

● Commonwealth of Kentucky ●

EDUCATIONAL BULLETIN

HISTORY OF EDUCATION IN KENTUCKY 1939 - 1964



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DEPARTMENT OF EDUCATION
WENDELL P. BUTLER
Superintendent of Public Instruction
Frankfort, Kentucky

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History of Education in Kentucky

1939—1964



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Wendell P. Butler

Superintendent of Public Instruction

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FOREWORD

In the closing year of the administration of Superintendent Barksdale Hamlett, in 1914, the State Department of Education published a "History of Education in Kentucky." That publication set forth the background of our public educational system in Kentucky, and reviewed briefly the activities and progress of education during the administrations of the first nineteen Superintendents of Public Instruction.

At the beginning of Superintendent Harry W. Peters' administration, 1936-1940, plans were made to publish a report of the educational progress in Kentucky for the quarter of a century from 1915 to 1940. That history reviewed the activities during the administrations of the six Superintendents of Public Instruction from 1915 to the close of Superintendent Peters' administration in 1939.

As Superintendent of Public Instruction at the close of another quarter of a century in terms of published reports, I feel it both a privilege and a responsibility to continue the pattern established by my predecessors. Unquestionably, the past quarter of a century encompassing the six administrations since 1939 has witnessed the fruition of many dreams of earlier state superintendents for an educational system worthy of a great Commonwealth.

The unfolding of this history begins with a glimpse backward to the state school system of a quarter of a century ago. It continues with brief chapter reviews of the six administrations of the five Superintendents of Public Instruction since 1939.

I trust this record of great accomplishments in education will be of use to the many educators who have helped to shape it; the many citizens who have uncompromisingly supported better education, and the students in the schools and colleges of Kentucky who will help to write the educational history of the next quarter of a century.

This is the third time that facts have been assembled for specific periods on the history and development of the public school system of Kentucky.

The first time such an activity took place was in 1914. This covered briefly the period from the settlement of the state to and including the school year 1914. This was done under the direction of the then Superintendent of Public Instruction, Barksdale Hamlett. The part prepared on the public schools was written by T. J. Coates, a member of the State Department of Education and Supervisor of

Elementary Schools. The part concerning church and schools, otherwise endowed, was prepared by F. C. Button, a member of the State Department of Education and who was also supervisor of Elementary Schools.

These facts were assembled into one volume. They give briefly the background, growth, and development of the system of public schools in Kentucky. This growth and development came under the supervision of nineteen superintendents of public instruction.

A second volume of facts covered a period of twenty-five years from 1915 to 1940. During this period, six persons served as Superintendent of Public Instruction. This volume was prepared under the direction of Harry W. Peters, Superintendent of Public Instruction (1936-40). He authorized Mr. Virgil Chapman, a member of the State Department of Education and Assistant Director of Free Textbooks, to prepare such a volume of facts. After his untimely death, his wife, Mrs. Chapman, continued to assemble facts until lack of funds terminated her employment. During the latter part of his term of service, several members of the staff of the Department of Education assembled material which was finally organized for publication by "Freddy" Riddle, another member of the staff.

This, the third volume on public school development, was prepared for the purpose of assembling into one volume historical facts on education for the period 1940-64. These have been published with the hope that they may be of use (1) for comparison with similar pertinent facts, (2) as examples of activities based on past procedures, or (3) in making adjustment of policies and procedures for the benefit of further action as occasion may warrant.

The first Chapter of this publication gives the highlights of the public school situation in 1939. It furnishes a background for measuring the growth and development of the public school system after that date.

The chapters by administrations contain, essentially, the story of a plan of equality of educational opportunity. This story, in more or less detail, together with the many problems which were involved due to changing conditions and the growth and development of the plan, is based on facts and conditions as revealed in the biennial reports of the superintendents of public instruction as well as other publications of the Department of Education. It has been arranged and developed by Mr. Gordie Young, former Assistant Superintendent of Public Instruction (1928-1956), who served in such capacity for the greater period of time covered in this publication. Final editing, including the preparation of materials for the Second Administration of Superintendent Wendell P. Butler, was made by Mr. Ray N. Dryden, and other Staff Members of the Department of Education.

The "gates open slowly" for educational progress. Many "roadblocks" have been encountered in the development of the public school system in Kentucky over the years. The "roadblock" that impeded educational advancement most was Section 186 of the Kentucky Constitution, which prevented travel in the right direction. The removal of restrictions imposed by Section 186 occurred on November 3, 1953. Future generations will look upon this event as a "Red Letter Day" for public education.

Wendell P. Butler
Superintendent of Public Instruction

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INTRODUCTION

The information contained in this volume for the period of 1940-64 not only recites the various problems in education which arose from time to time, but it shows how the solution of one outstanding and basic problem came about. The procedures which were followed developed a plan of equality of educational opportunity for all the children of the State. This was done in connection with and in addition to any other needs and problems whether or not they were contributory to the main need.

This plan of equality of opportunity provides a basis for an education program of inestimable value in the maintenance and development of both the natural and human resources of the state.

It is hoped that the facts contained in this volume will furnish not only a history of educational development for this period but that there may be found strategic and influential procedures which will be available to others who may face similar or related problems.

No attempt has been made herein to write a complete history of education for this period, but instead, to record the history of the educational developments of the school system essentially as they are shown by the Department of Education publications. The basis for the information contained in this volume is the biennial reports of the respective superintendents of public instruction.

It has been assembled by periods of service of the Superintendents of Public Instruction: John W. Brooker, 1940-44; John Fred Williams, 1944-48; Boswell B. Hodgkin, 1948-52; Wendell P. Butler, 1952-56; Robert R. Martin, 1956-60; and Wendell P. Butler, 1960-64.

The purpose of the arrangement has been to make the facts readily available not only for the use of those who may desire them as a record of history but for the consideration of those who may be able to use them as a basis for future action in providing educational facilities suitable to the needs which may arise from time to time.

An attempt has been made to show the essential facts in the development of a plan of equality of educational opportunity for the school children of the state. It is of interest to note how this activity developed over a period of twenty-four years through the leadership exercised by the respective Superintendents of Public Instruction. This plan resulted in a central emphasis regardless of other interests and purposes and in addition to any other emphasis made by those interested in the educational welfare of the state.

The plan was finally made possible by an amendment to Section 186 of the State Constitution and the passage by the General Assembly of the Commonwealth of Kentucky of what is known as the Foundation Program Law. A better term for this activity might be a foundation *Plan* Law. The law on which the plan is based makes it possible to collect taxes where the wealth is located and spend the funds where the children who attend school are located.

A similar procedure for providing educational facilities had been advocated for about one-hundred years before this plan became operative. Attempts had been made by passage of laws and making appropriations therefore but the courts had held that the only way to put into effect such an idea would be to amend Section 186 of the 1891 Constitution.

Any program which may be based on this plan will be ever-changing. Its extent will depend upon changing conditions, the need of those who are to be benefited from the program, and the initiative and management of those who make and operate such a program from time to time.

The period of time (1940-1964) may be considered the period in which a fundamental change was made in the educational program of the state. Five preceding foundational changes may be said to have been made from the beginning of the school system of the state. Such changes should be listed as follows: (1) a system of free schools, 1850; (2) tax support made ample for the support of the system by an increase in the rate from 5 cents to 20 cents, 1867; (3) county school system adopted, 1908; (4) pay of teachers on the basis of qualifications and pupil attendance instead of a per capita basis, 1920; (5) New School Code, 1934; (6) the Foundation Plan and Program and its full financing, 1956.

GORDIE YOUNG, Former Assistant
Superintendent of Public Instruction
1928-1956

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PART I

PUBLIC SCHOOL SYSTEM

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CHAPTER I

A Glimpse Backward: The Educational System of Kentucky—1939

The purpose of Chapter I is to sketch briefly the status of the educational system in Kentucky at the close of the administration of Harry W. Peters in 1939. This particular year has no special significance other than the fact that it serves as the connecting year between a twenty-five year span of "History of Education in Kentucky", 1915-1940, and the current record of six four-year administrations, 1940-1964.

The sources of data for this chapter are the *Biennial Report for 1939* and *History of Education in Kentucky, 1915-40*. Quoted materials are from these sources.

A brief description of the educational system and conditions that existed in 1939 is provided for several reasons: (1) to acquaint the reader with the educational realities of a quarter of a century ago; (2) to indicate the dimensions of the problems confronting the succeeding superintendents of public instruction; and (3) to focus on a typical pre-war school year with its struggles and recurring problems as a reference point for the advances in education in Kentucky in the post-World War II Era.

Organization of the Public School System in 1939

The following statement gives pertinent facts concerning the public school system at the close of the administration of Superintendent Peters in 1939 and at the time John W. Brooker became Superintendent of Public Instruction on the first Monday in January, 1940. From this information, the reader may get some idea of the educational conditions confronting Mr. Brooker when he took office. From it, one may get a better understanding of the educational forces at work at that time and the changes which took place during his administration.

1. State Board of Education

By the enactment of the New School Code in 1934, the governing body for the public school system on a state-wide basis was placed under the control of a State Board of Education consisting of seven lay members appointed by the Governor. The Superintendent of Public Instruction was made its official chairman. This board replaced a State Board of Education composed of the Superintendent of Public Instruction, Attorney General, and the State Treasurer.

2. Superintendent of Public Instruction

The 1934 edition of the School Laws gave the Superintendent of Public Instruction, who is an elected official and executive officer of the State Board of Education, much authority and responsibility for

providing educational leadership throughout the state. The purpose of the law appears to have been restricted by the State Constitution which prevented the Superintendent of Public Instruction from being authorized to succeed himself. It has been the recommendation of many Superintendents of Public Instruction, both before and since the passage of the new law, that this official should be appointed rather than elected by the people. This, they say, would better enable the continuation of good policy and practice in public school administration.

It may be said, however, to the credit of the superintendents of past years, that much of the reason for this recommendation has been eliminated because of the fact that the policies of the predecessor have been adopted in general by the succeeding superintendent.

The leadership furnished by the teaching and administrative forces of the State through the State educational association has been influential, if not greatly responsible, for keeping educational policies more or less consistent over the years. It has been a rather uniform practice for each incoming Superintendent of Public Instruction to retain practically all of the personnel of his predecessor.

3. State Department of Education

The organization of the State Department of Education in 1939 was set up on a basis of the different services rendered. Each service was designated as a division. During the administration of Superintendent Peters 1936-40, there were eight divisions as follows: a. School Buildings and Grounds; b. School Census and Attendance; c. School Finance; d. Free Textbooks; e. School Supervision; f. Teacher Education and Certification; g. Special Education; h. Vocational Education.

4. School District Organization

By the rewriting of the School Law in 1934, school districts of the State were classified into two types, namely county and independent districts. The county school district in 1940 consisted of all of the remainder of the county outside the boundary of an independent school district.

An independent district at that time consisted of territory in or around cities of the first five classes and in territory other than in and around cities of the first five classes that contained a school census enumeration of 200 or more white children. There was also provision for temporary independent school districts subject to the approval of the State Board of Education.

These districts, both independent and county, were governed by boards of education consisting of five members elected by the people of the respective districts. This was in contrast to 120 county districts, 25 city, and 117 independent districts immediately preceding the passage of the 1934 law. It may be of interest to note that in 1915 there were 405 independent districts.

The city and independent school districts before 1934 were governed by boards of education with varying numbers of members of the respective boards of education. The number of members before 1934 usually was five, six or nine. At the time of the passage of the 1934

act, first-class cities had five members; third-class cities, nine; fourth-class cities, six; and grade school districts, five. In 1908, which is the date of the passage of the County School District Law, cities of the first four classes elected two members to the board of education from each of the city wards. These wards were political divisions for other purposes.

5. County School Administration

County school superintendents were employed by Boards of Education elected by the people rather than having a superintendent elected by popular vote as had been the custom before about 1920.

The sub-district trustee system which had absolute authority to recommend teachers was gradually giving way to teachers being elected on the recommendation of the county superintendent of schools. About 75 of the 120 counties had done away with the sub-district trustee system by authority of law.

Status of the Educational System in 1939

A few of the pertinent facts about education and conditions that existed in 1939 are as follows:

1. School Districts

In 1939, at the close of Superintendent Peters' administration, Kentucky had 262 administrative units: 120 county districts and 142 independent districts. The trend had been steadily downward from the 554 districts in 1915; the net change for the twenty-five year period was 292 fewer districts or a decrease of 53 per cent.

2. School Census

The school census for 1938-39 was 795,374 divided as follows: 557,794 or 70 per cent in county districts, and 237,580 or 30 per cent in independent districts.

3. Average Daily Attendance

The average daily attendance was 494,339 or 62 per cent of the school census. The total ADA was divided as follows: 335,648 or 68 per cent in county districts, and 158,691 or 32 per cent in independent districts. In county districts, the pupil ADA was 60 per cent of the county school census; in independent districts, the pupil ADA was 67 per cent of the respective school census.

4 Number of Elementary Schools and Enrollment

In 1938-39, there were 4,383 one-teacher schools; 1,052 two-teacher schools; 194 three-teacher schools, and 644 schools of four or more teachers. The 4,383 one-teacher schools is in marked contrast to the 7,067 one-room schools in 1918-19. The enrollment in grades 1-8 was 518,051 pupils.

