult farmers are enrolled. In addition, approximately 300 veterans are enrolled in the Institutional on-Farm Training program. These are taught by 58 teachers who devote either full or part-time to the job.

Q. Division of Home Economics Education

A. Purpose

To give supervision to the vocational home economics program which trains youth and adults in the vocation of homemaking including instruction in the areas of child development, clothing, foods, health, housing, personal and family relations and in management. The program serves in-school groups through high school classes, home visitation, the home project program and the Future Homemakers and New Homemakers of America organizations. The program serves out-of-school groups through individual help and organized group instruction for young homemakers and adult homemakers.

B. Functions

1. Development of vocational home economics programs.

a. Purpose

- (1) To have more youth and adults receive instruction in home economics.

- (2) To provide quality instruction in home economics.

b. Procedure

- (1) By working with administrators, teachers, parents and others, policies and standards are established and interpreted relative to the operation of the different phases of the program.
- (2) Program offerings are continuously evaluated and new developments and changes planned to meet the needs of home and families in a changing society.
- (3) Suggestions relative to facilities and conditions that are conducive to quality instruction in home economics are developed and made available to administrators and teachers.

2. Approval of vocational home economics programs.

a. Purposes

- (1) To determine programs eligible to receive vocational home economics units.
- (2) To approve programs in homemaking for out-of-school youth and adults.

b. Procedure

- (1) Homemaking programs are evaluated co-operatively with administrators, teachers and supervisors in light of the criteria for vocational home economics units.
- (2) Teachers who meet the qualifications are recommended to receive certificates and approved to teach in vocational home economics programs.
- (3) Homemaking programs for adults that meet the requirements for such programs are approved.

3. Provision of in-service education for home economics teachers.

a. Purposes

- (1) To improve the quality of instruction given in home economics programs.
- (2) To co-ordinate the pre-service and in-service training programs.

b. Procedure

- (1) Supervisors work with home economics teachers and administrators on problems relative to all phases of the home economics program.
- (2) Help is provided through state, district and small-group conferences, visits to schools, and written material.
- (3) Strengths and weaknesses of first-year teachers are made available to institutions.

4. Assistance in the development of home economics teacher education program and recommendation for approval of institutions training vocational home economics teachers.
 - a. Purposes
 - (1) To improve the quality of the home economics teacher education program in the state.
 - (2) To determine the institutions eligible to train teachers of vocational home economics.
 - b. Procedure
 - (1) Criteria for home economics teacher education programs are set up co-operatively with teacher trainers, deans and representatives of the Division of Teacher Education, State Department of Education.
 - (2) Teacher education programs at the approved institutions are given help on programs when requested.
 - (3) Co-operative evaluations of the teacher education programs are made periodically with staff members at the institution.
 - (4) Representatives of all approved institutions including the head of the home economics department and a teacher trainer from each institution meet as a group with the Director and Assistant Director of Home Economics Education to discuss new developments in the home economics program, changes needed and problems involved in carrying out the teacher education program.
5. Promotion of research in the area of home economics education.
 - a. Purpose
 - (1) To have sound information on which to develop the program and to make desirable changes.
 - b. Procedure
 - (1) Determining problems on which research is needed, selecting persons to assist in carrying out the research, disseminating the information and making plans for the utilization of results are done co-operatively with the Home Economics Education Section of the University of Kentucky.
6. Administration of vocational funds allotted to home economics.
 - a. Purpose
 - (1) To see that funds allotted to home economics are used in accordance with the State Plan and with established policies.
 - b. Procedure
 - (1) Applications for approval of vocational home economics programs and for vocational units are re-

viewed and approval is recommended to the Head of the Bureau of Vocational Education.

- (2) Reports of local programs are studied to see that program requirements are being met and expenditures in the operation of the programs are in accordance with established policies.
- (3) Reports are made to the U. S. Office of Education and to the State Board of Education giving a picture of the home economics program and the use made of vocational funds in the state.
- (4) Budget needs of the vocational home economics program are recommended to the Head of the Bureau of Vocational Education.

C. What It Involves

During the school year 1959-60 there were 317 secondary home economics programs in Kentucky with 399 teachers who received reimbursement from vocational funds. These departments had a total enrollment of 24,490 pupils.

In addition to the secondary program there were 197 programs providing homemaking instruction for 4,898 adults and young adults. The adult phase of the program includes those homemaking programs taught in the three pilot counties for the Rural Development Program, the Food Conservation Courses held in school-community canneries, and the regular home economics classes for adults and young adults.

Guidance is given to the home economics teacher education program in eight institutions of higher learning approved to train vocational home economics teachers.

The supervision given to the vocational home economics programs is provided by a director, assistant director, and five supervisors.

R. Trade and Industrial and Distributive Education

A. Purpose

The purpose of the Division of Trade and Industrial and Distributive Education in the Bureau of Vocational Education is to provide leadership and supervision on a state-wide basis for the development and implementation of a complete program of industrial education concerned with five major areas of education and training. These five major areas are as follows:

1. Trade and industrial education
2. Distributive education
3. Practical nurse education
4. Technical education
5. Supervision and coordination of industrial arts education programs operating in the high schools throughout the state.

B. Functions

1. Administer state and federal funds allotted to trade and industrial education, distributive education, practical nurse education, technical education, and the supervision of industrial arts education operating in the State of Kentucky.

a. Purpose

- (1) Approve, supervise and interpret budgets for the expenditure of state and federal funds.

b. Procedure

- (1) Prepare and approve budgets for operation of the area vocational schools.
- (2) Approve reimbursement of expenditures for program operation.
- (3) Maintain all necessary statistical and financial records relative to program operation in all area schools.

2. Implement and interpret administrative policies, rules, and regulations, and operational procedures governing all phases of the programs of trade and industrial education, distributive education, practical nurse education, technical education, and supervision of industrial arts education.

a. Purpose

To provide assurance that all trade and industrial and distributive education programs are operated in accordance with policies, regulations, and procedures as set forth by the State Board of Education.

b. Procedure

- (1) Interpret rules, regulations, and policies governing program operations and procedures.
- (2) Approve curriculum and facilities for program operations in accordance with standards and criteria of State Board of Education.
- (3) Provide supervision and leadership for efficient development and operation of programs.
- (4) Compile and maintain statistical information and reports essential to program operation.
- (5) Coordinate division activities with other agencies at federal, state, and local levels.

3. Approve, supervise, and provide administrative leadership to a system of area vocational schools operated by the State Board of Education, board of regents, and/or local boards of education in accordance with policies and procedures approved by the State Board of Education.

a. Purpose

To assure that sound programs of instruction are provided for the development of manipulative skills, tech-

nical knowledge, and related occupational information to those persons who are (1) preparing themselves for useful employment in trade and industrial, distributive, practical nursing, and technical occupations, (2) upgrading training for employed workers for advancement in their occupations, (3) and re-training of displaced workers for entrance into new occupations.

b. Procedure

The programs of trade and industrial and distributive education are administered and implemented in the following manner by public boards of education through the superintendents or public boards of regents through the presidents, under the direction and cooperation of the Division of Industrial and Distributive Education.

(1) Duties of the Superintendent or President

The superintendent or president, as the case may be, who administers an area vocational school, on the recommendation of the area director, prepares and submits to the State Director of Industrial and Distributive Education, a budget request for the operation of the area vocational school program.

He recommends for employment all personnel needed for the operation of the area vocational school and sees that the school is operated in accordance with rules and regulations as adopted by the State Board of Education and set forth in a State Plan for Vocational Education.

(2) Duties of Area Director

The duties of the area director are as follows: (1) Promote and establish evening, part-time, day trade and pre-employment classes in industrial and distributive education and recommend the employment of all personnel to the superintendent or president, as the case may be. (2) Conduct surveys for the purpose of keeping vocational offerings in line with industrial and business opportunities and needs. (3) Seek to place and follow up students trained. (4) Assist instructors with course construction and seek to improve instruction by supervision and coordination. (5) Recommend the purchase of equipment and supplies necessary for the successful operation of the program. (6) Prepare and submit all necessary records and reports to the superintendent or president and the State Director of Industrial and Distributive Education. (7) Perform all other duties that may be necessary to the successful operation of the school.

(3) Duties of the Teacher-Coordinator

The duties of teacher-coordinators are as follows: (1) Assist the directors in the promotion and establishment of part-time and evening programs. (2) Coordinate and supervise all instruction with industry and business. (3) Make survey of the area served by the vocational school for the purpose of keeping course offerings in line with indicated needs. (4) Prepare and submit all necessary reports to the directors of the schools, and perform other duties as may be assigned by the director.

(4) Trade and Industrial Education

(a) Purpose

The purpose of the program of trade and industrial education is to provide for the development of manipulative skills, technical knowledge, and related occupational information to those persons who are preparing themselves for useful employment in trade or technical occupations, and for upgrading training of those who are already employed.

(b) Procedure

To implement this program of trade and industrial education, the following types of programs are offered in the area vocational schools:

Type 1—*Full-Time Trade Courses for In-School Youth*. These classes are designed for those who wish to receive training for initial employment while pursuing their regular high school programs. The students spend 50 per cent, or a minimum of three consecutive clock hours, per day in the area trade school for shop work and theory. The remainder of the day is spent in their regular high school classes.

Type 2—*Full-Time Pre-employment Courses*. These courses are designed for out-of-school youth and adults to provide specific training toward gainful employment in a trade or occupation.

Type 3—*Adult Evening Extension Courses*. These are short specific courses designed for the upgrading of employed workers which are supplemental to their daily employment in order to advance to a

better position, or instruction in a new phase of activity in their present position.

Type 4—*Part-Time Extension Courses for Apprentices*. These are courses which provide for apprentices who are being trained on the job and attend school on a part-time basis for the necessary related instruction in math, science, drawing and trade theory in preparation for the occupation.