5. Number of High Schools and Enrollment

In 1938-39, there were 783 public and private high schools. This number represented a decrease of 65 schools from the all-time high of 848 high schools in 1935.

In the school year 1938-39, there were enrolled in all high schools 101,154 pupils in grades 7-12. The total enrollment in grades 9-12 in public high schools was 92,328; and in non-public high schools, 8,826.

6. Salaries of Teachers

The average annual salary for teachers in 1938-39 was \$890.32. "The minimum salary that may be paid teachers by law has been increased to \$75.00 per month, and the minimum salary that may be paid to county school superintendents is \$1200 annually."

7. Number of Teachers

There were 18,342 teachers in 1938-39. "The typical teacher had approximately three and one-half years of college training. Out of 100 teachers employed in the public elementary and high schools in 1938-39, 45 had four or more years of college work, 12 had three years, 35 had two years and eight had less than two years . . . The percentage of certificated teachers who were college graduates increased from approximately 25 per cent in 1935-36 to approximately 40 per cent in 1938-39."

8. Term Lengths

"The minimum school term length is seven months. Many communities now have school terms of more than seven months. During the school year 1938-39, nineteen county school districts had school terms of nine months for both elementary and high school pupils."

9. State and Local Revenue

Total state and local revenue for the school year 1938-39 amounted to \$24,306,493.42. Of this amount, \$14,727,479.91 or 60.6 per cent was raised locally; \$9,579,013.51, or 39.4 per cent was provided by the state. The total revenue provided \$49.08 per pupil in ADA; \$29.70 from local sources and \$19.38 from the state. The state per capita for education was \$12.12. (In fact, \$12.00 was a magic figure in Kentucky education for nine years; the variation in State per capita from 1934 to 1943 was \$1.93 and the average for the nine year period was \$12.00).

10. Buildings and Grounds

From the Biennial Report 1939:

Year	Projects	Total Cost	Federal Contribution
1938-39	158	\$ 3,774,535	\$1,968,934
1930-39	1758	24,780,627	9,708,921

"It should be pointed out that this fine record was made possible because of the large grants made for this work by the Federal government . . . The future insofar as federal participation in school house construction is concerned, is very uncertain. Although great progress has been made in recent years, the need is still very great. Conservative estimates indicate that approximately \$20,000,000 must be invested in new school buildings in Kentucky within the near future, in order to provide anything like adequate physical facilities for all school children of the state."

11. Free Textbooks

"There has been available for the purchase of free textbooks in the elementary grades the sum of \$500,000 annually. With this amount of money available, it has been possible to supply free textbooks to the first seven grades and to part of the eighth grade (a total of 929,579 books). These free textbooks are now being used by 560,000 pupils. The cost per pupil per year is ninety cents. This is approximately one-third of the cost per pupil when the parents were purchasing the books."

12. Vocational Education

A. The number of vocational departments by fields for the biennium was:

Year	Agriculture	Home Economics	Trades and Industries	Distributive Occupations	Federal Funds
1937-38	194	163	87	6	\$293,415.72
1938-39	224	208	128	38	381,975.30

B. The number of all-day pupils enrolled in vocational agriculture and vocational home economics for the biennium was:

Year	Agriculture	Home Economics
1937-38	5,882	6,615
1938-39	7,209	9,237

C. *Mayo State Vocational School*. "During the first special session of the Legislature in 1938, a bill was passed to purchase part of the old Mayo College buildings located in Paintsville and establish a vocational school . . . The enrollment in the day class for the school year, 1938-39, was 120 . . . Enrollment in evening trade extension classes was 330 . . . Total disbursements were \$56,507.03."

D. *West Kentucky Vocational Training School*. "The school is operated for the purpose of preparing Negro youth to enter occupations. It was opened September 19, 1938 with a president, business manager, and eight teachers. The total enrollment for the fiscal years, 1938-39, was 301 students. Total disbursements were \$35,310.09."

13. Special Education

"Programs of special education are administered by the State Board of Education, in cooperation with local school boards . . . Since the State survey indicates there are approximately 5,000 homebound, mentally fit, handicapped children between the ages of six and eighteen unable to read and write, it becomes a very important obligation of the Commonwealth to furnish funds to the State Board of Education in order that this neglected group of crippled and otherwise handicapped children may receive the same educational opportunities as the normal child."

14. Vocational Rehabilitation

"A serious attempt has been made during the past four years to provide for all types of handicapped persons in all phases of special education. The federal act providing for Vocational Rehabilitation has

become a permanent provision and is included in the federal Social Security Act. The Federal government has made \$71,432.85 available for this work in Kentucky while the State has appropriated \$25,000. During the fiscal years which ended July 1, 1939, 67 special teachers and special supervisors were employed by local boards of education to furnish training opportunities for homebound and other handicapped persons."

15. Pupil Transportation

"During the school year 1938-39, there were more than 1,600 vehicles carrying approximately 90,000 children 60,000 miles daily at a cost of approximately \$1,317,000."

Of the 1,605 vehicles used in pupil transportation, 1,530 were motorized and 75 were horse drawn. In a four-year period, the number of school buses had doubled; the number transported had increased from 58,000 pupils to 90,000 pupils.

"Transportation of pupils at public expense in large numbers is a rather new educational responsibility in this state . . . Its growth during the last two years is little less than phenomenal."

To provide additional perspective, several measures used in the rankings of states are reviewed:

1. The average annual salary of instructional staff in public schools in Kentucky was \$890 the second lowest among the neighboring states; (Tennessee \$862) the U. S. average, \$1,408.

2. The current expenditure per pupil in average daily attendance was \$47, second lowest among the neighboring states (Tennessee, \$44); the U. S. average, \$88.

3. Years of school completed by persons 25 years old and over for the census year 1940: Kentucky and the United States:

Educational attainment (1940)	Kentucky	United States
No school years completed	4.1%	3.8%
Elementary school:		
1-4 years	16.1	9.9
5-6 years	15.9	11.5
7 years	6.3	7.0
8 years	31.2	28.2
Less than High School	75.5%	60.4%
High School:		
1-3 years	9.7	15.2
4 years	8.4	14.3
College:		
1-3 years	4.2	5.5
4 years or more	2.9	4.6
Median school years completed	8.2 (years)	8.6 (years)

4. Percent ADA is of total public school enrollment, in Kentucky, 78.5 percent; in the United States, 86.7 per cent.

Recommendations Made by Superintendent Peters in 1939

In his biennial report for the school year ending June 30, 1939, Superintendent Peters pointed out that there is an ever-increasing demand from the people that the schools serve better the needs of the children, and that we are now facing problems which are preventing the schools from serving the children as they should. These problems were presented with recommendations for their solution, as follows:

a. Increased State Aid

"There must be an increase in the general state aid for the public elementary and secondary schools.

"To partially meet the situation, the Legislature should increase state aid for general school purposes to fifteen dollars per census child, and should remove the obstacles to an increase in income from the local districts."

b. Equalization Fund

"Many districts in Kentucky are forced to deny their children an acceptable minimum school program, due to low income.

"The Legislature should provide for an equalization fund in accordance with the program of the Kentucky Education Association."

c. Teacher Retirement

"The Teacher Retirement Law should be made operative.

"The Teacher Retirement Law, as recommended by the Kentucky Education Association, should be restored during the regular session of the 1940 Legislature, and should provide an appropriation sufficient to make it effective at once."

d. Equal Opportunities for Colored Children

"Provision should be made for equal opportunities for Negroes in higher education.

"The Legislature should by appropriate legislation provide a program adequate to meet the needs of those Negroes who desire education at higher levels."

e. Preservation of 1934 School Code—Changes

"The essential features of the 1934 school code should be preserved.

(1) Selection of Textbooks

"It is recommended that all districts be given the right to select the books and teaching materials to be used in their schools in accordance with a uniform plan."

(2) State Board of Education and Institutions of Higher Learning

"It is recommended that this law should be changed so that members of the State Board of Education and Boards for Institutions of Higher Learning, may serve out the term for which they were appointed unless removed for generally accepted causes."

f. Expansion of State Department of Education

"There should be provision whereby the State Department of Education may render services in the following special fields:

Curriculum development

Elementary Education

Health and Physical Education

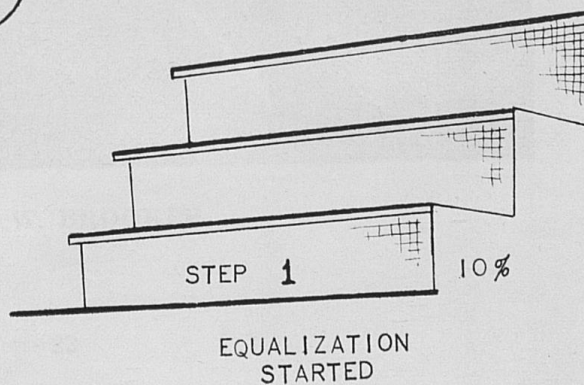
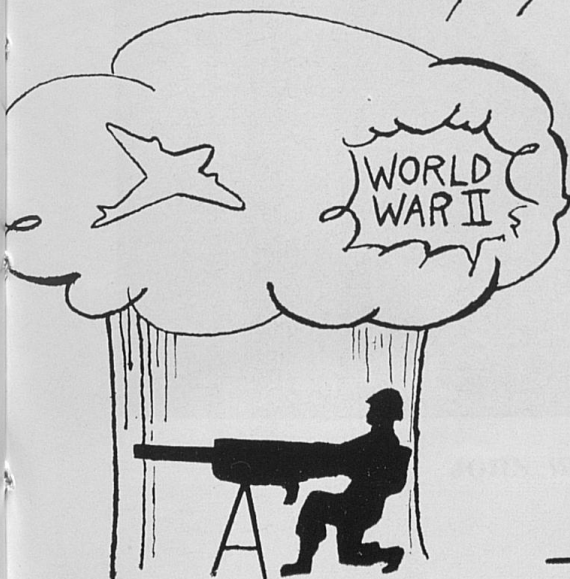
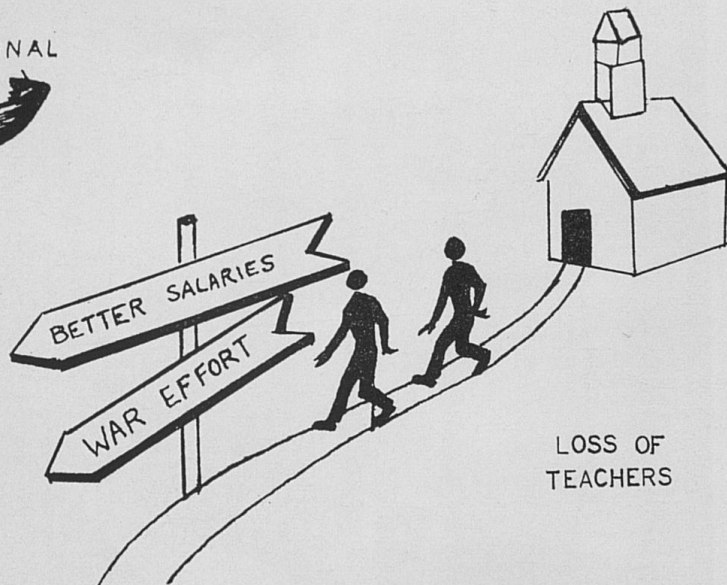
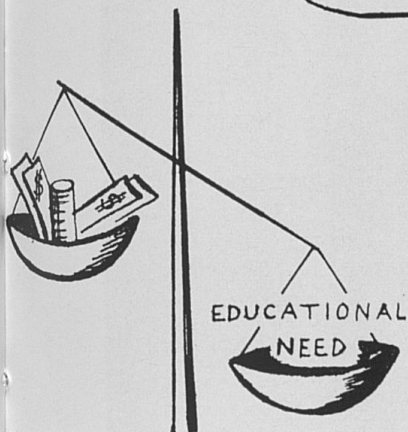
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CHAPTER TWO

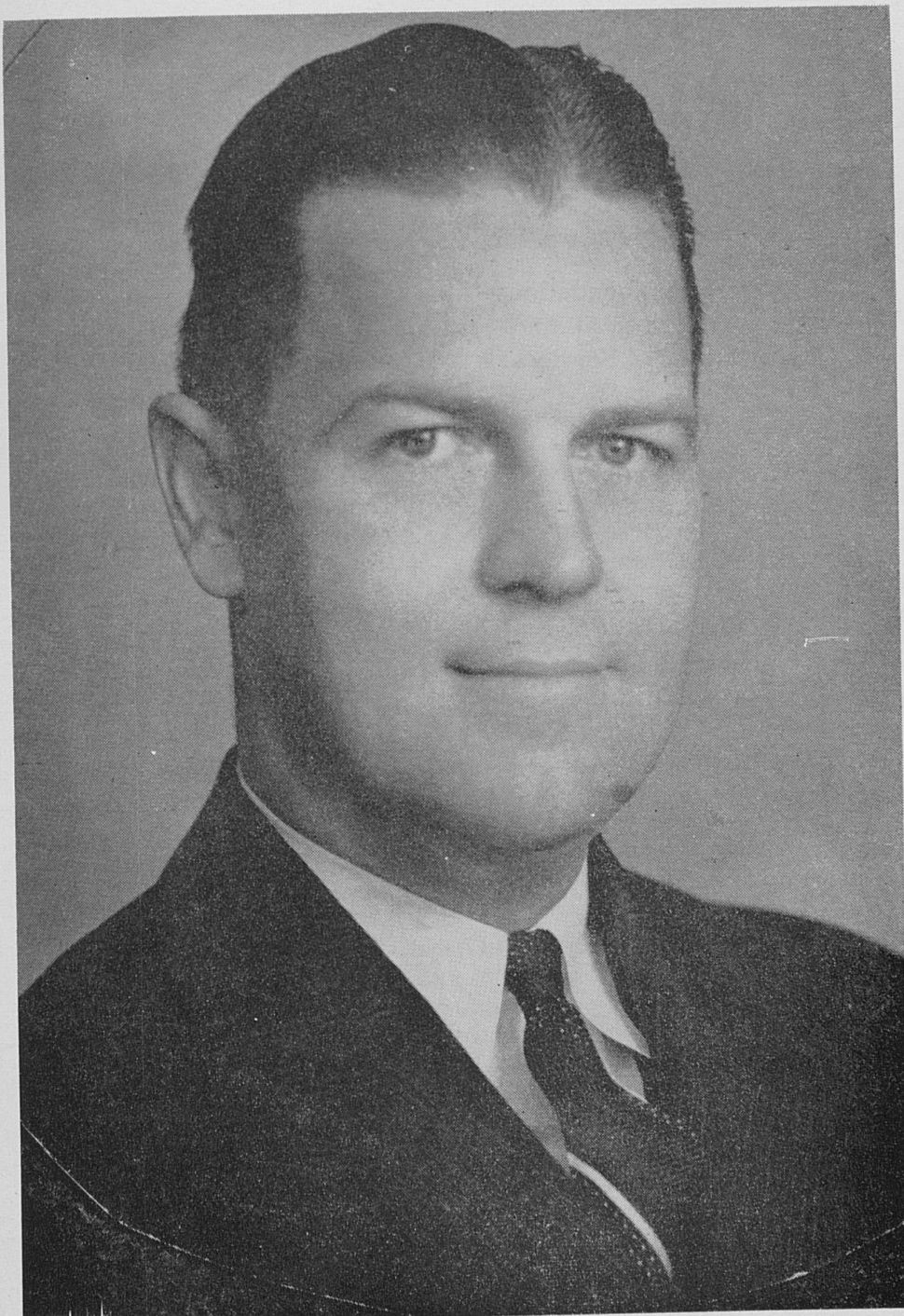
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CHAPTER TWO

1940-41





JOHN W. BROOKER

OUTLINE OF MAJOR TOPICS INCLUDED IN CHAPTER TWO

- I Personal Data
- II List of Recommendations
- III Organization of Services of the Department
- IV Legislative Activity
- V Teacher Education and Certification
- VI Teacher Retirement
- VII Pupil Transportation
- VIII Vocational Education
- IX Free Textbooks
- X Census and Attendance
- XI School District Finance
- XII School Supervision
- XIII Vocational Rehabilitation and Special Education
- XIV Negro Education
- XV School Lunch
- XVI Adult Education
- Summary

JOHN W. BROOKER**1940-1944**

John W. Brooker, son of John R. and Laura Evans Brooker, was the twenty-sixth superintendent of public instruction of the Commonwealth of Kentucky. He was born in Newport, Campbell County, Kentucky, May 23, 1899.

He married Miss Hazel Sherritt of Scott County, Kentucky and they had one daughter, Betty, (Mrs. Darrell Brothers) who has served as art supervisor of Covington city schools.

He moved to Bracken County and was graduated from Augusta High School in 1918. He received his Bachelor of Arts Degree from Georgetown College in 1922 and his Master of Arts Degree from the University of Michigan in 1927. He did a year of graduate work in 1929 at George Peabody College in Nashville, Tennessee.

His first teaching job was in a one-room school in Bracken County. He later was principal of Georgetown High School, superintendent of Cynthiana city schools, and was director of School Buildings and Grounds in the State Department of Education from 1930 until he was elected Superintendent of Public Instruction in 1939. In 1940, during his first year as superintendent of public instruction, he received the L.L.D. Degree from Georgetown College.

At the end of his term as superintendent in January, 1944, he became director of public relations of the Kentucky Education Association, serving in this position until July 1, 1948. Upon the death of W. P. King, the executive secretary of the association, Mr. Brooker was elected to fill that position July 1, 1948 and served in that position until his early and untimely death on August 17, 1952.

He was a member of the Christian Church and served as elder in the Christian Church of Frankfort and the First Christian Church of Louisville. He was superintendent of Sunday School for 13 years and he was on the Board of Trustees of the United Society for Christian Missionaries.

Mr. Brooker was active in educational organizations as well as activities of the community in which he worked. He was a life member of the National Education Association and the Parent-Teacher Association. He served as president of the National Council on School House Construction and was very active in this organization while he was director of the Division of School Buildings and Grounds. While superintendent of Cynthiana city schools he served as president of the Cynthiana Rotary Club.

He served on the Committee for Kentucky, working under the direction of the Committee's president, Harry W. Schacter. Mr. Brooker was a Director of the Committee, representing education. The plan of action for bettering education recommended by the Committee was prepared by Mr. Brooker.

He served for a number of years as a member of the Southern States Work Conference and at one time was its executive secretary. While he was superintendent of public instruction he contributed articles, for the betterment of education, to the publications of the Southern States Work Conference as well as to publications of the Department of Education. He was editor of the Kentucky School Journal while he served as director of Public Relations and executive secretary of Kentucky Education Association.

Mr. Brooker's contributions in the educational field earned him the distinction of being listed in "Who's Who in America."

He was an ardent sports fan and attended every state high school basketball tournament from 1922 until his death except when he was out-of-state. He was president of the Frankfort Tennis Club and runner-up for three years in the semi-finals. He and a friend, George Mitchell, were doubles finalists for two consecutive years in the tennis matches.

His associates called him a Christian gentleman and a man who was dedicated to his professional obligation as well as any activity in which he engaged. He showed deep regard for the feelings of others, exercised great love for family and church, exerted an abiding loyalty to his professional obligation and took an unyielding stand for what he considered to be right under the law and in Christian practice.

II. RECOMMENDATIONS OF JOHN W. BROOKER (1942 SESSION)

1. That the common school fund be increased to a minimum of \$15,000 annually.
2. That a deficiency appropriation be provided for the school year 1942-43.
3. That 10 per cent of the common school fund, or a minimum of \$1,500,000 annually, be set aside to the special school fund to help equalize educational opportunities throughout the Commonwealth.
4. That the law governing the distribution of school funds be amended so that more school districts may share in the benefits of the funds.
5. That all local districts be granted the same permissible maximum tax levy.
6. That the teacher tenure act be clarified and strengthened.
7. That legislation be enacted to provide for the security of tenure of members of the State Board of Education and the governing bodies of other state institutions of higher learning.
8. That sufficient appropriation be made to the State Department of Education to enable it to function effectively in carrying out its responsibilities.

These recommendations were in line with, and included, many recommendations made by Superintendent H. W. Peters at the 1940 session of the General Assembly.

III. ORGANIZATION OF SERVICES OF THE DEPARTMENT OF EDUCATION 1940-44 (DIVISIONS)

The Department of Education was organized into the following divisions: School Buildings and Grounds; School Finance; Free Textbooks; School Supervision; Special Education; Teacher Training and Certification; and Vocational Education.

IV. LEGISLATIVE ACTIVITY 1940-44

1. Annexation of Territory

This act, with the approval of the Superintendent of Public Instruction and passed by a majority of voters living in annexed territory, permitted independent districts to annex county, sub-districts and parts thereof and permitted county districts to annex parts of independent districts.

2. Board of Education Election—County District

Act repealed and re-enacted Sections 19, 20, and 21, Chapter 65, of Acts of 1934. Applicably now (1963-KRS 160.210), board members are nominated by petition and elected from five educational districts.

3. General Levy—County Districts

An act that permitted county districts, in which all sub-districts levied special taxes, to make a general levy of not more than the maximum permitted, increased by not more than the lowest of the special sub-district levies. This act simplified accounting procedures and permitted better distribution of funds available.

4. Insurance for School Buses

Where pupils were transported by contract carriers, the contractor was required to carry liability insurance against negligence.

Boards of education were authorized to set aside funds to pay for liability insurance covering damage caused by board-owned buses.

5. Amendment to section 186 Kentucky Constitution

This act authorized submission to the voters whether or not 10 per cent of the state funds allocated to the districts could be distributed on a basis other than the census method. The amendment carried and the 1942 Assembly enacted a law governing the distribution of the fund. This was the first Equalization Fund and was the entering wedge for enactment of the present minimum Foundation Program.

6. License Fee for School Buses

A license fee for school buses was set by paragraph 3, Section 1, of chapter 112 of the Acts of 1940. This fee was \$4.50

per year for buses or trucks used solely in transporting school children and school employees. The act specified that to qualify, the bus must have printed on the side and rear door the words "School Bus" in letters at least six inches high and of conspicuous color. The bus could be used for no other purposes during a twelve-month period.

7. Moral Instruction

An act was passed providing for permissive moral instruction of pupils attending public schools.

8. Teachers' Retirement

This act, Chapter 192, amended Chapter 1 of the first Special Session of 1938. The 1938 Act had amended Acts of 1928 which had provided ways and means of putting a state teachers' retirement plan into effect; however, the money had to be raised by the local district and from contributions of teachers. The 1938 General Assembly appropriated funds to make the law operative.

In the Acts of 1940 these provisions were made:

- a. Retirement allowances were set up for teachers of the public schools, state supported colleges, and certain employees of the Department of Education.
- b. Disability allowances were set up for such teachers and employees as in (a).
- c. Funds for payment of retirement or disability were to be raised by contributions from the teachers and from the state.
- d. The administration and management of the retirement system were to be handled by a board of trustees who were elected by the members of the system.

9. The Use of Textbooks or Other Printed Material Criticizing Legal System of Healing Prohibited

An act was passed which stated: "No person or persons connected with the public school system of Kentucky shall use or cause to be used, read, or taught in the public schools of Kentucky any textbooks or printed matter of any kind whatsoever which criticizes, condemns, or contains derogatory statements which could be deemed discrediting or harmful to any legally constituted school or system of healing, science, or profession in the State of Kentucky, presently KRS 158.180.

10. Garnishees, Salaries of Officers, and Employees, and Sums Due Boards of Education

An act pertaining to garnishees of certain employees amended Section 170, 1936 and repealed Section 4503-10 Carroll's Statutes also, apparently, repealed Chapter 23 of acts of 1936. In 1942, the law governing attachments and/or

garnishments was changed to read: "Salaries or other sums due state, county, city and school board officers and employees shall be subject to attachment or garnishment."

11. Transporting Pupils to Private Schools

An Act was passed that amended Section 4399-20, Carroll's Kentucky Statutes, 1936, and Chapter 65, Article 5, Section 15, 1934, by adding to the third paragraph, Section 4399-20, these words: "Pupils attending private schools shall be entitled to the same rights and privileges as to transportation to and from school as provided herein for pupils of the public schools." This act was later declared unconstitutional by the Court of Appeals.

12. School Building Fund

A law was passed enabling second-class cities to levy a tax of not less than one cent nor more than five cents on each \$100 assessed valuation, such tax to be levied at the same time the regular tax rate was fixed; however, the additional tax plus the regular tax must fall within the permissible maximum levy of the district. Funds accruing from the special tax could be used to pay for building sites, erection of building, equipment, and alterations. Receipts from property sales or general fund balances could be added to the special fund.

13. Equalization Fund

Chapter 14 of Acts of 1940 provided that if the available funds of any district failed to provide an income of \$30 per pupil per year, then the Equalization Fund would bring the total up to \$30 per pupil for the district. In case the Fund was not sufficient for this, the available amount of the fund was to be distributed on a percentage basis determined by the ratio of the Fund to \$30 per pupil per year.

14. Instruction on the Effect of Alcoholic Liquors

This law required that the injurious effects of alcoholic liquors and narcotics be taught in grades four through ten, inclusive, of the public schools. Each superintendent and principal of every school and the president of every university, college, or academy be required to have presented to the entire student body on two occasions, each term or semester, for a period of thirty minutes an appropriate program on the scientific, social, and moral aspects of alcoholic beverages, stimulants, and narcotics. Failure to comply with the law provided for revocation of certificates and dismissal from employment.

The same law, presently KRS 158.270, required adopted textbooks on physiology and hygiene to devote subject matter relative to the effects of alcoholic liquors upon the human system.

15. State Board of Education—Per Diem

This law was an amendment to Section 4377-8, Carroll's Statutes, 1936 Edition and authorized each member of the State Board of Education to receive a per diem of \$10 for each meeting attended and, in addition, the actual and necessary expenses pertaining thereto; however, a yearly limit of \$100 was set for each member.

16. Tax Apportionment—When Boundary Line is Changed

This law provided that when assessable property was annexed by, or transferred to, another school district, the recipient district would assume part of the indebtedness, if any, that the annexed territory had incurred for buildings and/or grounds in proportion that the assessed valuations of annexed property bears to the total assessed valuation for school purposes of the district losing the territory.

17. Teacher Tenure Law

The essential features of this law provided:

- a. An attempt to secure continuity of service by entering into a continuing contract with the local board of education.
- b. Definition of eligibility for limited and contract status.
- c. Placement of responsibility for determination of eligibility for continuing service.
- d. Leave of absence from service status.
- e. Permitted suspension of contracts under conditions which reduce the number of positions needed.
- f. Directions for termination of contracts by employe or employer.