(5) Distributive Education

(a) Purpose

The purpose of the program of distributive education is to prepare individuals for entrance into gainful employment in distributive occupations and to provide training of a continuous and upgrading nature that will enable them to progress in their occupations.

(b) Procedure

To implement this program of distributive education the following types of classes are offered:

Type 1—Cooperative part-time classes which are limited to students who are employed in a distributive occupation for not less than fifteen hours per week during the school year. In this type the students spend a half day in the regular school program and the other half on-the-job in a whole-sale, retail merchandising establishment as a worker.

Type 2—Adult occupational extension classes are limited to persons in the field of distribution, and who are employed or temporarily unemployed. These classes may be conducted during a part of the work day period, or during the evening or non-working hours of the enrollees.

(6) Practical Nurse Education

(a) Purpose

The purpose of the program of practical nurse education is to prepare individuals for licensure and employment as practical nurses in hospitals, clinics, industries, etc., where nursing services are required.

(b) Procedure

To implement this program of practical nurse education the following types of classes are offered in the schools of practical nursing.

Type 1—Full-Time pre-employment classes which have been designed for out-of-school youth and adults to provide specific training toward licensure and gainful employment in the field of practical nursing.

Type 2—Adult extension classes in which employed licensed practical nurses are given instruction supplemental to their daily employment, of a continuous or upgrading nature, which enables them to advance in their occupation.

(7) Technical Education

(a) Purpose

To provide for instruction and development of skills, technical knowledge, and related technical information to those persons who are preparing themselves in the field as technicians.

(b) Procedure

To implement the program for the training of technicians the following types of classes are offered:

Type 1—Full-Time pre-employment classes which have been designed for those who wish to pursue training of a highly skilled nature in the fields of technology in accordance with criteria established under Title VIII of the National Defense Education Act.

Type 2—Adult extension classes. These classes are designed for the purpose of upgrading employed technicians or for re-training of those who are temporarily unemployed.

(8) Supervision of Industrial Arts

(a) Purpose

The purpose for state supervision of industrial arts programs operating in the secondary schools throughout the state is to provide the leadership necessary for promotion and development of industrial arts programs in accordance with standards and criteria governing such programs.

(b) Procedure

Provide leadership, coordination and supervision on a state-wide basis for the promotion and implementation of industrial arts programs as operated in the secondary schools through the local boards of education.

Assist the local high schools in the development and promotion of industrial arts education programs.

4. Provide for teacher education and in-service training for industrial and distributive education, practical nurse and technical education.

a. Purpose

To assure that all trade and industrial, distributive education, practical nurse education, and technical education teachers are trained in modern techniques and methods of teaching.

b. Procedure

(1) Through organized class instruction provided by the designated teacher training institutions.

(2) In-service training through conferences and workshops conducted by teacher-trainers, state department personnel, and industrial leaders in the field of practical nurse education.

5. Coordinate the curriculum and training with all other agencies concerned with the program.

a. Purpose

To maintain a reservoir or balance of trained manpower for industrial growth and development.

b. Procedure

(1) Keep the local superintendent and area directors informed of new trends, policies and regulations through supervision, releases and bulletins.

(2) Develop long range plans for organization, maintenance, and operation of a program concerned with industrial education.

(3) Work with local boards of education and area directors on follow-up of students on-the-job to make sure that training is meeting the demands of industry.

C. Size and Scope

The program of industrial and distributive education and its system of area vocational schools throughout the state offers a comprehensive program of full-time and part-time education of such a nature that prepares people for entrance into industrial

and technical occupations, or that enables those who are already employed to advance in their occupations.

It is designed to serve adults, regularly enrolled high school students, and out-of-school youth who need and desire vocational training.

At the present time this program is staffed, at the state level, by a director, an assistant director, five supervisors, three itinerant instructors, one secretary and four clerks.

At the local level, the area vocational schools are staffed by 14 local directors, 12 coordinators, 29 clerks, 229 full-time teachers and 143 part-time teachers on call staff.

This program staff is presently serving approximately 16,000 adults and out-of-school and in-school youth, but it should be pointed out, here, that this entire program is undergoing a rapid change in growth and expansion. Additional facilities are being provided with increased financial support; and personnel are being added constantly at all levels to provide increased services in accordance with increased demands from the public for these services. It is anticipated that the over-all scope will increase by at least twenty-five per cent within two years of the present date.

S. Division of Veterans Education

A. Role or Purposes

To provide the best possible education and training facilities for veterans including only those who can meet the requirements specified by the federal legislation for these programs.

B. Functions

1. To inspect all facilities (schools and business establishments) that desire to participate in the program of education and training of veterans.

a. Purpose

- (1) To determine whether the facility can meet the requirements of applicable laws.

b. Procedure

- (1) Field supervisors visit the facility.
- (2) Field supervisors evaluate the program to include physical plant, curriculum and personnel.
- (3) Field supervisors make a recommendation to Division Director.

2. Approve or disapprove the training programs offered by the facilities #1 above.

a. Purpose

- (1) To select only the best facilities for participation in this program.

b. Procedure

- (1) Division Director checks all programs for compliance with the law and state standards.
- (2) Director takes official action for the State Board of Education.
- (3) Maintains complete files for the veterans program.

3. Supervise all approved programs periodically.

a. Purpose

- (1) To see that all approved facilities continue to meet all requirements for approval.

b. Procedure

- (1) Field supervisors visit periodically, all approved facilities (frequency of visits vary with type of facility).
- (2) Supervisors check for compliance with all requirements (requirements vary with type of facility).
- (3) Supervisors report their findings to the State office.
- (4) Division Director takes appropriate action on all discrepancies (a) minor discrepancies are corrected on-the-spot; (b) other discrepancies are called to the attention of the appropriate officials and corrective action requested.
- (5) Follow-up visits are made to determine the status of the questionable phase of the program.

4. Co-ordinate

a. Purpose

- (1) To create better working relationship with other agencies such as: Veterans Administration, (local and national), Apprenticeship Bureau, State Board of Barbers and Beauticians, Funeral Directors and Embalmers Board, Division of Aeronautics, and several other agencies and divisional services as well as our own National Association of State Approval Agencies.

b. Procedure

- (1) Study other agencies' rules, regulations and laws.
- (2) Meet with the officials of these agencies for study of problem areas.

C. Size and Scope

1. This program is conducted by a Division Director, two Field Supervisors, one full time Secretary and two one-half time Secretaries. The cost of this program for fiscal year 1961 will be \$35,000, with the Federal Government supplying \$33,000 and the State of Kentucky supplying \$2,000.

2. The participating facilities for this program are as follows:

257 accredited institutions

60 non-accredited institutions

180 business establishments

Approximately 7,000 veterans and 200 war orphans will receive training under this program this year.

T. Office of the Coordinator, National Defense Education Act

A. Role or Purpose

To provide through the Office of the Coordinator, and in cooperation with the other bureaus and divisions mentioned below, leadership and essential services to enable local school districts to obtain federal aid in the areas designated in the National Defense Education Act. Local school districts participate directly in two titles of the Act. Those two titles are Title III and Title Va. Title III provides funds on a dollar for dollar matching basis for local school districts to procure equipment and materials for improvement of instruction in science, mathematics, and modern foreign languages for all twelve grades in the public schools. Title Va provides funds on a similar basis for improving testing, counseling and guidance services in public and non-profit private secondary schools.

The State Department has responsibility for two other titles in which the local school districts are not directly concerned. Title VIII provides funds on a matching basis for the area vocational schools to install courses to train highly skilled technicians for industries essential to the National Defense. Title X provides funds on the same basis for improvement in the State Department of the collecting, processing and dissemination of educational statistics. Title III is administered by the Office of the Coordinator of the Act and the discussion which follows pertains to this title. Titles Va, VIII, and X will be discussed fully by the division having direct responsibility for their administration.

TITLE III

NATIONAL DEFENSE EDUCATION ACT

B. Functions

1. Prepare state plan for Title III. When necessary prepare amendments to state plan.

a. Purpose

(1) To comply with the law and regulations, and to provide a working basis for implementing Title III for Kentucky schools.

b. Procedure

- (1) The first step in implementing the Act for Kentucky was the preparation and securing of approval by the State Board of Education and the U. S. Office of Education of a state plan. This plan must be kept current by amendments. This requires many conferences with Assistant Superintendents, Bureau Heads, and Division Directors and Supervisors. The plan and amendments must meet the law and U. S. Office of Education regulations pertaining thereto.

2. Prepare annual budget for administration and supervision of the act at the state level.

a. Purpose

- (1) The State Department and the U. S. Office require a budget covering employees of the department who work full or part time on the National Defense Education Act.

b. Procedure

- (1) Part of the State Department of Education staff and clerical employees work full time on the National Defense Education Act, others are part-time. Salaries and expenses are paid one-half by the Federal Government and one-half by the staff. A budget must be prepared annually for those activities. This involves many conferences and approval of the Superintendent of Public Instruction and the U. S. Office of Education and all positions must be provided for in the state plan.

3. Prepare and distribute information about the state plan, regulations, and procedures for the use of local school superintendents in submitting projects under Title III.

a. Purpose

- (1) Local superintendents must be kept informed on regulations and procedures in preparing plans, project applications, and all changes in regulations and procedures.

b. Procedure

- (1) Letters, bulletins, and memoranda are prepared and mailed to provide such information immediately upon receipt of directives from the U. S. Office or when changes are made in procedures in the State Department or in the Office of the Coordinator. Many personal conferences in the office, phone calls and visits are necessary in carrying out this purpose.

4. Review and approve local district plans.

a. Purpose

- (1) The Kentucky State Plan requires that each district submit a local district plan for the improvement of instruction in all of the specified subject fields. The purpose of this requirement is to insure that mature thought and planning will go into the projects to procure instructional equipment and materials in order that maximum benefits will be obtained from the expenditure of federal and local funds.

b. Procedure

- (1) The supervisors spend much time with superintendents and local committees in the preparation of local plans. Many of the local plans have been amended as local conditions or requirements change. Those plans and amendments are reviewed and final approval is given by the Bureau of Instruction.