18. Free Textbooks for Correctional State Schools

This act provided that the Superintendent of Public Instruction provide basic, adopted textbooks free to children between the ages of six and eighteen who were in correctional institutions and who were regularly enrolled in elementary grades.

19. Regulations Must be Filed with the Secretary of State

Chapter 178, Acts of 1942, provided that regulations made by state agencies be filed with the Secretary of State. This led to codification of State Board of Education regulations.

V. COMMENTS ON SERVICES AND DEVELOPMENTS IN
TEACHER EDUCATION AND CERTIFICATION

1. During Mr. Brooker's administration, faced by a national crisis, he stated: "Our national life is at stake and we must be prepared and stay prepared to defend it. National defense is not measured alone by ships, planes, guns and bombs.

These can be taken care of by government. We must deal with the problem of making men able to use our physical instruments of defense; but more important is the task of emphasizing the spiritual values which we must defend. Democracy is a way of life. We must work together, and reason together. Teacher-trainer relationships, teacher-pupil relationships, administrator-teacher relationships must be cooperative."

2. Concerning War and Teacher Turnover

In his 1943 biennial report, Superintendent Brooker gives the following facts of teacher turnover during World War II.

"The problem of maintaining a teaching staff for the schools has been a major concern during this biennium. The Division of Teacher Education and Certification has kept the problem under constant study. The armed forces have taken approximately one-fourth of the men and women who have left teaching since the war started. Teachers have not been exempted from the selective service; they do not desire to be exempted. From one-fourth to one-third of the emergency teachers employed have taken the places of those who have entered the armed service."

3. Appropriation from Emergency Fund 1943

"In the spring of 1943 the Governor made an appropriation of \$27,000 from his emergency fund to help pay expenses of teachers who attended summer school. This perhaps served as an incentive for approximately 2,275 persons who took a minimum of eight quarter hours of teacher-training courses that summer."

VI. TEACHER RETIREMENT SYSTEM

1. Teacher Retirement System Set Up

A law passed in 1938 provided for a teacher retirement system; however, no money was allotted to implement the system. The General Assembly in 1940 amended the law and made it effective by providing that teachers contribute a certain percentage of their salaries, which would be matched by the State.

2. First Trustees

According to law, a board of trustees for the Retirement System was set up. The first trustees were: Miss Mary J. Maguire, Mr. Hal E. Dudley, Mr. W. F. O'Donnell, and Mr. B. L. Trevathan. Ex-officio members were: Superintendent of Public Instruction J. W. Brooker, Attorney General Hubert Meredith; and State Treasurer E. E. Shannon.

After the Teachers' Retirement Board was organized, an office was set up in the New Capitol Building, staffed by N. O. Kimbler, executive secretary; Miss Vera Beckham, assistant secretary; and other accountants, stenographers, bookkeepers, and office machine operators.

3. Merger of Local Retirement Systems with State System

When the State Teacher's Retirement System was inaugurated, eight independent school districts had local retirement systems. These were Bowling Green, Covington, Frankfort, Hopkinsville, Lexington, Louisville, Newport, and Paducah. These systems eventually merged with the State system.

4. Results of Initial Operation of Teacher Retirement System

- a. During the first year of operation, approximately 96 per cent of the teachers participated.
- b. For a specified time the law gave teachers the privilege of declining membership; however, many who originally declined later became members.
- c. As of July 1, 1941, 18,530 membership and prior service certificates had been issued. Deaths and withdrawals totaled 165.
- d. There appears to be evidence that because of the Retirement System there was less inclination on the part of teachers to leave the teaching profession.
- e. Principles adopted in 1941: the Board of Trustees has adopted the following principles for the guidance of all citizens who are interested in the State Retirement System:
 - (1) That the benefits from the Retirement System are a part of the considerations for which teachers train themselves and remain in the teaching profession.
 - (2) The percentage of salary paid by the teacher and matched by the state should be held in trust, intact and properly invested, until that particular teacher dies, leaves the profession or retires.
 - (3) That when a teacher retires, the present worth of his annuities, based upon life expectancy, should immediately be set up in the Allowance Reserve Fund and held for his benefit until death.
 - (4) That in consideration of the advantages of the Retirement Act, the teacher-member makes a definite contribution of salary monthly or annually.
 - (5) That the State's contribution is not a gift or pension, but a consideration for which the people get "value received".
 - (6) That the membership or prior service certificate, regularly issued, constitutes a valid contract with definite consideration by both parties—the teacher and the Commonwealth of Kentucky.

- (7) That the Retirement System shall be supported and operated so that it will be actuarially sound according to the highest standards.

In addition, rules and regulations were set up governing: fractional year, substitute teachers, new entrants, leaves of absence, permits for reinstatement, and payment of annuities.

- f. Cost of administration of the Teacher Retirement System shall not exceed 4 per cent of the receipts of the state accumulation fund. For the fiscal year ending June 30, 1943, the administrative cost was 3.56 per cent.

- g. Total Assets—1943

At the close of the fiscal year June 30, 1943, the liquid assets of the Retirement System totaled \$3,073,577.64.

VII. PUBLIC SCHOOL TRANSPORTATION

There is little evidence of pupil transportation at public expense before 1911, when Mason County first used horse-drawn buses. With consolidation of one-room schools transportation became a necessity; however, by 1935-36 there were only about 800 school buses in use; according to a report by Superintendent H. W. Peters. The growth of transportation is shown by the following table which shows growth between 1941-43:

	School Year 1941-1942	School Year 1942-1943
Number transported		
Elementary	73,153	80,309
Secondary	43,964	45,648
Total	117,117	125,957
Type of Vehicles		
Buses	1,411	1,428
Panel Trucks	82	88
Cars	150	87
Wagons	28	21
Pickup Trucks	---	4
Station Wagons	---	8
Total	1,671	1,636
Ownership		
Public	542	714
Private	1,086	879
Public and Private	43	43
Total	1,671	1,636
Daily Mileage	81,624	85,037
Cost	\$1,636,159.78	\$1,831,778.63

1. Standards and Regulations Pertaining to Transportation

With the rapid growth of pupil transportation, many problems and difficulties arose. Several conferences were held with groups representing various states along with chassis and bus body representatives. Out of these meetings state regulations evolved.

The 1938 General Assembly passed a law requiring the State Board of Education to adopt and enforce regulations governing design and operation of school buses.

In 1941, the State Board of Education adopted regulations for buses transporting 20 or fewer pupils. Passenger cars, carry-alls, and modified commercial panel trucks came within the scope of these regulations.

2. Bus Insurance

The 1940 General Assembly passed a law which authorized boards of education to purchase out of local funds liability insurance on board-owned buses and made it mandatory that indemnity insurance be carried on buses operated by contract carriers. Following this act, the State Board of Education passed regulations which permitted fleet rates to school boards, effecting considerable saving in insurance premiums. This was conditional by the requirement that the State Department of Education maintain a survey of losses resulting from accidents and injuries in order that fleet price premiums could be adjusted.

3. Drivers of Buses

The State Board of Education set up regulations concerning physical fitness, first aid courses for drivers and also provided for monthly inspection of school buses.

VIII. VOCATIONAL EDUCATION

During the administration of Superintendent Brooker great advances were made in the field of vocational education, which were divided into five phases: defense training; agricultural education; home economics education; trade and industrial education; and distributive education.

1. Defense Training

The emergency of World War II strained all phases of manpower and consequently, educators were called on to contribute and courses were organized for out-of-school youths in auto mechanics, electricity, metal work and wood work. In many instances these courses were allied with the National Youth Administration. In courses involving NYA, 162 teachers were employed and 6,221 persons were enrolled.

2. Agriculture Education

The primary aim of vocational education in agriculture has been to train present and prospective farmers for proficiency in farming. In keeping with the viewpoint that boys and farmers cannot learn to farm, without actual farm experience, supervised practice was made central to agricultural education.

- a. The F. F. A. state camp program, begun in 1937, increased in popularity and more than \$2,000 in equipment was added to the existing facilities during this administration.

Better livestock shows were held which attracted much attention throughout the state.

An important factor in feeding farm families, which directly aided the war effort was the course in "Food for Farm Families". During 1942-43, 116 school-community canneries were established. In this period 32,628 persons were enrolled in 953 courses offered in production, processing and conservation of food for home use.

3. Home Economics Program

The purposes of the home economics program was to improve family living. Instruction was provided for pupils in high school, for out-of-school youths through all-day classes, part-time classes, and evening classes. Closely allied with this program were the NYA projects for girls employed on this program. Enrolled in these homemaking courses, held in 37 centers, were 1,469 girls.

4. Trade and Industrial Education

Since the enactment of the Smith-Hughes Act in 1917, Kentucky has maintained programs of trade and industrial education for persons who are preparing for, or who have entered in a trade or industrial job. Each year a larger number of students have been enrolled, and a greater variety of subjects has been taught with better shops and equipment provided by local boards of education.

During 1940-44 practically all of the trade schools offered part-time and evening extension courses for apprentices who wished to improve in their occupations. Kentucky cooperated with the U. S. Office of Education in the national defense effort. Trainees who had been referred from the Kentucky State Employment Services, the Work Projects Administration, and the National Youth Administration took courses which either were essentially pre-employment training or were of a supplementary training nature.

The area trade schools carried on a foremanship training program, which was of great value to the war effort.

5. Distributive Education

The distributive education program was designed to meet the needs of two groups:

- a. Youngsters who worked in stores on a part-time basis, but who attended school.
- b. Adult workers in distributive occupations who could attend evening classes to improve job skills and to prepare for advancement.

IX. FREE TEXTBOOKS

Although the first Free Textbook Law was enacted in 1928, it never became operative, because the General Assembly failed to provide funds until 1934 when the General Assembly enacted an appropriation act providing \$500,000 yearly to buy and deliver free textbooks for pupils in the public schools. Purchases were to begin with the first grade and extend to succeeding grades as funds permitted.

The first free textbooks were bought in 1934, at which time 1,333,402 books were purchased. This number completely supplied the first three grades with books and supplied three subjects in the fourth grade. It was not until 1940 that all pupils in grades one through eight had complete sets of books.

In 1942-43, \$474,272.27 was spent for 868,939 books, serving approximately 588,000 pupils. In 1943-44, a complete introduction of all books adopted in 1940 was made. In addition, optional books for the fifth, sixth, seventh, and eighth grades were bought. Approximate cost to the taxpayer was \$0.90 per pupil per year. Savings in the cost of free textbooks were brought about by improvement in book accounting by the district depositories, improvement in quality of textbooks, and awareness of textbook care on the part of teachers, pupils, and parents.

X. SCHOOL CENSUS AND ATTENDANCE

The Division of Census and Attendance carried on an extensive study of the work of attendance officers during Superintendent Brooker's administration. In order to determine the efficiency of the work of these officers, whose duties were to maintain an accurate and continuous census as well as to promote better school attendance through enforcement of the compulsory attendance law, a series of conferences was held throughout Kentucky. These conferences showed considerable duplication of census cards existed and that in some instances an actual canvass of districts would be necessary. The migration of worker from rural areas to industrial centers, largely accelerated by the war effort, was a chief contributing factor in the duplications.

The county districts lost 46,864 census pupils and the independent districts lost 13,673 census pupils between 1940 and 1943. Obviously the decrease in school census caused a corresponding drop in attendance. It was noted the districts of Jefferson County and Louisville experienced great growth during this period, a trend that has continued to the present.

XI. SCHOOL DISTRICT FINANCE

1. An additional field auditor was added to the staff during this administration. Although only two auditors worked the entire state, with few exceptions all public school districts were visited; but time did not permit an extensive inspection of records.

2. Property Assessments

It has been an unending struggle for school districts to get realistic property assessments. In 1941 the median per pupil assessment of corporate and non-corporate property in county districts embracing cities of the first four classes, it was \$2,046; in other independent districts it was \$1,841. Woodford County represented the high and Clinton County the low. In cities of the first four classes Ft. Thomas was the highest Corbin the lowest. Of the other independent districts in cities of other than the first four classes, Anchorage represented the highest and Gatliff the lowest.

By 1943 the median per pupil assessments of corporate and non-corporate property had increased to only \$1,676; in county districts and for cities of the first four classes it had increased to \$2,583; in cities of less than the first four classes, the median was \$2,050.

3. Length of the School Term

The average term in months of the county school districts was 7.82 for the year ending June 30, 1943, compared with 7.79 months for the year ending June 30, 1941. The term for independent districts embracing cities of the first four classes was 9.59 months and 9.10 months for independent districts of other than the first four classes.

4. Teachers' Salaries

The median salary for all teachers in Kentucky in 1940-41 was \$717, with a median of \$783 for men and \$710 for women. The median for elementary teachers was \$625 and \$1069 for high school teachers. In 1943-44 the median salaries for all teachers was \$782 with a median salary of \$905 for men and \$761 for women. The median salary for elementary teachers was \$676 compared with a median salary of \$1,139 for high school teachers. The higher salaries paid high school teachers

resulted from better training on the part of high school teachers who were also employed for longer school terms. Too, it should be pointed out that many school districts had salary schedules that were slanted in favor of high school teachers, a tendency that persisted in many places until the advent of the single-salary schedule which came about much later.

5. Financing of School Building Through Revenue Bonds

A brief history of this important phase of public school finance should be given. The situation cited below on school finances was the result of procedures followed in Kentucky in school construction. This method is popularly known as the holding corporation. It was used first at Mayslick in Mason County. It was then used without question in other places in Mason County and surrounding county school districts until June 19, 1925. At this time the Georgetown Independent School District to determine its legality, submitted a plan of the procedures it would follow to the Court of Appeals. This was the case of Waller v. Georgetown Board of Education 209-Ky-726. After the Court gave a favorable decision, this use of private holding corporations to build schools was continued until the depression days of World War I. At that time boards of education made application to the Federal government for aid in paying for the construction of school buildings. The federal authorities refused to furnish federal funds for school construction when private holding corporations constructed the building for rent to local boards of education. As a result of this refusal, legislation was passed authorizing fiscal courts and city councils, as continuing governmental bodies, to serve instead of the private holding corporations.

Many Kentucky boards of education had outstanding school corporation bonds, which, by all rules and law interpretations had been held tax free as to both principal and income. In late 1942, the Department of Internal Revenue, Washington, ruled that the income from the securities was subject to federal taxation. A representative from the Division of Buildings and Grounds, public school administrators, and several leading members of the legal profession, conferred with the Revenue Department in Washington. Every attempt was made to have this ruling reversed.

A case was taken through the Fayette County Circuit Court, and the Kentucky Court of Appeals decided that school corporation bonds could be legally refunded into school revenue bonds, issued by the Fiscal Court of the county, or the governing body of the city, as the case might be. The boards so affected are not subject to taxation, according to all current decisions and rules.

6. Equalization Fund

The 1940 session of the General Assembly passed an act authorizing the people of the state to vote on a change in section 186 of the Constitution so that 10 per cent funds available to be distributed to the school districts of the state could be distributed on other than a per capita basis. This was approved by the voters in 1941. The General Assembly in January 1942 enacted the law directing that \$400,000 might be sent to districts on other than a per capita basis. This law provided that the fund should be for equalization purposes and that any board of education which had its salary schedule and budget approved by the State Board of Education and which levied the maximum school tax permitted by law, could apply for aid from this special appropriation.

The Superintendent of Public Instruction was required to study the school situation in each district and determine the maximum revenue available per child in each of the districts. The facts to be gathered were to come from records and reports available for the school year ending June 30, 1941. The funds would be distributed for use in the school year 1942-43. This law permitted a sufficient amount to be sent to each district to enable the board of education to have available \$30 per child per year who was in average daily attendance.

The law required the State Board of Education to adopt rules and regulations governing the administration and expenditure of the funds. All funds sent to a district were received, held and expended by the local board of education under the same liability and responsibility that applied to other funds handled by the board.

XII. INSTRUCTION AND SUPERVISION

In his biennial report for the school year ending June 30, 1941, Superintendent Brooker states, "The State has upward of 6,500 public elementary and public high schools." He gave no further details concerning the number of elementary schools.

1. Elementary Schools (1943)

The statistics relative to elementary schools from 1934-35 show that the trend had been toward larger school centers. In 1934-35, there were 7,491 elementary schools in the state. Of this number, 5,372 were one-teacher schools, 1,087 were two-teacher schools, 312 were three-teacher schools, 720 were four or more teacher schools. During the school year 1941-42, the number of one-teacher schools was 3,964, the number of two-teacher schools was 884, the number of three-teacher schools was 190, and the number of four or more teacher

schools was 1,081. Thus, it is seen that the number of elementary schools in the state had decreased 1,372 since the school year 1934-35.

2. Secondary Schools (1943)

During the school year 1942-43, there were 697 high schools in Kentucky. This number is in contrast to 716 schools operated during 1942 with 848 operating eight years prior to the school year 1942-43.

Of the 697 high schools operating during the school year, 1942-43, 626 were complete organizations. That is, they offered a program of work through the twelfth grade. Of the 626 complete organizations, 362 were county high schools, 186 were high schools in independent school districts, 70 were private high schools, and 7 were operated by the State.

XIII. VOCATIONAL REHABILITATION AND SPECIAL EDUCATION

The following excerpts are taken from 1941 and 1943 Biennial reports:

1. Handicapped Children (1941-43)

An act passed in 1934 established the Division of Vocational Rehabilitation and Special Education. This act provided for district boards of education to carry on programs of special education. Special education was rendering special service to special groups of handicapped children and citizens throughout the Commonwealth of Kentucky in order that they be trained for some specific occupation.

2. Special Education (1943)

The Division of Rehabilitation and Special Education is charged with the direction and supervision of five state-wide educational programs:

- a. The guidance and training of special groups of handicapped children who are not able to attend or make satisfactory progress in the regular school system, including pre-school age groups.
- b. Counseling, guidance and vocational training of the handicapped adults-vocational rehabilitation.
- c. Special education for the blind.
- d. Special aid and service for the deaf.
- e. Informal adult education.

Special education is accepted as rendering a special or individual service to particular groups of handicapped children and handicapped adults so that they may be trained, or re-trained for some specific occupation or improved in the occupation selected. It includes only those types requiring

special facilities, special aid, or special instruction because of physical, mental, educational, social, or moral deviation, and training should be provided for all handicapped groups who cannot reasonably profit by the regular or formal programs of service and instruction which are provided for the normal person.

3. Vocational Rehabilitation (1943)

The State Board of Education, in cooperation with the Federal government, provides vocational rehabilitation for physically handicapped persons as a training process to prepare them for gainful employment.

The major services of vocational rehabilitation offered by the State Board of Education are advice in the selection of the proper vocation, advice in the method of preparing for that vocation, advice in the method of entering and making progress in that vocation, and vocational training required in preparing for that vocation.

Vocational rehabilitation is maintained by the State and Federal Governments on the thesis that it is socially and economically sound for governments to promote public welfare by aiding individual members of society to become a part of and take their place in that society.

In view of this thesis, the Federal government included vocational rehabilitation as a part of the Social Security Act.

Congress enlarged and expanded the whole vocational rehabilitation program in June 1943. This expansion included many services which the Division was not able to render under the old act. It became possible under the new act to render practically any and all services necessary in order that a physically impaired person could be made employable.

4. Educational Service for the Blind (1943)

The Kentucky School for the Blind, Louisville, Kentucky, provided for the visually handicapped children of the state, full educational opportunities from kindergarten through an accredited high school. Instruction was also given in music, commerce, home economics, and other types of vocational occupations.

5. Blind Adult Work (1943)

The Kentucky workshop for the adult blind offered training and employment. This group was engaged in the manufacture of mops, brooms, broom bags, etc., and these products were sold to a group of the largest jobbers in the country.

6. Vending Stands

Under authorization of an act of congress, which provided for the placement of vending stands for blind persons in federal and other public buildings, fifty-one blind adults

were trained and placed in profitable stands located in various sections of the State. By 1941 this had proved to be one of the most successful occupations for blind adults.

7. Education Service for the Deaf

The Kentucky School for the Deaf is located at Danville, Kentucky. This residential public school provides free tuition, board, and lodging for deaf children whose hearing is so impaired that they cannot be taught in the regular public schools. The school has a course of studies which covers eleven years of school work. In addition to the academic work, the school maintains a vocational department. Children from six to twenty-one years of age are admitted to the institution. Many graduates of this institution are given additional vocational training through vocational rehabilitation service, definitely preparing them for a specific vocation.

During the 1941-42 school year the Kentucky School for the Deaf enrolled 341 white pupils and 24 Negro pupils. These came from 96 counties and remained in school for the full session from the middle of September until the last week of May. Very few improvements or changes were made this year on account of limited funds, but a full academic and vocational teaching program was carried out through the full year.

XIV. NEGRO EDUCATION

Negro education, while lagging in Kentucky for many years, was benefitted by philanthropic agencies, the General Education Board, the Julius Rosenwald Fund, the Anna T. Jeans Foundation, and the John F. Slater Fund. These agencies stimulated interest at the state and local levels to the point that equal opportunity for education of Negro children became the concern of all the people in Kentucky. Both races by 1943 enjoyed the same length of school term and salary differentials between white and colored teachers were rapidly disappearing.

While a Division of Negro Education was maintained, as required by statutes, it was found desirable to incorporate it in the Division of Public School Supervision which served all public schools, elementary and secondary, white and colored. Under this arrangement colored high schools were subjected to the same standards as white schools, with the modification that a Negro high school could operate with fewer pupils if it were the only such school in the county. Only twenty counties in 1941 had enough colored population for reasonable hope of maintaining "Class A" high schools without importing pupils from other counties. Thirty-one other counties could maintain "Class B" schools, conditioned on cooperation with other counties; and forty-five counties, including their independent districts, had too few

colored pupils to operate any high school service and were to remote for daily transportation.

In 1940-41 there were 7,390 pupils reported in colored high schools, grades nine to twelve. This was at that time the highest enrollment in the history of the state and was achieved on the lowest census figure existing in history at the time. This represented 14 per cent of the colored census compared with 14.2 per cent of the white census, covering these same grades.

Lincoln Institute, after serving in several capacities and under different sponsorship over the years assumed a different aspect. In 1936 to 1939, Lincoln Institute increased its service for Negro high school youths by contracts with several county school districts throughout the State on a tuition basis. Contracts were made between the several boards of education and the Board of Controls of the Lincoln Institute during this period of time for high school instructional service and for giving credit for this service through an arrangement with the State Board of Education.

The service which Lincoln Institute had rendered was so successful that it was decided that the State Board of Education should contract with the Lincoln Institute Board of Control to conduct a practice teacher training school for the benefit of future teachers attending Kentucky State College.

By this contract the students for the practice training school would be furnished by the several school districts throughout the state which were unable to operate an accredited high school for Negro students. Lincoln Institute would be paid a tuition rate on a graded scale by the local boards of education sending students to Lincoln Institute.

The contract arrangement was so satisfactory it was decided to transfer Lincoln Institute to the Commonwealth of Kentucky, provided the State would carry out the duties for which the Board of Control of the Lincoln Foundation was responsible in its operation of the property. The first program under the transfer began July 1, 1947. After that date appropriations were made and authority for operating Kentucky State College was transferred from the jurisdiction of the State Board of Education to the Board of Regents.

XV. SCHOOL LUNCH PROGRAM

Very little was done in the way of a school lunch program in Kentucky until 1943. In September of that year, the State Department of Education entered into an agreement with the War Foods Administration whereby school districts could receive reimbursement for part of the cost of the food used for school lunches.

The importance of nutrition to the health of the nation was, at that time, being increasingly recognized. It was believed that

the schools could make a great contribution to the growth and development of future citizens by improving the health of school children by means of school lunches. It was agreed that the health of the child affects the quality of work that he can do.

1. Beginning of Program in Kentucky (1943-45)

At about this stage in the development of the program in the nation, Kentucky became interested in better food facilities in the schools. From September through December, 1943, funds from the Governor's Emergency Fund were used to administer and supervise the program.

2. Department Bulletin

In October, 1943, the Department of Education issued a publication entitled "The School Lunch Program." It is volume 11, No. 8 of the Department of Education Bulletins. In the foreword of this bulletin, Superintendent Brooker stated, "It has been prepared for the purpose of helping superintendents, principals, and other persons working with the school lunch program to inaugurate and maintain good school lunch programs as a part of the total educational program. An attempt has been made to show the need for a school lunch program and to give help on problems incurred in the operation of it."

The administration and supervision of the program was placed under the direction of the state supervisor of home economics education.

XVI. ADULT EDUCATION

Under authority of KRS 158.090, subject to the approval of the Superintendent of Public Instruction, local boards of education, through the Division of Vocational Rehabilitation and Special Education, could provide instruction for adults and pre-school children, including kindergarten training. Several independent districts carried on kindergarten programs.

Several of the larger city school systems carried on formal adult education classes. Many private agencies provided adult programs in an informal manner to various groups.

SUMMARY OF SERVICES AND DEVELOPMENTS DURING THE ADMINISTRATION OF SUPERINTENDENT BROOKER

1. Strong emphasis was placed on education with its relation to national defense.
2. The Division of Buildings and Grounds, although severely handicapped by war restrictions, functioned as fully as possible.

3. Rules and regulations of the State Board of Education were assembled, in accord with KRS 160.290.
4. Development of a program for the improvement of instruction.
5. Inauguration of conferences on the improvement of teacher participation.
6. Put into operation a teacher retirement system.
7. Increased attention given to public school transportation leading to enactment of rules and regulations concerning school buses.
8. Increased emphasis on the program of vocational education with particular attention to defense training and programs for out-of-school youth.
9. A close study was made of school census records.
10. Secured an appropriation from the General Assembly of \$400,000 for each year of the biennium 1942-44 to equalize educational opportunities in the state.
11. Secured the action of the General Assembly authorizing a revision of Section 186 of the Constitution affecting distribution of state school funds, which permitted not more than 10 per cent to be allotted on other than a per capita basis.
12. Enactment of teacher tenure legislation.