5. Application Forms, Lists of Equipment and Reimbursement Claim Forms

a. Purpose

- (1) Application forms for projects must give essential information for the recording of statistical and financial information.
- (2) Equipment is selected for minimum or enrichment programs of instruction from lists prepared in the Office of the Coordinator with the aid of the Division of Instructional Services.
- (3) Reimbursement is made on a basis of claims supported by copies of paid invoices. Those forms must be developed and kept current.

b. Procedure

- (1) The National Defense Education Act was new to all concerned, and since it became effective for Kentucky on March 18, 1959, the machinery has undergone frequent revision as experience pointed out flaws in the existing procedures. There is a constant effort to simplify and improve the processes necessary to carry out the provisions of the act.

6. Local District Projects

a. Purpose

- (1) Local districts submit projects to carry out the plan approved by the Bureau of Instruction.

b. Procedure

All local district projects must be reviewed by the Bureau of Instruction for compliance with the state plan and local

district plan. Having been approved by the Bureau of Instruction, the project is reviewed by the coordinator to insure that all items listed for procurement are eligible for reimbursement. The lists mentioned in 5-a (2) above are open-ended and items listed which were not on the State Department list must be screened for eligibility.

If minor remodeling is a part of a project, the plans and specifications for the remodeling must be approved by the Division of Buildings and Grounds. The coordinator who gives final approval must review those plans to determine the eligibility for reimbursement of various items in the remodeling plans.

7. Reimbursement

a. Purpose

- (1) To determine the eligibility of a claim for reimbursement when it is submitted and authorize payment of the claim.

b. Procedure

- (1) Each claim must be audited to determine that each item for which reimbursement is claimed appears on the list approved when the project was submitted, that the amount claimed is not in excess of the reimbursement approved, and that reimbursement for the item was not claimed before. The claim must be checked for mathematical accuracy and forwarded to the Office of the Director of the Division of Departmental Finances for payment to the district.

8. Records

a. Purpose

- (1) To maintain accurate statistical and financial records of all operations for reporting to the Superintendent of Public Instruction and the U. S. Office of Education.

b. Procedures

- (1) Complete statistical and financial data is recorded on each project when it is approved.
- (2) Complete financial data concerning reimbursement of each project is recorded when each payment is made.

9. Reports

a. Purpose

- (1) To provide the Superintendent of Public Instruction, the U. S. Office of Education, and the Congress of the United States with complete and accurate data of all phases of the National Defense Education Act for which the State Department of Education has responsibility.

b. Procedures

- (1) To keep such records that all required statistical and financial reports can be made accurately and with the least expenditure of time.

C. Size and Scope

The Title III Program is administered by the coordinator of the act with an office staff of one secretary and two permanent clerks. The supervisory responsibilities are carried by the Bureau of Instruction.

To date there has been made available to Kentucky for this title \$3,926,451.00. The last appropriation under the four year life of the act will bring the total to over \$5,000,000. If this is matched by local school districts, it will result in a total expenditure of over \$10,000,000.

In fiscal 1960 over 85% of Kentucky's 211 school districts participated. In 1961 almost 100% participation is expected. In fiscal 1960, 1,080 projects were approved involving an expenditure of \$3,108,666 for equipment materials and minor remodeling. Districts reported that 1,266,873 children were affected by projects. (Some children are affected by more than one project.) The cost of the supervisory and administrative activities was \$32,616.25. The expenditures for equipment and materials are one-half federal and one-half local district funds. The administration and supervision expenditure is one-half federal and one-half state.

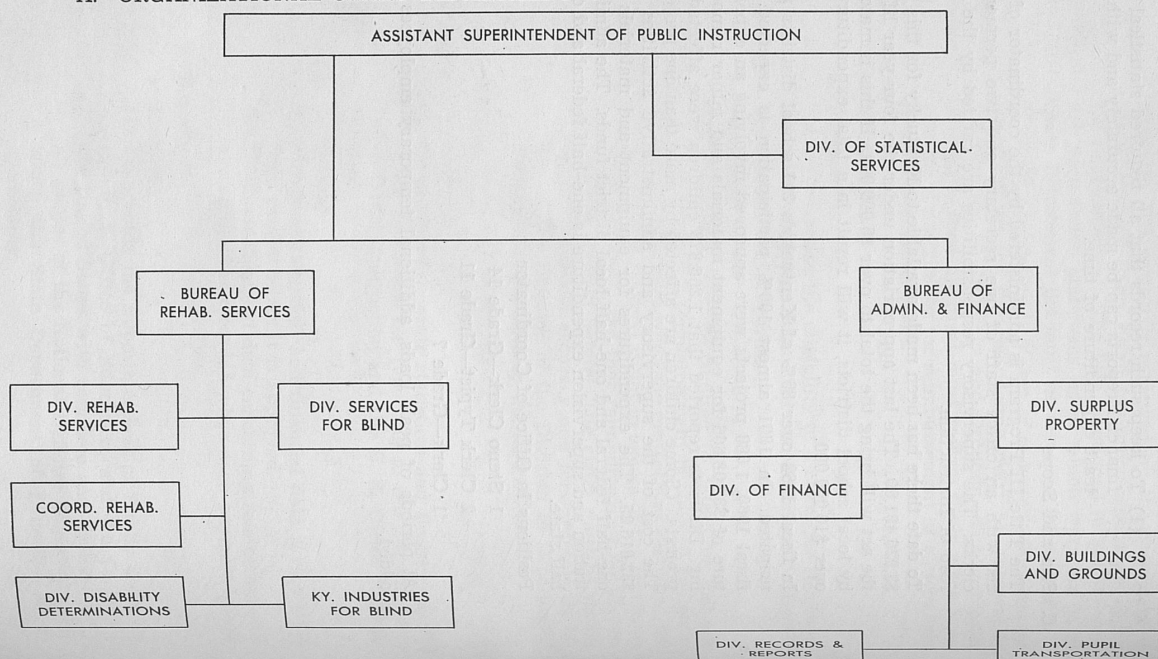
Positions In Office of Coordinator

- 1 Steno Clerk—Grade 14
- 2 Clerk Typist—Grade 11
- 1 Clerk—Grade 7

At periods of peak loads, additional temporary employees are added.

IV. ORGANIZATION OF ADMINISTRATIVE SERVICES

A. ORGANIZATIONAL CHART DEPARTMENT OF EDUCATION ADMINISTRATIVE SERVICES



B. Assistant Superintendent for Administrative Services

A. Purpose

Direct administrative activities for a State-wide program in such specified fields of education as public school administration, the instructional program for the public schools and related work as required.

B. Functions

1. Direct and coordinate the functions and activities of the organizational units assigned to administrative services.

a. Purpose

- (1) To provide more efficient and satisfactory service among the several service units of the Department of Education.

b. Procedure

- (1) Agree on policies for each service and for each organization.
- (2) Adopt operational procedure consistent with agreed policies of service.

2. Develop policies, rules and regulations for the operation of the Department in cooperation with other high level officials of the Department such as Bureau Heads.

a. Purpose

- (1) To have a consistent program of procedures throughout the Department for the treatment of specific needs.

b. Procedure

- (1) Adopt a definite order of procedure.
- (2) Refer requests for help to the agency or individuals who have been designated to perform the service.

3. Implement and interpret administrative policies, rules and regulations of the State Department of Education.

a. Purpose

- (1) To insure a clear understanding of these by those affected.

b. Procedure

- (1) Conferences with head of the organization affected.
- (2) Provide written guides for reference as well as past interpretations of specific cases.

4. Advise with other Departments of government concerning problems of mutual concern.

a. Purpose

- (1) That agencies may be of the greatest help to each other in the respective services.
- (2) To speed action for interested parties.

- b. Procedure
 - (1) Secure opinions on specific cases.
 - (2) Secure such documented information as may be needed.
- 5. Supervise and interpret budgeting and service functions of the State Department.
 - a. Purpose
 - (1) To provide constant and satisfactory service at all times for each service of the Department.
 - b. Procedure
 - (1) Make available documented facts as needed.
 - (2) Conference on specific cases.
- 6. Advise with and assist district superintendents and boards of education in matters pertaining to assigned fields.
 - a. Purpose
 - (1) To provide these agencies with the latest workable information concerning specific needs.
 - b. Procedure
 - (1) By conference in Department or in the office of the district superintendent.
 - (2) By any documented information available in the Department or that may be secured from any Department, Division, or other government departments.
- 7. Work with professional and lay organizations such as the Kentucky Education Association and the Kentucky School Board Association interested in administrative problems at the State level.
 - a. Purpose
 - (1) To keep these informed concerning the aims and purposes of the State Education Program.
 - (2) Provide information concerning State Department services in any educational program of interest to them.
 - b. Procedures
 - (1) Serve on Committees.
 - (2) Conferences in and out of the Department.
 - (3) Furnish advice and documented facts of benefits to interested parties.
- 8. Act as Secretary of the State Board of Education.
 - a. Purpose
 - (1) Become acquainted with the policies and regulations of the State Board of Education.

- (2) Provide efficiency in putting into effect their administrative policies in the operation of the public school system.

b. Procedure

- (1) Distribute copies of policies and regulations of all administrative agencies affected.
- (2) Provide a permanent record of same.
- (3) Interpret meaning and provide a plan of making them effective and available to administrative school officials of the State.

C. Size and Scope

1. The functions and duties of the Assistant Superintendent of Administrative Services includes the responsibilities stated in 156.020.
2. They may include any administrative problems and functions by special assignment of the Superintendent of Public Instruction.
3. At present January 1961 there are eleven service divisions which are included in the two Bureaus assigned as a responsibility of the Assistant Superintendent of Administrative Services. These employ—Administrators, Supervisors and clerical personnel.
4. The two Bureau heads work with this Assistant Superintendent in suggesting plans and policies that seem to fit the needs of over-all administration and special service to the Divisions of the particular Bureau.
5. He has the further responsibility for suggesting rules and regulations for administrative services as required by KRS 156.160:
 - a. For budget and salary schedules.
 - b. For sanitary and protective construction of school buildings.
 - c. For fixtures and supplies for school buildings.
 - d. Transportation of public school pupils.
 - e. For such other administrative services as may be required from time to time by law and rules and regulations of the State Board of Education.