JOHN W. BROOKER
EDUCATIONAL PUBLICATIONS

1940

Department of Education Bulletins

Volume Number

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|---|----|---|
| 7 | 11 | <i>State Course of Study and Forms for Use in Organizing Holding Corporations</i> |
| 7 | 12 | <i>List of Textbooks Approved by the State Textbook Commission 1940-1945</i> |
| 8 | 1 | <i>Manual on Pupil Transportation</i> |
| 8 | 2 | <i>Kentucky High Schools</i> |
| 8 | 3 | <i>Teacher Education and Certification</i> |
| 8 | 4 | <i>Classroom and Shop for Teaching Vocational Agriculture</i> |
| 8 | 5 | <i>Kentucky Common School Laws</i> |
| 8 | 6 | <i>Manual of Organization and Administration of High Schools</i> |
| 8 | 7 | <i>Fire Prevention Manual</i> |
| 8 | 8 | <i>Training and Placement of Beginning Teachers in Public Schools</i> |
| 8 | 9 | <i>Kentucky Public School Directory 1940-41</i> |
| 8 | 10 | <i>Teacher Education in Pre-Service and In-Service</i> |

1941

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| 8 | 11 | <i>Financial Support; Financial Ability and Inequalities Existing in Various School Systems in Kentucky</i> |
| 8 | 12 | <i>Problems in Improving Instruction</i> |
| 9 | 1 | <i>Education and National Defense</i> |
| 9 | 2 | <i>Kentucky High Schools</i> |
| 9 | 3 | <i>Supplement to Teacher Education and Certification</i> |
| 9 | 4 | <i>Improvement of Instruction—Questions for Teachers</i> |
| 9 | 5 | <i>A Kentucky Library Manual for High Schools</i> |
| 9 | 6 | <i>Units in Conservation of Wildlife and Other Natural Resources</i> |
| 9 | 7 | <i>The Status of the Athletic Coach in Kentucky High Schools</i> |
| 9 | 8 | <i>Business Education for Kentucky High Schools</i> |
| 9 | 9 | <i>Kentucky Public School Directory</i> |
| 9 | 10 | <i>Report of the Superintendent of Public Instruction</i> |

1942

9	11	<i>Future Farmer Activities in Vocational Agriculture</i>
9	12	<i>General Education of Teachers</i>
10	1	<i>Units of Conservation of Wildlife and Other Natural Resources</i>
10	2	<i>Kentucky High Schools</i>
10	3	<i>School Census and Attendance Administration in Kentucky</i>
10	4	<i>Economy and Safety in School Transportation</i>
10	5	<i>Free and Inexpensive Teaching Aids</i>
10	6	<i>The Small Rural School In War-Time</i>
10	7	<i>Kentucky Common School Laws</i>
10	8	<i>A Study of Bonds Executed by Treasurers and Depositors in Public School Districts in Kentucky for 1935-36 through 1940-41</i>
10	9	<i>Kentucky Public School Directory 1942-43</i>
10	10	<i>Industrial Arts for Kentucky High Schools</i>

1943

10	11	<i>Vocational War Training in Kentucky</i>
10	12	<i>Rules and Regulations for Boards of Education</i>
11	1	<i>Kentucky High Schools</i>
11	2	<i>Financial Support; Financial Ability and Inequalities Existing in Various School Systems in Kentucky</i>
11	3	<i>Negro Education in Kentucky</i>
11	4	<i>Planning and Financing School Buildings and Grounds</i>
11	5	<i>Effectiveness of Secondary School Curricular Offerings in the Occupational Activities of Graduates who do not Attend Accredited Institutions of Higher Learning</i>
11	6	<i>Codified Regulations on Teacher Education in Kentucky</i>
11	7	<i>Securing Trained Administrators for the Public Schools in Kentucky</i>
11	8	<i>School Lunch Program</i>
11	9	<i>Kentucky Public School Directory for 1943-44</i>
11	10	<i>Report of the Superintendent of Public Instruction.</i>



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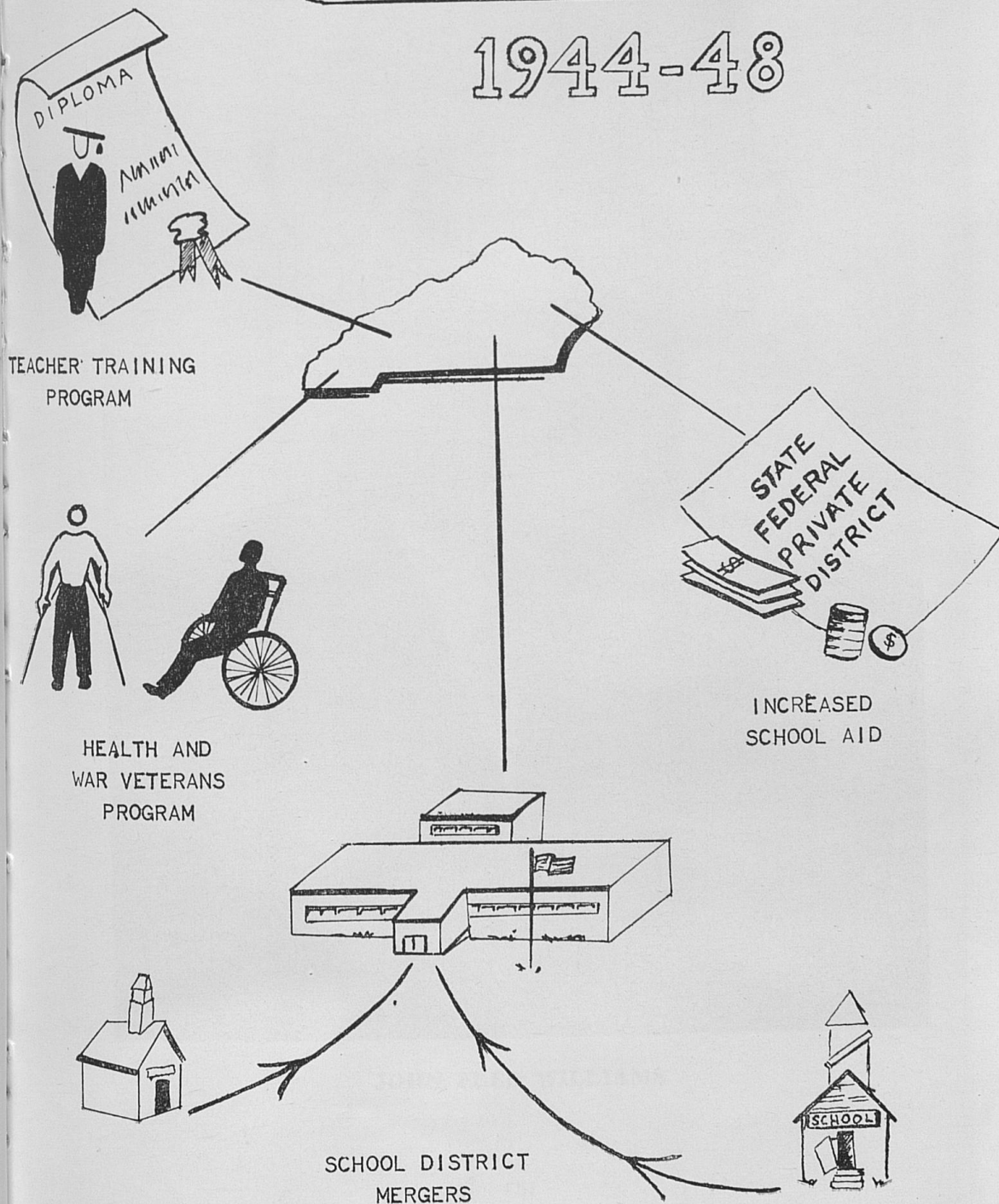


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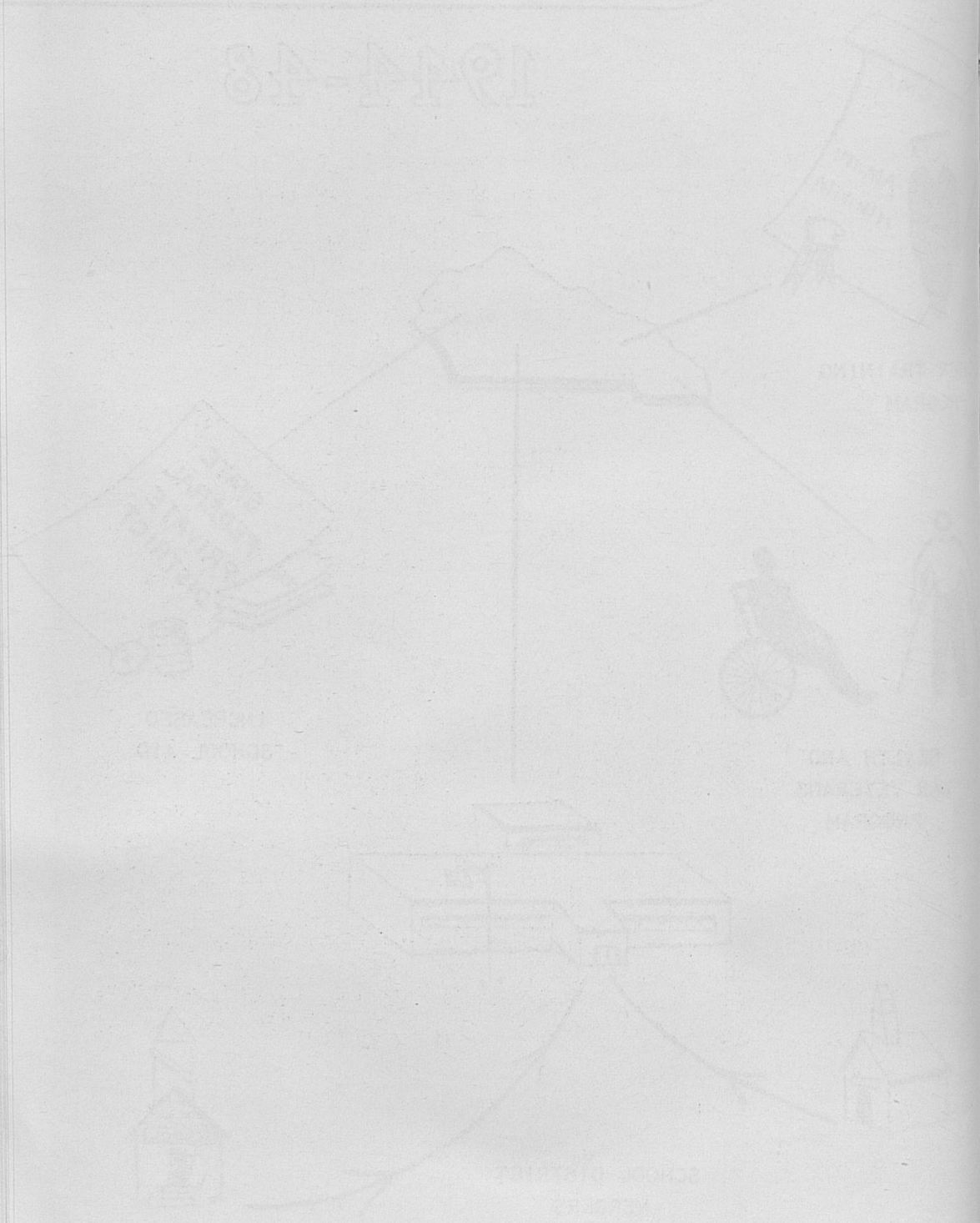
CHAPTER THREE

1944-48



CHAPTER THREE

1944-48





JOHN FRED WILLIAMS

Outline of Major Topics Included in Chapter Three

- I Personal Data
- II Recommendations
 - A. Superintendent Williams
 - B. Governor Willis
- III Organization of Department of Education
- IV School Legislation
- V Pupil Transportation
- VI Buildings and Grounds
- VII Surplus Property
- VIII Public School Finance
- IX Census and Attendance
- X Teacher Education and Certification
- XI Supervision
- XII Health Education
- XIII Negro Education
- XIV Library Service
- XV Vocational Education
- XVI Teacher Retirement System
- Summary

JOHN FRED WILLIAMS

1944-48

John Fred Williams, the twenty-seventh Superintendent of Public Instruction, was born in Volga, Johnson County, Kentucky, September 7, 1904. His father was James Marion Williams, who served as a member of the County Board of Education of Johnson County. His mother was Jennie Vaughan Williams. Her brother Freddie Vaughan, was Secretary of State of Kentucky from 1920 to 1924. By virtue of his office he was a member of the State Board of Education during that period.

He married Mrs. Carrie Bennett Cecil who was formerly secretary of the Union College Endowment Office at Barbourville. To this marriage was born a son, John Marion Williams, and a daughter, Jane Florence, now Mrs. Howard Van Antwerp II.

He attended elementary school in Johnson County and graduated from Mayo College High School Department at Paintsville, Kentucky in 1926. He attended Union College and the University of Louisville receiving his A. B. Degree from this institution in 1931. He did graduate work at the University of Chicago in 1933 and the University of Cincinnati Teachers College in 1937-1939.

His first teaching service was in the one room schools of Johnson County. He served as high school teacher in Louisville and in Johnson County. He was principal of Paintsville High School, president of Eastern Kentucky Education Association and Superintendent of Johnson County Schools before he became Superintendent of Public Education.

His connection with business enterprises before he became Superintendent of Public Instruction was a farm owner and co-owner of the Paintsville Herald. After his service as Superintendent of Public Instruction he served as Director of Personnel of the Ashland Oil Refining Company in Ashland, Kentucky and is now (1963) vice-president of that company.

During his term of office there was conferred upon him by Union College the honorary degree of Doctor of Law; the Kentucky Farmers Degree by the Future Farmers of America in 1945, and an award of merit in 1946, by the Kentucky Association of Colleges and Secondary Schools.

II. RECOMMENDATIONS

A. Superintendent Williams was acutely aware of the crises facing public education at the outset of his administration. He listed these recommendations in 1945:

1. "We must make our school plants safe, sanitary, and suitable to the expanding needs of our children. There is immediate need for the expenditure of approximately \$25,000,000 on school plants and a long-time need for the expenditure of probably four times that amount.

2. "The state's program of pupil transportation should be brought in step with expanding pupil needs. The Legislature is asked to provide a fund of not less than \$500,000 per year to be used in aiding districts to rebuild their transportation systems and to extend them in keeping with the needs of our expanding school program.
3. Human waste due to non-enrollment and non-attendance must be decreased and, finally, stopped. "To this aim he suggested: To aid in improving attendance, the Legislature should increase the compulsory age limit for the minimum age for issuance of work permits so that children who should be in school will not be exploited.
4. "The school's learning program should be made to meet the needs of the young people of this generation." This hit at the discriminatory tax levies between county districts and city districts.
5. "Kentucky's children should have teachers as well trained for this work as physicians who are trained for their work. It will be a difficult road back to the place we were when war started, but it need not be a long road if the problem is attacked boldly. We must face the fact that we shall reach none of our educational goals unless we have an excellent teacher no matter in what direction we turn, what steps we take, nor what we do. The excellent teacher is the absolute essential and we may as well face the issues involved and do something about them.
 - a. "The teacher should be employed for as long a period each year as other people in the public service. A longer school term would be more attractive salary-wise to teachers and would help reduce pupil failures. The Legislature should increase the school term.
 - b. "Teachers must be paid salaries in keeping with the importance of their work.
 - c. "The Legislature is asked to provide a minimum salary of \$800 per year beginning in 1946-47. To provide a minimum salary of \$800 and a minimum term of eight months the Legislature would be required to appropriate annually for the next biennium a per capital fund of \$18,000,000 and an equalization fund of \$2,000,000.
6. "Free textbook service should be extended to the high school grades.
7. "Facilities for extending opportunities for training in vocational and trade schools should be increased.
8. "The work of vocational rehabilitation must be expanded to meet increasing burdens.
9. "Equalization of educational opportunities must be provided for all races.

10. "Increased leadership in the supervision must be provided.
11. "The Division of Health Education should be supported.
12. "The Division of Negro Education should be supported by the state." Heretofore, private foundations, principally, the General Education Foundation has borne the cost of this division.
13. "Every facility should be provided to aid returning veterans to continue their education.
14. "The facilities of the State Department of Education should be strengthened so that its services to the schools may be more effective."

In his recommendations in 1947, Superintendent Williams reiterated his former requests and, in addition, asked that: "Every child in Kentucky should be guaranteed the opportunity to attend school for a period of at least nine months each year."

B. Message of Governor Simeon Willis at the 1944 Regular Session:

"The General Assembly convenes in a critical time in the life of our country. The President has reminded us recently that there are over ten million men in the armed services in the United States. Of these, nearly four million are overseas. Kentucky has about 250,000 men and women participating in the war effort. Every fireside is affected. The hope is justified that the victory will soon be won, but we still have much to face in the way of suffering and sacrifice and personal tragedy. Many costly battles are yet to be fought and the people must maintain the resolution and effort necessary to final success. It is a time for high endeavor, for the conservation of all resources, for dedication to a supreme task. It is not time for petty and partisan politics. The production of food stuffs, war materials, supplies, and weapons of all kinds rests heavily upon the people at home. Nothing can be permitted to hamper this work. The Government of Kentucky must be efficient and everything within our power must be done to win the war."

The first thing to be determined by you is the budget appropriation, with a legislative program for the welfare of Kentucky . . ."

"The total amount proposed to be appropriated by this act for the fiscal year 1944-45 is \$32,376,700. . . ."

"The second year of the biennial period the total amount to be appropriated is \$32,606,800 on the same basis as for the first year. This is an increase over the fiscal year when the total was \$28,774,207 as shown in the last message of Governor Johnson . . ."

1. Per Capita

"The largest item in the proposed budget is the \$15,000 000 per capita school fund, of which the full 10 per cent authorized by the constitution is set apart for the equalization fund. The law should

be amended to provide for a wider distribution of this fund to help more of the needy school districts. It is this provision for the common school fund that accounts for the increase over last year's budget."

2. Teachers' Retirement

"The Teachers' Retirement Fund appropriation is fixed at a figure to comply with the statute. The crisis in which the state, as well as the county, is involved does not lessen our duty to educate our children and our youth. This obligation cannot be postponed, but must be continuously met. The amount to be allowed to the common schools has been endorsed by the educators of the state, and I have given my support to the school program. I am confident this program has the approval of the people and of the General Assembly."

3. Higher Learning

"As to the institutions of higher learning, the amounts have to be determined from past experience and reasonable expectations as to the future needs. They are now engrossed in war work and the student bodies are very much reduced. This budget makes provisions for them on the assumption that normal conditions will return during the period involved."

4. Capital Outlay

"Capital outlays must be deferred during the war on account of critical materials needed for the war program and because of the necessity for cutting expenses where ever possible. The scarcity of materials and the drain of manpower creates the necessity for delay in instruction . . ."

5. Reducing Expenses

"The effort to reduce expenses is complicated by the increase in prices, both of labor and materials. It would be fortunate if we could grant the requests of the various departments, but this is impossible since they exceed all estimates of possible revenue."

"The failure of the Legislature to enact a suitable appropriation for minimum educational needs, prompted Governor Willis to call the General Assembly into a special session in May 1944.

This special session was called for making appropriations for education as follows:

- a. Common school per capita fund—for the payment of teachers' salaries which shall include interest on school bonds.
- b. Equalization fund—for equalization of education service in the common schools as provided by law.
- c. Free textbooks—for the purchase of free textbooks as provided by law.
- d. Lincoln Institute of Kentucky—for ordinary recurring expenses of operating a practice teacher training high school in accordance with a contract between the State Board of Education and the Board of Trustees of Lincoln Institute.

- e. College tuition for Negroes—for extra-ordinary expenses of paying college tuition for Negro students required to go out of the state to obtain higher educational training.
- f. Teachers' Retirement fund — for administering and complying with obligations of the state under Teacher Retirement Acts KRS 161.220 and 161.710.
- g. For ordinary recurring expenses of operation for 1944-46 of the Department of Education."

III. ORGANIZATION OF SERVICES OF THE DEPARTMENT OF EDUCATION 1944-48 (Bureaus and Divisions)

The Department of Education was organized into the following Bureau and Divisions: Bureau of Administration—School Law, School Buildings and Grounds, Research and Statistics, Public Relations, Pupil Transportation, Surplus Property; Bureau of Finance—Public School Finance, Census and Attendance; Bureau of Instruction—Teacher Training and Certification, Supervision, Free Textbooks, Health Education, Negro Education, Library Science; and Bureau of Vocational Education—Vocational Rehabilitation and Special Education.

The Division of Surplus Property was added in 1946; Negro Education was added in 1947; and Library Science was added in 1947. The Divisions of Research and Statistics and Public Relations was discontinued in 1946.

IV. SCHOOL LEGISLATION ENACTED

Major school laws enacted or revised during the administration of Superintendent Williams:

1. Building Fund

This act authorized boards of education to establish a building fund in county and independent school districts containing cities of the second class. The tax for this purpose was not less than one cent nor more than five cents levied annually by the tax levying authority. It was in addition to existing taxes but within the maximum tax authorized for the district. In addition to, or in lieu of this special tax, the board of education could pay into a special fund, from time to time, all or any part of the receipts from the sale of land or property no longer needed for school purposes. The board could, from time to time, pay into this special fund all or any part of any balances remaining in the general fund at the end of the fiscal year over and above the amount necessary for discharging in full obligations for the fiscal year.

2. Conservation to be Taught

All phases of conservation and preservation of resources were required to be included in the curriculum of the public schools.

The law further provided that suitable textbooks for this purpose were to be prepared or selected by the State Textbook Commission.

3. Equalization Apportionment

This act sets a basis for and gives detailed procedures in allocating any appropriation of the legislature for equalization purposes in providing for educational facilities throughout the state.

4. Fort Knox School District

This act authorized the establishment of an independent school district on the Fort Knox military reservation. It provided that motor vehicle license plates and operator's license may be sold to residents of the reservation for the purpose of securing funds to pay the expenses of conducting and maintaining elementary and high schools. This law was abrogated by an opinion of the Attorney General, and the district ceased to operate as an independent district.

5. Insurance Fund

By this act, the then existing KRS Sections 162.400, 162.450, 162.460, and 162.480 were repealed and re-enacted so as to create authority for an insurance fund in county and independent school districts containing cities of the second class on approval of the Superintendent of Public Instruction. This fund could be used only for replacing or repairing an injury or the destruction of any buildings owned by the board, or the contents thereof, when caused by fire, tornado, wind storm, cyclone, casualty, explosion, riot, or flood, but not when caused by wear and tear or the natural process of decadence or deterioration. Provisions were also made by the act for replacing any expenditure fund for the purposes listed as well as for raising the maximum limits of the fund from time to time as the need might require. Safeguards were set up to insure that funds would be available when needed.

6. Lunch Program

An appropriation was made by the Legislature to be used to pay the expenses of administering a state lunch program. This program was made available through the Food Distribution Administration for the benefit of the public schools of the state.

7. Northern Kentucky State Vocational School

This law authorized the purchase, lease, rent, or erection of buildings to be located in Kenton County. It also provided for the maintenance and operation of the school by the State Board of Education. The school was to be known as Northern Kentucky State Vocational School.

8. Scholarships for War Veterans

This law provided that every person who was engaged in any branch of the military or naval service of the United States dur-

ing the war that was declared on April 6, 1917, and any wars declared thereafter, and who at the time of his enlistment was a resident of Kentucky, would be entitled to a free scholarship in any state-operated higher educational institution of his choice for a period required by the completion of the course of study selected by the veteran.

9. Superintendents of School Districts Eligible for Continuing Contract

- a. By this act, KRS sections 161.720 to and including 161.810 was repealed and re-enacted so as to make superintendents eligible for continuing contracts.

The law defined a teacher as any person from whom a certificate is required as a basis for employment in the public schools with the exception of the superintendent. Before this amendment, the law stated that teachers shall not include superintendents, principals, attendance officers, supervisors, or assistant superintendents. These are included in the amended law. The superintendent was specifically included in Section 161.721 KRS.

- b. The training and qualifications were changed, from holding a standard or college certificate to holding any certificate based on graduation from a standard four-year college. Before this amendment, the certificate named in the law as "standard" or "college" usually did not require more than two years of college training. Those who got contracts with "standard" and "college" certificates as training qualifications had a contract which could not be changed without consent of the teacher. They were then eligible for all the benefits of those who held continuing contracts based upon college graduation as defined in the amended act.

10. Supplement of Teachers' Salaries

This act made an appropriation to supplement salaries of teachers employed in the public schools. The amount of the appropriation was \$3 million. It was to be used for the school year 1943-44. The act stated "Due to the present emergency, there is a great shortage of teachers because of low salaries and the attraction of more lucrative paying positions in war and in private industries."

11. Textbook Selection

This law was an amendment to KRS 156.310 through 156.330. The principal change permitted independent school districts having school census in excess of 1,250 pupils to select from a list one book for each subject and grade to be used as basic text for five years, regardless of the class of city involved in the school district territory. Before this change, the districts affected were required to use texts selected by the Textbook Commission for the whole state.

12. Toll Bridges and Ferries

This act was an amendment to KRS Section 280.320 and required boards of education to pay the toll of school buses when the buses were used exclusively for transporting school children to and from school.

13. Transportation of Children Attending Parochial Schools

This act which is Chapter 156 of the Acts of 1944 provided that county funds (fiscal courts) that have not been levied for educational purposes may be used to pay transportation of children of school age who attend parochial schools. This law was passed after the Court of Appeals ruled that funds received from taxes for educational purposes could not be used to transport pupils who attended parochial schools.

14. Publication of Financial Statements

This act amended Section 61.290 KRS as applied to school districts. This amendment reads as follows: "Only the total of the amount paid as salaries during the fiscal year to each official or employee of the governmental unit." This amendment authorized officials of school districts to show in their annual published statements only the total amount paid to teachers, officers, and other employees as salaries rather than itemize the amounts paid by listing each payment separately.

15. Age of School Bus Drivers

This act amended Section 186.600 KRS so that it permitted boards of education during the war emergency of May 27, 1941, and six months thereafter to employ persons eighteen years of age or over to drive school buses. The law that this act amended required school bus drivers to be twenty-one years of age or over.

16. Child Labor

This act authorized the employment of persons under 16 years of age for more than eight hours on Saturday, or after 6 o'clock in the evening on Saturday, provided such persons shall not be employed or permitted to work more than 10 hours on any one Saturday not later than 9 o'clock in the evening on Saturday. This provision applied only to retail establishments which employed 10 persons or less at any one place of business. This was an emergency war measure proclamation for a period of six months from May 27, 1941.

17. Age of Entrance to Common Schools

This act changed the minimum term of public schools from seven to eight months. It changed the date of September 30 to January 1, when a child may become six years of age and enter school for the school year, provided the entrance is within thirty calendar days of the beginning of the school year. This was later changed to the opening of the school, rather than the beginning of the school year.