C. Division of Statistical Services

A. Role or Purpose

1. Provide for storage of accurate, easily interpreted information in a central unit, so that all members of the Department of Education can secure information that is on file without having to make a duplicate request from the local district.
2. Provide leadership to local school districts in automatic data processing.

3. Strictly a service division, supplying information to authorized agencies or personnel through the request of the division for the information.

B. Functions

1. Provide accurate educational data to the various divisions of the Department of Education, to the local school districts and other authorized agencies.

a. Purpose

- (1) To make necessary data available from a central unit.
- (2) To store information that can be retrieved without delay.
- (3) To eliminate requests for duplicate information.

b. Procedure

- (1) To transfer information from reports to punch card form, thereby making it possible to compute data from the cards by school, county or State as needed, at rapid speeds. The cards can be stored in a relatively small space and can be used until the information is invalidated.

2. Print reports and listings of educational data.

a. Purpose

- (1) Provide for accurate, easily interpreted reports that can be obtained rapidly.
- (2) Provide information to local school districts and other authorized agencies through teacher and/or administrative listings in a desirable sequence, and list information in a manner that can be easily interpreted.

b. Procedure

- (1) Previous reports that have been transferred to punched card form can be up-dated by machine and sent to the local district for verification, thus making a current report while reducing the time and effort required at the local level, and placing the information in a form that can be easily processed on the State level.
- (2) Any information that is on file in card form can be printed in written form, and it is possible to print only the information that is needed from the card, thus eliminating unnecessary information. Example: A listing of all band instructors in the State, with the length of employment, base salary and extra service payment could be very helpful to a superintendent in evaluating his local program.

3. Development of forms and procedures to expedite the processing, analysis and dissemination of educational data.

a. Purpose

- (1) To eliminate gaps and duplicate requests for information.
- (2) To provide accurate, easily interpreted reports.

b. Procedure

- (1) Each division of the Department presently has the responsibility for collecting, verifying, processing and analyzing the data needed to carry out the functions and services of that division. 2. An advisory committee has been appointed to define the items of information that are needed for each division from the local district. 3. The function of this committee is to assist in the designing of machine forms and methods that will facilitate the reporting of needed data. 4. When a report and the procedure for using the report have been approved by the departmental advisory committee, a committee composed of local district personnel will then evaluate the report and procedure before final adoption.

4. Assist local school districts that are already using data processing equipment in new approaches, and assist interested school districts in establishing new data processing units.

a. Purpose

- (1) To provide a central agency whereby new applications to data processing can be shared with the various school districts.
- (2) To provide information for school districts interested in establishing data processing units concerning the various equipment and logical procedures that might aid in establishing a program.

b. Procedure

- (1) Much of this work can be accomplished through area and State-wide meetings, periodic bulletins, visits to local school installations and the providing of consultant services through out-of-state contacts, as provided under Title X of the National Defense Education Act.

5. Operation of Automatic Data Processing Unit

a. Purpose

- (1) To speed the processing of reports.
- (2) Storage of information.

b. Procedure

- (1) By using data processing equipment, it is possible to process information at rapid speeds and to store cards

for future use. Expensive equipment is used on a rental basis, thus making the unit flexible. New equipment can be added as needed.

D. Bureau of Administrative Services

A. Purpose

1. Coordinate and direct the activities of the Divisions assigned to the Bureau.

B. Functions

1. Advise with the Assistant Superintendents and other Bureau Heads in the formation of policies for carrying out the functions of the Department.

a. Purpose

- (1) To make all policies effective throughout the Department.

b. Procedure

- (1) Conferences with Division heads or individuals concerned.
- (2) Circulars printed or typewritten distributed to interested parties.

2. Give general directions to Directors of the Divisions in preparing regulations and procedures for carrying out the purpose of the Bureau in the administrative program of the State school system.

a. Purpose

- (1) For providing assistance to the inexperienced.
- (2) To keep within the legal requirements.

b. Procedure

- (1) By conferences on particular problems.
- (2) Submit written statements of proposals.

3. Provide leadership activities for the benefit of local school officials in administering district school programs.

a. Purpose

- (1) To keep them informed as to what seems to be the best procedures.

b. Procedure

- (1) State conferences with groups.
- (2) Individual conferences in State Department.
- (3) Visits to the district.
- (4) Refer to Statutes or any publications that are applicable.

4. Keep informed on the best school administrative practices.
 - a. Purpose
 - (1) To provide efficiency not only by the Department of Education, but for districts.
 - b. Procedure
 - (1) Attend conferences and committee meetings.
 - (2) Keep available latest literature on school administration.
 - (3) Short courses for administrators.
 - (4) Lectures on school administration problems.
5. Work with boards of education on problems involving mergers of school districts.
 - a. Purpose
 - (1) To acquaint them with the necessary procedures.
 - (2) Answer pertinent questions.
 - b. Procedure
 - (1) Meet citizens or officials in district or Department for information and procedures.
 - (2) Explain status of district afterwards and how business will be conducted.
 - (3) Prepare forms and other documents needed in completing legal action.
 - (4) Assist new board and administrative organization in getting started on proper procedures after merger.
6. Prepare working budget annually for Bureau operation.
 - a. Purpose
 - (1) To provide the services in proportion to specific needs.
 - b. Procedure
 - (1) Consult with service directors of the Bureau separately and cooperatively.
 - (2) Require justifications of financial requests.
 - (3) Submit the proposed program for consideration of Assistant Superintendent of Administrative Services.
7. Present to State Board of Education work of the Bureau at regular or special meetings.
 - a. Purpose
 - (1) To acquaint them with the work being done.
 - (2) Show what progress is being made.
 - b. Procedure
 - (1) Appear in person.
 - (2) Written reports and publications giving certain facts.

- (3) Advise as to what seems to be best procedures for accomplishing certain goals or making desirable changes in programs or procedures.

C. Size and Scope

The bureau is made up of five divisions as of 1961: Finance, Records and Reports, Surplus Property, Buildings and Grounds, and Pupil Transportation. The Directors of these divisions work under the general direction of the Bureau head in coordinating the services of the several divisions and in suggesting policies and rules and regulations.

E. Division of Surplus Property

A. Purpose:

To locate and make available needed and usable property, that is surplus to the Federal Government, for transfer to approved tax-supported and other non-profit medical institutions, hospitals, clinics, health centers, school systems, schools, colleges, and universities; and civil defense organizations which are established pursuant to state law. The Division cooperates with the U. S. Dept. of Health, Education, and Welfare in transferring surplus real property to the above named institutions and municipal health facilities.

B. Functions:

1. Determine Eligibility of Health and Educational Institutions and Civil Defense Organizations to Receive Surplus Property.

a. Purpose

1. To comply with the law which requires the eligibility of all donee institutions and organizations to be documented.
2. To identify each eligible entity as tax-supported or private, nonprofit institution exempt from taxation under Section 501 (c) (3) of the Internal Revenue Code of 1954.
3. To identify approved institutions and organizations, approval being by a recognized state, regional or national approval agency.

b. Procedure

1. Document applications showing public, tax-supported or private, nonprofit tax-exempt educational or health institutions or civil defense organizations constituted according to State law.
2. Get confirmed approval of the entity by a recognized state, regional or national approving agency.
3. File copies of Constitution and By-laws, and letter of determination.

4. Secure certified copy of the Donee Resolution from the governing board of the donee institution, naming individuals to be identified to select donable surplus property for the institution.
 5. Issue pre-numbered identification cards to representatives of approved institutions on the basis of the adopted Donee Resolution.
2. Determine the Need of Eligible Institutions.
- a. Purpose
 1. To keep property selected for donation up to date, according to need.
 2. To help screening personnel to determine what is needed and usable.
 3. To serve in determining the quantity to be selected for institutions.
 - b. Procedure
 1. Encourage our eligible schools, hospitals, clinics and civil defense units to mail us written requests, or want lists, of supplies and equipment they need.
 2. File request according to item and date requested, and hold the request for the fiscal year.
 3. Review request lists weekly and try to locate the things they need at the various sources of surplus materials.
 4. Mail out instructions to institutions to renew request at the beginning of each fiscal year.
 5. Make frequent visits to colleges, area vocational schools, and county and independent school systems and discuss with business managers, department heads, county and city superintendents, directors, coordinators and supervisors their needs with which we may help them.
 6. Attend regional meetings of colleges, area vocational schools, and county and independent school systems with the idea of determining the needs of the classroom teachers that we may help fulfill.
 7. Talk with representatives of eligible institutions who visit our warehouse about their prospective needs to get ideas about the types and quantities of property to claim from surplus.
 8. Study recommendations of the various divisions of the State Department of Education as to equipment, instructional supplies and materials needed to carry out the full program of instruction in academic and vocational education.

9. Study the purchase guide of the Council of Chief State School Officers; the list of the Committee on Apparatus for Educational Institutions, and other recognized lists of educational and health institutions apparatus and equipment to determine the need and usability of property currently needed.
3. Select From U. S. Government Surplus Property the Usable Property Necessary in Carrying out the Broad Program of Health and Educational Institutions; and Civil Defense Organizations Throughout the State.
 - a. Purpose
 1. To cull out undesirable property and claim only needed and usable property.
 2. To make an itemized list of property from which the division makes application for the property.
 3. To give final evaluation on need and use of the property.
 - b. Procedure
 1. Review listings of description, condition, location, and acquisition values of all property reported to AFSSC and catalogs from all of the GSA regional offices in the eastern half of the United States.
 2. The screeners read all of the bulletins and catalogs to determine the property listed that may be of use to the eligible institutions.
 3. Express an interest in all desirable property located within a 600 mile radius of Kentucky.
 4. All Federal installations located in Kentucky, which generate property, are visited regularly and all available surplus property is screened; that which is considered usable is claimed.
 5. Screen in turn with other states property in Washington, D.C., generated by the various Federal agencies located there, claiming mostly office furniture, office supplies, and laboratory equipment not commonly found at the Federal installations located in Kentucky.
 6. Cooperate with state agencies for surplus property in all the southeastern and mid-western states and frequently ask them to screen and claim usable property for Kentucky located in their states which is in excess to their needs.
 7. Determine the amount of each type of usable property that is needed by Kentucky institutions.

4. Make Application to the U. S. Department of Health, Education, and Welfare and to General Services Administration for the Needed Available Property.

a. Purpose

1. To supply the Dept. of Health, Education, and Welfare with the required documentation of request for property to be donated to eligible Kentucky institutions.
2. Identify property by nomenclature and amount of such applied for.
3. Serve as a guide to check property received on the approval of the application.

b. Procedure

1. Review the lists of allocated property and approve each for application.
2. Type an application to the Dept. of H.E.W., making nine itemized copies of each application.
3. Assign each application with a state serial number.
4. Type a notice of determination for H.E.W. to G.S.A. stating the need of surplus for health, education, or civil defense use.
5. Mail four copies of the application and seven copies of the determination to the H.E.W. regional office.
6. File an office copy and a pickup copy of the application in the central office (pending approval of HEW). Send two copies of the application to the warehouse for information.
7. Mail one copy of the application to the holding agency showing Kentucky has applied for the property.
8. Place each application in a master register according to state serial number.
9. Upon receipt of approval from HEW and GSA, supply the warehouse with a pickup copy of the application and a letter authorizing the truck driver to pick up the property.

5. Assemble and Warehouse Property Allocated to Kentucky.

a. Purpose

1. To get together many items of usable property and display for donee institutions to inspect for use in their program.
2. To warehouse and hold usable property for potential utilization throughout the fiscal year.
3. Receive, check and assign a handling charge price on the property to be transferred.

b. Procedure

1. After receiving notice that property has been approved, the type and number of vehicles required to

- bring the property to the Kentucky warehouse is determined by the transportation supervisor.
2. A division driver or a commercial carrier is given a copy of the approved application (Form 135) and a letter of authorization to pick up the property listed on the application.
 3. In order that the trucking operation be conducted in as an efficient manner as possible, the maintenance of agency vehicles and any rehabilitation of surplus vehicles is deemed necessary. A garage is operated for four truck drivers and three mechanics employed on a full-time basis.
 4. When the truck delivers approved property to the Kentucky warehouse, the property is unloaded, checked for quantity, condition, etc., and tagged.
 5. An equitable transfer charge, nomenclature, and Kentucky code number are placed on each item.
 6. The property is then sent to the main warehouse where it is assigned to storekeepers and it is displayed in as an attractive manner as possible. Those items which are in long supply are stored and used to replenish the stock as it is transferred.
6. Transfer and Distribute Available Donable Property to Eligible Institutions According to Need and Use.
- a. Purpose
 1. To make equitable distribution to all eligible institutions according to need and use.
 2. To allocate a fair share, in quantities sufficient to be worthwhile to an institution.
 - b. Procedure
 1. Those items which are in great demand and in short supply are allocated from a request list. The donee is notified that the specific item which he has requested is available in the Kentucky warehouse and he is given ten days to pick up same.
 2. The donee representative presents his identification card at the warehouse office and receives his authorization to inspect property.
 3. The donee representative then selects property for which he has a need and use. The selected property is then itemized and documented on a pre-numbered warehouse invoice.
 4. Each donee is limited to an allocated amount of the desirable property in short supply.
 5. The donee representative then checks carefully the itemized list of selected property, and signs the transfer document (warehouse invoice).

6. The transferred property is then loaded in the donee representative's vehicle, and a carbon copy of the transfer document is given to him.
 7. A second carbon copy of the transfer document is filed at the warehouse. The original document is delivered to the central office.
7. Determine, Bill, Collect and Account for Handling Charges on Property Transferred.
- a. Purpose
 1. The Division of Surplus Property does not receive an appropriation and must maintain itself by placing handling charges against all property transferred.
 2. Handling charges serve as a help in determining need for allocation purposes (an institution should need property 5% to 10% of fair value or it probably does not need the property at all).
 3. Receipt of payment of handling charges by check drawn by the treasury of the legal entity proves the ownership of the property transferred.
 - b. Procedure
 1. Assign a unit fair value on all property received. (commercial market value adjusted for educational, health and civil defense use)
 2. Assign a handling charge fee (from 3% to 25% of fair value) relative to freight, warehousing, screening, accounting and other costs.
 3. Check the original invoices, or transfer documents, received from the warehouse for correctness of prices and property stock codes; type in triplicate.
 4. File one copy in numerical order in Division's master file; second copy is mailed to recipient institution's business manager or administrative board; third copy is attached to original check-out sheet and filed in institution's account folder.
 5. Post invoice to control record, register to accounts receivable ledger.
 6. Statements are rendered on all accounts receivable bi-monthly.
 7. Checks received in payment of invoices and accounts are posted to control record and forwarded to State Treasurer for deposit.
8. Survey and Report on Utilization of Property Transferred.
- a. Purpose
 1. To determine whether property is being properly used by donee institution.

2. Keep up with all property having an item cost of \$2500.00 or more until utilization requirements are met.

b. Procedure

1. Physically check with donee institutions to determine whether or not the property is actually on hand.
2. Advise with institutions on utilization.
3. Advise with institutions on disposition of property no longer needed.
4. Approve or reject request for disposal of surplus property no longer needed by the donee. Document all approvals for disposition on the transfer document.
5. Request compenentization of property items costing over \$2500.00, if the donee institution uses the property for other than its intended use.
6. Determine the fair value of property improperly used or sold, as a basis for settlement with the donee concerned.

9. Promote Utilization.

a. Purpose

1. To supply institutions with needed equipment and material which they cannot afford without donation.
2. To distribute donable property to all eligible institutions.

b. Procedure

1. Show how property may be changed or altered to make suitable for a particular need.
2. Demonstrate use of property that may be utilized for instruction.
3. Transfer property that is no longer needed by one institution to another that has need of same.
4. Exchange ideas with eligible donees of other institutions on the use of property in carrying out desirable operations.
5. Mail out list of available property that is available in sufficient quantity to go around.
6. Encourage representatives of all eligible institutions to make frequent visits to the surplus property warehouse and inspect the available property for utilization.

F. Division of Buildings and Grounds

A. Role or Purpose of the Division

To exercise limited control and to provide leadership, advice and assistance in obtaining safe, healthful, adequate and functional school housing facilities.

B. Functions of the Division

1. To administer state laws and regulations relative to the school housing program.

a. Purposes

- (1) To establish the organization and formulate the processes for implementing the program.
- (2) To establish standards for safety, adequacy and functionality.

b. Procedures

- (1) Attempt to insure that laws and regulations relative to the school housing program are observed.
- (2) Approve the expenditure of capital outlay funds for appropriate building purposes.
- (3) Inspect and approve appropriate building sites.
- (4) Review and approve preliminary building plans.
- (5) Review and approve completed plans and specifications.
- (6) Make final inspection of completed building projects.

2. Advise with other governing agencies

a. Purposes

- (1) To insure that the public schools profit from the knowledge, experience, and assistance of the local state and federal governing agencies.
- (2) To discourage conflicting policies and practices, relating to the school plants, among the various governing agencies.

b. Procedures

- (1) Require that new school sites be approved by the State Department of Health for health and sanitation purposes.
- (2) Require that building plans be submitted to the State Health Department and to the State Fire Marshal.
- (3) Attempts to coordinate departmental building regulations with those of other governing agencies.
- (4) Cooperates with other governing agencies in programs to improve health and safety conditions in schools.
- (5) Assists in National Defense Education Act school facilities program.

3. Leadership, Advice and Assistance

a. Purposes

- (1) To insure that school housing facilities are safe, healthful, adequate and functional for the program.

(2) To adjust local housing programs to financial limitations.

(3) To facilitate school plant management programs.

b. Procedures

(1) Participates in school facility survey programs.

(2) Assists local districts in planning new facilities and the renovation of existing facilities.

(3) Provides consultative and advisory services for school architects and engineers.

(4) Assists in the planning and development of programs and procedures to facilitate plant maintenance and operation.

(5) Offers advice and assistance in programs of safety, fire prevention and school insurance.

(6) Develops plans for special purpose areas to assist architects in functional design of these areas.

(7) Prepares specialized information services by the publication of regulations, standards, guides, bulletins, etc.

4. Records and Reports

a. Purposes

(1) To reveal the status and the progress of school housing.

(2) To provide comparative information regarding trends, design patterns, construction costs, etc.

(3) To account for the expenditure of capital outlay funds.

(4) To maintain a file of building plans and specifications.

(5) To enable reporting to news media and government agencies.

b. Procedures

(1) This division collects annual building data from the local districts and attempts to maintain current information relative to school housing facilities. Appropriate files are maintained to reveal both the extent of new construction and the existing facilities.

(2) Copies of final plans and specifications of school construction of all school districts are maintained for reference. These are very helpful in planning future additions or renovations to existing facilities.

C. Size and Scope

1. Personnel—By Position

(a) Director (1)

(b) Assistant Director (1)

- (c) Engineer (1)
- (d) Supervisor (1)
- (e) Sr. Clerk Stenographer (1)
- (f) Jr. Clerk Stenographer (1)

2. Activities

In the performance of its functions and responsibilities, the latest biennium report, ending 1959, reveals that this Division has rendered the following services for that period:

- (a) Inspected and approved 65 new school sites.
- (b) Reviewed and approved plans for 61 new schools, 64 school additions, and 139 school improvement projects.
- (c) Participated in the expenditure of approximately \$22,000,000 capital outlay funds for school construction.
- (d) Sponsored state-wide conference on school plant maintenance and operation.
- (f) Revised and re-edited State Board Regulations relating to school plant construction.
- (g) Conducted a state-wide survey to determine the nature and extent of existing school housing facilities.
- (h) Participated in an instructional program with the University of Kentucky relative to school plant improvement.
- (i) Developed a program to assist school districts with their insurance problems.
- (j) Initiated the use of a uniform property accounting system to be used by all school districts.
- (k) Expanded our staff and services to enable more assistance to both architects and school administrators in planning school plant facilities.

G. Division of Pupil Transportation

A. Purpose

To provide leadership and direction for the school districts in the field of pupil transportation, especially in the areas of safety, comfort, efficiency, economy, and records, consistent with the statutory laws and the rules and regulations of the State Board of Education.

B. Functions of the Division

1. Develop and disseminate safety training procedures for personnel and safety standards for equipment.

a. Purpose

- (1) To give direction and leadership to the districts in the purchase and maintenance of safe and economical school buses and provide for their systematic replacement as well as provide assistance in securing and training drivers to operate them.

b. Procedures

- (1) The division compiles and keeps current detailed Minimum Specifications for the purchase of all school bus chassis and bodies used in Kentucky. These are approved by the State Board of Education.
- (2) The division provides for the necessary information and gives assistance to the Superintendent of Public Instruction in working out the cooperative school bus purchase price contract plan permitted by KRS 156.152, KRS 156.153, and KRS 156.154.
- (3) The qualifications for school bus drivers are spelled out in State Board Regulations that provide for competent and safe drivers through selection and training.
- (4) The State Board Regulations set up rules of responsibility for pupils being transported by school bus.
- (5) The division makes an annual school bus inspection visit to all districts possible.
- (6) When possible, the division assists the districts with school bus driver training programs.
- (7) The division requires a monthly safety inspection report on all school buses as provided in the State Board of Education Regulations.
- (8) The division enlists the aid and coordinates the activities of outside agencies that make contributions to pupil school bus safety such as the State Police, the Department of Highways, and the National Safety Council.

2. Rules and Regulations

a. Purpose

- (1) To compile and revise regulations approved by the State Board of Education relative to all phases of pupil transportation and propose needed legislation.

b. Procedure

- (1) The division makes proposals for changes in the regulations that keep them consistent with the statutes and provide for clarity of procedure.
- (2) The division makes interpretations of the regulations as to general operation as well as in certain special cases and unforeseen circumstances.
- (3) Studies are made to determine needs for regulations and for changes.
- (4) Needed legislation or changes in statutes are proposed for consideration.
- (5) Amended regulations and additions to the regulations as they relate to the division are sent out to all districts.

3. Records and Reports

a. Purpose

- (1) To make required records serve useful purposes and to make required reports meaningful as well as statistical.

b. Procedure

- (1) The districts are required to provide records that will verify that the pupil transportation program is being administered according to laws and regulations.
- (2) Records that will substantiate reports made to the department relative to Minimum Foundation requests and allotments are required.
- (3) Monthly school bus inspection reports are required of all districts.
- (4) Accident report summaries from the districts are required by the division.
- (5) Reports from the districts on their compliance with school bus insurance regulations are required by the division.

4. Minimum Foundation Transportation Formula and Allotments

a. Purpose

- (1) To allot money for pupil transportation to the districts as provided by KRS 157.320 and State Board of Education Regulations.

b. Procedure

- (1) Districts are required to submit a map showing areas served by school buses.
- (2) An annual report showing number transported (A.D.A.), distances, number buses used, and amount expended is required of each district with a pupil transportation program.
- (3) An annual report on year models, sizes, and original cost of school buses is required.
- (4) All transportation formula factors are reduced to information that can be plotted on a transportation allotment graph.
- (5) Allotments are calculated for each of the districts on their position as it is related to the transportation allotment graph constructed according to law.

5. Comparative Records and Planning

a. Purpose

- (1) To consolidate reports into tables, graphs, and charts that will enable the division to furnish information for budgeting, advance planning, and performance measures.

b. Procedure

- (1) Reports are tabulated and placed in comparative tables.
- (2) Budgetary needs are determined and submitted through proper channels.
- (3) Future needs are determined in terms of funds and personnel through growth and demand for services.
- (4) Bulletins are produced and distributed in which division procedures are explained and general division information is made available to the districts.

6. Personnel

a. Purpose

- (1) To provide sufficient personnel to render needed field service to the districts in the areas of school bus inspection, upgrading equipment, driver training, and economy in routing.

b. Procedure

- (1) Submit substantiated needs through proper channels to secure needed personnel for the division.
- (2) Provide training opportunities for personnel in special fields.
- (3) Submit substantiated needs for training equipment for the division such as a camera, training films and projection equipment, driver training and test equipment, and school bus inspection equipment.

C. Size and Scope

In Kentucky during the 1959-60 school year, 168 of the 211 school districts had a pupil transportation program. These ranged in size from one county district operating 258 buses to an independent district with only one bus. Of the 4,104 buses operated daily 2,797 or 69% were publicly owned and 1,307 or 31% were privately owned. Each day these buses transported 327,463 pupils and traveled 207,220 miles.

The annual cost to the districts for operating the school buses was \$8,814,192. This amount does not include the cost of buses added during the year which was budgeted by the districts as a capital outlay item. Of this amount \$6,843,200 was provided by allotment under the Minimum Foundation Program.

Pupil Transportation is a rapidly expanding part of the school program. Increased demands for transportation are based largely on these factors: consolidation of small school units, general growth in pupil population, decrease in the number of school drop-outs, and the increase in traffic hazards for those pupils walking to school.

H. Division of Finance

A. Role or Purposes

The role of the Division of Finance is to work with local school administrators in all aspects of the financial functions of the district, and to administer the overall financial aspects of the Foundation Program. The division is charged with the responsibility of providing the leadership to improve financial accounting systems and providing safeguards for local and state funds. Adequate financial information and accurate records and reports are the foundation and framework for an efficient administration of any school system.

B. Functions of the Division

1. Making the annual audits of all school districts.

- (a) Purpose—To improve accounting and safeguard local and state funds.
- (b) Procedure—The Accounts Examiners are charged both with the responsibility of making the annual audits of local districts, and with spending part of their time in supervising accounting and aiding in the training of new personnel. All training of local accounting personnel is based on the standard system of accounting as outlined in the Manual for Uniform School Financial Accounting, June, 1958.

2. Approval of budgets and financial reports.

- (a) Purpose—To improve local budget control and accounting.
- (b) Procedure—Because the basic financial framework of any school system is sound budgets and budget control, much time is spent by the division in checking and holding conferences on budget problems.

3. Approval of Salary Schedules.

- (a) Purpose—To verify a single salary schedule.
- (b) Procedure—Because the Foundation Program Law and the Budgetary Act outline definite minimums for instructional salaries, much time must be spent by the personnel of the division in advising local district administrators and in checking the various ranks submitted on the Salary Schedules.

4. Approval of Depository and Treasurers' Bonds.

- (a) Purpose—To safeguard local and state funds.
- (b) Procedure—All Depository Bonds are received after penal sums have been given by the Depository Banks. These banks pledge their securities with a correspondent bank and safekeeping receipts are sent to the Division of Finance, subject to release by the Director. This plan is intended to safeguard the funds of the district.

5. Recommendations for approval of bond issues to the Superintendent of Public Instruction and the Kentucky Public School Building Authority.
 - (a) Purpose—To verify that no district exceeds its bonding potential.
 - (b) Procedure—Constant study and conferences must be held with local administrators concerning financial ability to issue school building revenue bonds. Extreme care must be taken to see that no district over extends its bonding potential.
6. Study of financial plans presented by local districts in federally impacted areas under Public Laws 874 and 815.
 - (a) Purpose—To receive and process applications for Federal assistance and offer advice about such preparation.
 - (b) Procedure—Under Public Laws 874 and 815, the local districts file applications for assistance in these areas. Since the Assistant Director, Division of Finance, is the official representative for the State of Kentucky, all approvals of these applications and reports must be made by him.

I. Division of Records and Reports

A. Purpose

To carry out the policies and regulations of the State Board of Education and to administer the statutes relative to State-level participation in (1) pupil accounting, (2) school-district calendar formulation, and (3) foundation program calculations.

B. Functions

1. To supervise recordkeeping and reporting of pupil census, enrollment, and attendance in local school districts.
 - a. Purpose
To interpret and administer the statutes and regulations pertaining to pupil accounting.
 - b. Procedures
 - (1) To prepare and distribute pupil accounting forms for use by local districts.
 - (2) To instruct personnel in local districts in the proper use of pupil accounting forms.
 - (3) To collect data on pupil census, enrollment, and attendance from each local district.
 - (4) To audit pupil accounting records in each local district.
 - (5) To analyze and publish pupil accounting data.
2. To supervise the formulation of annual school calendars in local school districts.

a. Purpose

To interpret and administer the statutes and regulations pertaining to annual school calendars.

b. Procedures

- (1) To prepare and distribute calendar forms for use by local districts.
- (2) To assist local districts in the preparation of school calendars and in the completion of calendar reporting forms.
- (3) To collect a completed school calendar from each local district.
- (4) To inspect and approve the calendars of local districts.
- (5) To inspect and approve changes in calendars made during the school year.
- (6) To analyze and publish school calendar data.

3. To calculate the total financial cost of the Kentucky foundation program of education and the amount of funds to be allotted to each local district.

a. Purpose

To interpret and administer the statutes and regulations pertaining to the calculation of the foundation program.

b. Procedures

- (1) To prepare and distribute application forms for use by local districts in requesting allotments of funds in the tentative calculation of the foundation program.
- (2) To calculate the tentative and the final amount of foundation program funds to be allotted to local districts.
- (3) To analyze and publish foundation program data.
- (4) To interpret the calculations and allotments of foundation program funds.

4. To explain the purpose and the technical aspects of the foundation program to educators and lay citizens throughout Kentucky.

a. Purposes

- (1) To assist local districts to avail themselves of every educational advantage made possible by the foundation program.
- (2) To build understanding of and support for the foundation program among educators and lay citizens (including legislators) throughout Kentucky.

b. Procedures

- (1) To assist local school districts in the preparation of foundation program applications.

- (2) To conduct workshops and conferences in which the foundation program can be discussed and in which calculation procedures can be explained and demonstrated.
- 5. To understand theories and programs of educational finance.
 - a. Purpose
To lead in the development of a better state program of financial support for public education.
 - b. Procedures
 - (1) To collect and to analyze ideas and data relative to the financing of public education in other states and other countries.
 - (2) To collect and to analyze ideas and data relative to the financing of public education in Kentucky.
 - (3) To conduct conferences in which various theories and programs of educational finance are discussed and evaluated.

J. Bureau of Rehabilitation Services

A. Purpose

- 1. Coordinate and direct the activities of the Divisions assigned to the Bureau.

B. Functions

- 1. Advise with the Directors of the Divisions in the formation of policies for carrying out the functions of the Bureau.

a. Purpose

- (1) To make policies and regulations uniform and effective throughout the Bureau.

b. Procedure

- (1) Conferences with Division Directors or individuals concerned.
- (2) Circulars and memoranda distributed to interested parties.

- 2. Give general directions to Directors of the Divisions in preparing regulations and procedures for carrying out the purposes of the rehabilitation program throughout the State.

a. Purpose

- (1) To provide administrative assistance as required.
- (2) To keep within the legal requirements.

b. Procedure

- (1) Conferences on particular problems.
- (2) Written statements on projects and proposals.

3. Provide leadership and consultation for the benefit of public and private agencies interested in the welfare and rehabilitation of disabled citizens.
 - a. Purpose
 - (1) To provide information to other agencies that will help to coordinate the efforts of all in assisting our disabled citizens to the fullest extent possible.
 - (2) Arrange and enter into cooperative agreements with other public and private agencies for referrals of and joint services for disabled citizens.
 - b. Procedure
 - (1) Participate in joint conferences with other agencies and invite other agencies to attend conferences sponsored by the Bureau.
 - (2) Issue informational pamphlets and reports.
 - (3) After agreements are reached in conferences with cooperating agencies, written agreements are prepared to provide joint benefits of referrals and services for the disabled. Such agreements exist with eleven agencies at present.
4. Keep informed on new techniques and developments in the field of rehabilitation services for the disabled.
 - a. Purpose
 - (1) To provide the best and most efficient services possible to the clients of the Bureau.
 - b. Procedure
 - (1) Attend and participate in local, state and national rehabilitation meetings.
 - (2) Keep available and maintain a library of the latest literature on rehabilitation procedures and practices.
 - (3) Provide in-service training for staff members in workshops, conferences and formal college courses.
5. Prepare annual and biennial budgets for program operations.
 - a. Purpose
 - (1) To provide effective, efficient services in proportion to the needs of the Bureau programs.
 - b. Procedure
 - (1) Consult with the Division and Program Directors separately and cooperatively.
 - (2) Require justification of proposed financial requests.
 - (3) Submit the proposed programs and financial requests to the Assistant Superintendent of Administrative Services.

6. Prepare and submit regular fiscal and program reports of the Bureau to the State Board of Education and the Federal Office of Vocational Rehabilitation.

a. Purpose

- (1) To acquaint them with the work being accomplished.
- (2) To show progress being made and proper expenditure of funds.

b. Procedure

- (1) Appear in person before the State Board of Education.
- (2) Submit written reports giving fiscal and program statistics and facts.
- (3) Advise and request approval for proposed programs to bring about improvements in rehabilitation programs.

K. Division of Rehabilitation Services

A. Role or Purpose

1. To carry out the State-Federal program of vocational rehabilitation in Kentucky for the mentally and physically disabled who are found to be eligible.
2. To bring to bear on the problems of eligible disabled individuals the services necessary to achieve the vocational rehabilitation of these persons.

B. Functions

1. Finding of the disabled who are in need of rehabilitation.

a. Purpose

To locate and explain to those in need of and who can benefit by the services which may be made available.

b. Procedure

This is accomplished by promoting referral sources and contacts such as Commission for Handicapped Children, Kentucky Society for Crippled Children, Kentucky Tuberculosis Association, Kentucky Employment Service, Division of Public Assistance, Public Health Officials, school officials, members of the medical profession, labor organization, employers, and many other public and private groups along with interested individuals. This is further aided by a continuing program of public information by means of talks, publication of pamphlets, etc.

2. Determining those who are eligible and the services which are needed to meet the requirements of eligible applicants.

a. Purpose

To ascertain those who may profit from the services of rehabilitation and to reach mutual decisions as to what services are required by those eligible applicants.

b. Procedure

The determination of eligibility and decisions as to needed services are arrived at by using a suitable combination of the following evaluative procedures:

- (1) complete medical evaluation
- (2) psychological and emotional
- (3) social
- (4) educational
- (5) vocational
- (6) economic

3. Arranging for the provision of the required services to the disabled.

a. Purpose

To bring to bear on the problems of the disabled the needed services in order to render these individuals suitably employed.

b. Procedure

Services are planned and authorized to provide that assistance which has been deemed necessary to provide the disabled person with the physical ability, the skills, attitudes and equipment which are needed to secure and maintain satisfactory employment. These services, any combination of which may be used, fall in the following general categories:

- (1) Complete medical and vocational diagnosis for clients.
- (2) Counsel and guidance to help the disabled individual to select a suitable vocational objective and to get ready for a job.
- (3) Medical or surgical treatment to restore or improve the person's ability to work.
- (4) Physical aids such as braces, artificial limbs, hearing devices, glasses and other prosthetic devices when necessary.
- (5) Training for suitable work. This may be given on the job, in a trade school, college or in many other places.
- (6) Board and room during the rehabilitation process, when necessary.
- (7) Job finding. When the disabled person is ready for work, aid may be given in finding a job.
- (8) Tools and licenses when they are necessary in helping the disabled person to get started in and make good at his work.
- (9) Help on the job until suitable adjustment is completed. (Some disabled people will need all of the services listed, while others may require only one or two of them. Diagnosis, counsel and guidance, training tuition, job

finding and adjustment are services which are provided at no cost to the disabled client. The other services, such as surgery and treatment, board and room, physical aids, and tools and licenses may be given only when the disabled person is unable to pay for them.)

The functions and provisions of services of the Division of Rehabilitation are carried out largely by a field staff of rehabilitation counselors located over the State in eleven (11) local offices.

Each counselor of the agency is responsible in a designated territory to bring rehabilitation services to the disabled. Also, counselors are assigned to serve facilities in their territory, such as State Tuberculosis Hospitals, State Mental Hospitals, and others where there may be a need.

4. Finding, promoting and developing of resources and facilities for serving the disabled.

a. Purpose

The purpose of this function is that the services, which are needed or may become necessary, will be made available to serve the disabled.

b. Procedure

Many good rehabilitation service sources already exist and these are largely maintained in a listing by workers in rehabilitation for use when needed. Others may be promoted or encouraged by the establishment of a service fee schedule with the facility. Consultative services may be provided to other agencies or communities which are interested in establishing rehabilitation facilities. In some cases, where certain standards are met, funds may be made available on a matching basis to establish facilities.

5. Unmet Needs

The best estimates indicate that there are at least 4500 individuals newly disabled by disease, accident or otherwise in Kentucky each year who are in need of rehabilitation services. At the present level of operation and support, the program is rehabilitating about one-third of this annual increase. A level of State and Federal support is highly desirable to the end that at least the number of newly disabled may be fitted and made ready to engage in suitable gainful employment. This is most desirable so that these people shall not be supported in dependency but rather that they may be self-supporting and self-respecting citizens.

L. Coordinator of Rehabilitation Services

A. Role or Purposes

The role of Coordinator of Rehabilitation Services is to assist in coordinating all services related to the rehabilitation of the

disabled in Kentucky, to work closely with all agencies listed in B-1.

B. Functions

1. Development of cooperative agreements between Bureau of Rehabilitation and other agencies. (Both public and private.)

a. Purpose

In order that handicapped persons may be better served, cooperative agreements are formulated.

b. Procedure

1. Each agency agrees to refer cases to Bureau of Rehabilitation Services that seemed to have a physical or mental potential for Rehabilitation benefits.
2. After referral these cases are investigated and if found eligible, are given to the Rehabilitation Counselor for Rehabilitation Services such as training, fitting of artificial appliances, physical restoration, counseling and guidance and follow-up.
3. When the case has been served, the Rehabilitation Services informs the referral agency that we have served the case.

The Bureau of Rehabilitation Services has cooperative agreements with a number of public and private agencies such as:

1. Kentucky Society for Cripple Children
2. Veterans Administration
3. Kentucky Welfare Department
4. Kentucky Crippled Children's Commission
5. Old Age and Survivors Insurance Program
6. United Mine Workers of America
7. Civic Clubs
8. Public and Private Schools

2. Participate in public information concerning rehabilitation services.

a. Purpose

To better interpret these concepts is one of the overall responsibilities of the Rehabilitation Coordinator.

b. Procedure

This is done by news items, pamphlets, bulletins, speeches before civic clubs, public forums and educational meetings, radio and television.

3. Reviewing cases referred to Bureau of Rehabilitation Services from Old Age and Survivors Insurance program.

a. Purpose

To determine whether the handicapped person referred by Old Age Survivors Insurance program can be rehabilitated, resulting in employment.

b. Procedure

Reviews the medical report, which involves his case history, kind of work done, his training and experience, the field representatives' reports, and such other information bearing on eligibility and feasibility of providing Rehabilitation benefits to the handicapped person. (If the information submitted appears satisfactory and the Coordinator thinks according to the records there is a good chance of success the case is passed on to the field staff of Rehabilitation for further service. If the case reviewed does not qualify it is returned to Old Age and Survivors Insurance program as a rejected case.)

4. Reviewing cases submitted by Kentucky Commission for Handicapped Children.

a. Purpose

To better determine those of proper age and eligibility and what services they need.

b. Procedure

1. Cases submitted from Kentucky Commission for Handicapped Children are reviewed and referred to the District Rehabilitation Counselors.
2. From the list submitted cases above 15 years of age are screened out and these cases sent to District Rehabilitation Counselors.

C. Size and Scope

Coordinator has relationship with the following institutions and facilities.

1. Hospitals and Clinics
2. Civic and Social Clubs
3. Public and Private School Systems
4. Public facilities working with the handicapped

D. Promotional Activities

The promotional activities are State-wide in scope and involves working with all facilities and agencies connected with assisting the handicapped.

1. Makes periodic trips to District Offices to promote public understanding of the Rehabilitation Program.
2. Formulates and keeps up to date cooperative agreements referred to under Section C, subsection b3.
3. Participates with all Welfare and Social Agencies in assisting the Rehabilitation of the disabled.

M. Division of Disability Determinations

A. Role or Purposes

To administer a disability evaluation program for residents of Kentucky under the provisions of the Social Security Act.

B. Functions

1. Adjudication of Social Security disability applications.

a. Purpose

- (1) Under the Social Security Act an agency of state government must make determinations of disability for residents of Kentucky.
- (2) The Bureau of Rehabilitation Services is the state agency best qualified for this function by reason of its experience in working with disabled individuals, its extensive contacts with the medical profession and allied medical services and the rehabilitation services it may offer to the disabled individuals who apply for Social Security disability benefits.

b. Procedure

- (1) Severely disabled individuals who meet certain minimum work requirements file disability applications at Social Security District Offices.
- (2) These applications, together with necessary proofs and other supporting material, are forwarded to the Division.
- (3) Upon receipt in the Division the claims are individually assigned to members of the professional staff (Disability Counselors) for evaluation and review.
- (4) Disability Counselors have medical consultation available from medical doctors employed as staff members of the Division.
- (5) Further field investigations and medical examinations may be necessary before a decision can be reached. Approximately 50% of the claims require some additional development of evidence with about 40% of all claims requiring the purchase of medical examinations from selected medical specialists practicing in Kentucky and surrounding states.

When sufficient documentation is at hand, the Disability Counselor and Medical Consultant collaborate in a determination of disability. This decision includes a finding of whether disability exists, exact date of onset if disability is found to be present, and date of termination of disability if this should be indicated. All factors, medical and non-medical, are considered in adjudication and a decision is written citing the pertinent facts together with the reasoning used in reaching the decision.

2. Referral of Social Security Disability Applicants for Rehabilitation Services.

a. Purpose

To identify from individuals who apply for Social Security disability benefits those who may benefit by rehabilitation services and thus be returned to gainful employment.

b. Procedure

In addition to determining disability applications, Disability Counselors review each file to select those individuals who may be feasible for rehabilitation services under the program administered by the Division of Rehabilitation Services. The Social Security Act provides for mandatory referral of all disability applicants for possible rehabilitation services. It is the function of the Division of Disability Determinations to provide a significant first screening of these individuals.

3. Maintenance of Cooperative Working Relationships

a. Purpose

To inform cooperating agencies of the scope and activities of the disability program; to secure their cooperation and assistance in exchange of medical and other information; to co-ordinate services for the mutual benefit of the Division and other agencies; and to serve the individual applicant in the most expeditious and equitable manner.

b. Procedure

Mutual contacts as needed.

4. Fostering Mutual Understanding with Physicians and Other Related Professional Groups.

a. Purpose

The program could not function without the understanding and cooperation of the physicians who submit medical reports for their patients who are disability applicants. The Division constantly attempts to make known the type of information needed for proper decisions and to acquaint physicians with the Social Security definition of disability and the decision-making process.

b. Procedure

Informational activities consist of publishing articles in medical journals, appearances before medical societies and staff meetings to show films and discuss the program, mailings of selected informational material and personal visits when indicated.

5. Maintenance of Financial Records and Program Statistical Data.

a. Purpose

These data are necessary to support cost estimates and actual expenditures to the Federal government; to evaluate program activities in terms of production, quality of decisions, and processing times; and to project the Division program as necessary.

b. Procedure

Routine accumulation of detailed data and special studies when indicated.

N. Division of Services for the Blind

A. Purpose

1. To provide vocational rehabilitation services to the blind citizens of the State.

B. Functions

1. Advise with the Bureau Head and the Directors within the Bureau to determine policies governing the Rehabilitation Program for the Blind.

a. Purpose

- (1) To provide maximum understanding of problems relating to blindness and to develop sound policies for guiding the program.

b. Procedure

- (1) Conferences with Division Heads or other individuals.
- (2) Memorandums sent to all staff.

2. Provide direction to counselors, home teachers, and supervisors.

a. Purpose

- (1) To keep all informed of current developments in the field of work for the blind and provide uniform practices throughout the State.

b. Procedure

- (1) Regular contact with staff personnel in local offices and by memorandums.

3. Provide leadership for community resources to developing new programs for the blind.

a. Purpose

- (1) To provide for a continuing increase in the number of facilities available to blind persons and to provide for improved quality of services.

b. Procedure

- (1) Meets with civic groups, private service groups, and others who contribute indirectly to the rehabilitation of the blind.

4. Provide employment opportunities for blind persons in small businesses.

a. Purpose

- (1) To improve the economic status of the blind of our State.
- (2) To reduce the burden on State Welfare Programs for the Blind.

b. Procedure

- (1) Develop vending stands to be operated by blind persons.
- (2) Provide occupational tools, licenses, and other services for blind persons engaged in self-employment opportunities.

5. Provide employment opportunities for blind persons in competitive industry.

a. Purpose

- (1) To improve the economic status of the blind of our State.

b. Procedure

- (1) Contact employers to describe the capabilities of trained blind persons.
- (2) Conduct industrial surveys to discover suitable jobs for blind persons.
- (3) Provide demonstrations by using blind staff members in actual job situations.
- (4) Provide supervision of blind persons placed in industry during break-in period.
- (5) Provide consultative service to employers of blind persons.

6. Provide pre-vocational training and adjustment to blind persons.

a. Purpose

- (1) To prepare blind persons for employment.

b. Procedure

- (1) Provide instruction to blind persons in their home in braille, typing, handicrafts, grooming and other activities of daily living.

O. Kentucky Industries for the Blind

A. Role or Purposes

To provide Industrial Training, Suitable Employment and Talking Book Machines to the Blind Residents of Kentucky.

B. Functions

1. To provide a vocational and industrial training course for blind adults which familiarizes them with the safe operation of standard industrial machines and assembly processes.

a. Purposes

- (1) The purpose of this training is to teach blind adults the safe and proper method of using and operating both hand tools and standard industrial machines. Blind individuals are also taught to perform many types of industrial assembly and processes which are found in private manufacturing companies which is intended to give them the necessary skills which are required for employment in private industry on repetitive type work. This type of training for blind persons is not available in the state vocational schools due to a lack of specialized training techniques required in teaching the visually handicapped.
- (2) To provide work tolerance, travel training and orientation in work area, familiarization with time clock and punching card, and development of neat systematic method of handling tools and machines.
- (3) To develop confidence, speed and accuracy in performing industrial work in the blind individual.

b. Procedure

- (1) This training is given to blind clients referred to the Kentucky Industries for the Blind by the Bureau of Rehabilitation Services, Division for the Blind, on a twenty six week basis. The training is supervised by a sighted vocational teacher in a well equipped machine shop which includes such machines as: milling machine, lathe, drill press, spot welder, sander and power saw. The trainees are taught to substitute touch for sight in the use and operation of tools and machines. The course is so designed that the widest range of work experiences can be provided to the blind individual.
 2. To provide employment to blind adults in the manufacturing of Brooms, Mops, Mats, Ironing Board Covers, etc., which are sold to both wholesale and retail outlets.
- ### a. Purposes
- (1) To provide gainful employment to blind individuals on a continuing basis so that they may support themselves and their families retaining their self respect and independence as contributing members of their community.

b. Procedure

- (1) Training on production machines is supervised by a sighted foreman with thirty years' experience in the manufacturing of Brooms and Mops. After apprenticeship training is completed, employees are paid minimum wages or more depending on their ability to produce quantity and quality of products. At present, some twenty legally blind persons are so employed at the Kentucky Industries for the Blind.
 - (2) Greater employment opportunities are urgently needed to absorb a long waiting list of unemployed trained blind persons. This need is being partially met thru the development of a sub-contract program with private Industry which has furnished temporary employment to some fifty blind workers at the Kentucky Industries for the Blind during 1960. In order to locate this type of contract work, a contract procurement representative is needed on the staff of the Kentucky Industries for the Blind who can devote full time to industrial contacts.
3. To distribute the talking book machines—an electric record player, to approximately one thousand legally blind individuals in Kentucky, free of charge.

a. Purposes

- (1) The Kentucky Industries for the Blind is the designated state agency for distributing Talking Book Machines, free of charge, to all legally blind residents of Kentucky. The purpose of this program is to provide a method of reading to blind persons which is a substitute for their lack of visual reading ability.

b. Procedure

- (1) The Talking Book Machine—an electric record player, as well as the books read on records, are provided by the Federal Library of Congress, free of charge, to all blind persons. The Kentucky Industries for the Blind has a Librarian for the Blind who, after establishing eligibility of legal blindness, delivers the talking book machines and instructs its blind users in its operation. Maintenance and repairs of these machines is also conducted by the Librarian for some one thousand talking book machine users throughout the state of Kentucky.