It further provided that if the school has mid-year promotions, any child who is six years of age or who will become six years of age within 30 calendar days after the opening of the second semester may enter school at the beginning of the semester. Section KRS 158.030 is amended and Section KRS 158.040 is repealed.

18. Attendance Officer May Not Serve Warrants

This act was an amendment to Section 159.130. The amendment was made by adding to the then present wording the following:

"Provided, however, that they shall not have authority to serve warrants."

19. Building Fund for School Districts, a 1946 Amendment to 1944 Act

By authority of this act, the board of education of any district may request a levy of not less than four cents nor more than twenty cents on each \$100 valuation of property subject to local taxation to provide special funds for the purchase of sites for school buildings for the erection and complete equipment of these buildings, and for the major alteration, enlargement, and complete equipment of existing buildings. The amount of the levy for this purpose must come within the maximum school tax levy. It also provides for placing in this fund, which is to be designated "School Building Fund", proceeds from the sale of land or property, which may not be needed or any balances from the general fund not spent during the school year.

20. Residents of Cities of the Fifth and Sixth Classes May Have Their Property Placed in the City School District

This law provided that 75 per cent of the owners of real property that is located in the county school districts, and at the same time within the corporate limits of a fifth or sixth class city, may request the county board of education to transfer their property to the city school district.

21. Civil Service for Non-Instructional School Employees in Cities of the Second Class

This law authorized boards of education in independent districts embracing cities of the second class to provide civil service benefits for non-instructional employees.

22. Equalization Fund Distribution

This act amended the Equalization Act in Sections KRS 157.052 and 157.053 by setting up a formula for distributing the funds on a "net ability basis." This was an improvement of the law, which was in force before this amendment, in that it distributed money on a "net ability basis" rather than on a basis of other than ability of the district.

23. Jefferson County Children's Home—Made Independent School District

This was an attempt to have the Jefferson County Children's Home recognized as a public school, and to be operated as an independent school district. (The Court of Appeals ruled that it did not constitute a common school, and, therefore, was unconstitutional.)

24. Negroes—Out-of-State Tuition in Institutions of Higher Learning

This was an amendment of Section 166.170 KRS. It increased the amount that could be paid annually to any one person for this aid from \$175 to \$350.

25. Purchasing From the Federal Government or its Agencies Without Bids

This law authorized boards of education to disregard the requirements of KRS 162.070, which requires bids when purchasing goods and supplies. This act was Chapter 187. Chapter 81 of the same act seemed to give blanket authority to all political subdivisions of the State to purchase supplies, materials, or equipment from or through the United States Government without calling for bids, notwithstanding any law or charter provision to the contrary.

26. Sub-District Taxes and Levies Abolished

This law abolished authority to make any sub-district school tax levies except those required for voted bonds. At the time this law was passed, the maximum tax for sub-districts was 75 cents per \$100 assessable wealth, and a number of the sub-districts were levying the maximum tax.

27. School Taxes—Fee for Collecting

This law changed the amount of fee for collecting county school district taxes from one to four per cent. The fee of independent school districts at that time was changed from one to not less than one nor more than four per cent of taxes collected for local school purposes. It may be seen that this was really an increase in the fee which was to be paid for collecting school taxes.

28. School Taxes—Amount of Levy

This law amended Section 160.490 KRS. This Section of the law contains the tax rates permitted to be levied by the several types of school districts of the state.

These rates were as follows:

First class city school districts could levy not more than \$1 on each \$100 taxable wealth other than for sinking fund purposes. The minimum that this class city could levy was 36 cents per \$100

taxable property. The minimum for all other types of districts was 25 cents per \$100 taxable property. Any of the districts could levy a maximum poll tax of \$2.

Second class city school districts could levy not more than \$1 per \$100 taxable property other than for sinking fund purposes, except an additional levy not to exceed 25 cents might be made for operating and maintaining the schools if the board of education presented due proof to the city that the additional levy was necessary for school purposes.

Third class city school districts could levy not more than \$1.50 per \$100 taxable property other than for sinking fund purposes.

Fourth class independent school districts could levy not more than \$1.25 per \$100 taxable property other than for sinking fund purposes.

The county school districts could levy not more than 75 cents per \$100 taxable property. This was exclusive of any fund for sinking fund purposes. This amendment abolished authority for these varying levies and provided an ad valorem tax levy for school purposes, other than for sinking fund purposes in all districts of 25 cents as a minimum and a maximum of \$1.50 per \$100 taxable property. It may be noted that this act abolished sub-district taxes.

29. Amendments to Teachers' Retirement Law

The changes were as follows:

- a. Made appropriations of \$106,000 for purpose of making effective changes in the law which made an additional appropriation necessary.
- b. Increased the maximum salary from \$2,000 to \$2,400 on which retirement may be calculated, except for the first five years after the effective date of this change.
- c. Out-of-state service credit was not permitted.
- d. Teachers in non-instructional institutions working under supervision of the Department of Welfare could become members of the Retirement System.
- e. Based the rate of distribution of teachers on the age of the teacher at the beginning of each school year instead of the age at the time of becoming a member of the System.
- f. Provided an actuarial table which used age at retirement as a factor. This table was used in making certain adjustments between ages 60 and 70 at a gradual increase rather than a one-step difference as provided by the old law.
- g. Increased the maximum annual allowance for retirement from \$1,000 to \$1,200.
- h. Raised the minimum annual allowance at retirement from \$100 to \$300.

- i. Increased the disability allowance from minimum of \$100 per year to not less than \$10 per credit year, not to exceed \$300.

30. Appropriation for the Operation of the State Educational Agency of Surplus Property

This act appropriated \$7,500 to employ personnel and purchase equipment and supplies necessary for securing, through the Federal Surplus Property Administration, property available for use of educational forces of the state.

This agency was created by an Executive Order of Governor Willis. It was originally thought that it would be only necessary for an agency of this sort to distribute surplus property on hand and that it could be done within a few months. It was soon determined that more funds would be needed than were provided in the appropriation. As a result, a bill was introduced to appropriate \$20,000 for 1946-48. This bill was approved and submitted to the Governor for his approval. He was so confident that it would not be needed for the second year that he vetoed the appropriation for the school year 1947-48.

V. PUPIL TRANSPORTATION

With the increased number of consolidated schools, transportation became more and more an administrative problem. Studies were carried on by the Department of Education in order to help districts cope with the growth of transportation. This is illustrated by the fact that in 1941 all school buses operated approximately 70,000 miles daily while for the year 1945 the buses operated approximately 88,000 miles daily.

During the first biennium of this administration, due to rationing of the Office of Defense Transportation, sufficient buses for increased service or for replacement could not be had. In many instances passenger cars were used. During the second biennium, the situation of new chassis was much improved, to the extent that barely enough new buses to meet minimum requirements could be had.

VI. BUILDINGS AND GROUNDS

In the early part of this administration, the building program was at a stalemate due to a lack of critical building materials; however, by 1947 projects for 201 new buildings and remodelings had been received by the Department of Education. These plans had an estimated cost of \$16,232,000.

VII. STATE AGENCY FOR SURPLUS PROPERTY

Governor Willis, by Executive Order, created the State Agency for Surplus Property on December 28, 1945. On the 29th of December, 1945, the Agency had its first meeting and de-

terminated plans for distribution of surplus property to two hundred and fifty-six public school districts, the University of Kentucky, five teachers colleges and other state institutions, along with parochial, and private non-profit educational institutions. By December 29, 1947, the Agency had distributed to qualified institutions and welfare agencies approximately \$1,500,000 in surplus property.

VIII. PUBLIC SCHOOL FINANCE

1. In 1941 Section 186 of the Constitution was amended to permit not more than ten per cent of state school funds to be distributed on a basis other than per capita. The General Assembly appropriated \$1,500,000 in 1944 for equalization purposes to districts whose total net revenue did not yield as much as \$40 per pupil in average daily membership. Sixty counties and eighteen independent districts participated in this fund in 1943-44. In 1945-46 fifty-seven county districts and twelve independent districts shared the equalization fund. In 1946-47 \$1,800,000 was distributed to fifty-one county districts and thirty-nine independent districts.

2. Per Capita

The per capita going to all school districts was \$19.16 in 1944-45 and \$19.77 in 1945-46. In 1946-47 the per capita had risen to \$24.40.

3. Teachers' Salaries

Salaries of teachers for 1944-45 and 1945-46 had risen over previous years. The median salary for these years was \$1,094. The average salary of elementary teachers was \$984 and high school teachers was \$1,456. In 1946-47, the legal minimum school term was fixed at eight months.

4. The Kentucky Uniform Financial Accounting System

In February 1946, Superintendent Williams had prepared and published as Volume 13, Number 12, a manual of accounting which was a revision of Kentucky Uniform Financial Accounting System previously adopted by the State Board of Education. This revision included much additional material that furnished a more complete guide to all administrative officials in keeping a state uniform accounting system.

5. Merger of Districts

The following individual districts and independent districts merged with county systems during the term of Superintendent Williams: Bloomfield — Nelson County; Grayson — Carter County; Franklin — Simpson County; Crofton — Christian County; Cadiz — Trigg County; Eddyville — Lyon

County; Kuttawa — Lyon County; Grand Rivers — Livingston County; Guthrie — Todd County; McVeigh — Pike County; Middleburg — Casey County; Moreland — Lincoln County; Nicholasville — Jessamine County; and Upton — Hardin County.

IX. CENSUS AND ATTENDANCE

The migration of workers to industrial centers outside the state, which began during the administration of Superintendent Brooker, continued during the term of Superintendent Williams. Between 1940 and 1945, the county districts lost almost fourteen per cent of their census and the independent districts had lost more than eight per cent of their census. The state lost 95,794 census children during this period. During the second biennium the drop leveled off as the independent districts lost 1,610 in census and the county districts gained 1,352 in census.

A drop in census would indicate a drop in enrollment; however, the ratio was not in direct proportion. Percentage-wise enrollment had increased by 1947, when approximately eighty per cent of Kentucky children between the ages of six and seventeen were enrolled in schools.

X. TEACHER EDUCATION AND CERTIFICATION

In retrospect, it is interesting to note the effect the world conflict had on teachers and classrooms. It was estimated that during the war that there were about 1,100 vacant teaching positions. To show the impact that the war had on the teacher situation the following quotation from the Biennial Report of June 30, 1945 is used:

"When the war began there were approximately 18,850 teachers and principals in the schools. The day the war closed only about 17,700 positions were filled. When the war opened every position was filled by a certified teacher. When the war closed, 4,500 of the positions were held by emergency teachers. When the war opened less than seven per cent of the positions were held by persons with less than two years college preparation. When the war closed 21.5 per cent of the positions were held by persons with less than two years of college preparation."

"In 1940-41 only 53 emergency certificates were in force and none on less than two years of college preparation. In 1944-45 the number had increased to 4,567, many of which were issued for persons who had no college preparation whatsoever."

In 1945 thirty-one percent of the elementary teachers had less than two years of college, and ten per cent had no college

training whatsoever. Almost ten per cent of the high school teachers were not college graduates.

In-Service Training of Teachers

During 1943-47 the in-service training workshops began to develop. Approximately 5,000 teachers enrolled in some seventy off-campus centers. These were a cooperative endeavor between teacher education institutions and the Division of Teacher Education and Certification. In addition, about 1,000 teachers enrolled in on-campus workshops. In-service education of teachers by then had been recognized and established as a significant and integral part of a total program of teacher education.

The Division of Teacher Education, which was established by the Legislature in 1934, was by 1947 inadequately financed. The \$15,000 annual appropriation from the State Treasury was adequate at the inception when the duties were chiefly concerned with the issuance of teacher certificates; however, by now the duties and activities had more than trebled. The director was serving as Chief of the Bureau of Instruction and was charged with coordinating the following areas of service: high school supervision, elementary supervision, Negro education, health education, library services, and administering free textbooks.

XI. SUPERVISION OF INSTRUCTION

1. Elementary Schools

In July 1944, a supervisor of elementary schools was added to the staff. This position, due to lack of funds, had been vacant since 1932. The need of a supervisory program was made more evident due to the fact that in 1944-45 some 4,500 elementary teachers held emergency certificates. Districts were encouraged to employ supervisors and helping teachers where ever possible, and by 1945 ninety-five persons had been employed in this capacity.

2. High Schools

There were 681 high schools operating during 1944-45. During 1945-46 there were 674 high schools; and during 1946-47 there were 648 high schools. The greatest number of high schools in Kentucky was in 1934-35 when there were 848 schools. The drop in number of schools can be accounted for through merger and consolidation with larger centers, even though high school enrollment was on the increase after the close of the war.

XII. HEALTH EDUCATION

Although all serious educators had long known of the importance of health education, it had been treated in a more or less incidental manner outside of formal courses in physiology and hygiene. In order that health education in the schools might

be made effective in the lives of pupils, the Department of Education established a Division of Health Education, and employed a full-time director, Mr. Hambleton Tapp, whose employment was made possible through a grant-in-aid from the W. K. Kellogg Foundation. An additional grant of \$5,000 per year was made to be used in assisting counties in inaugurating special types of health education leadership. In each of twelve counties, a health coordinator was employed by the local boards of education, and each district was granted \$500 by the Kellogg Foundation.

XIII. NEGRO EDUCATION

1. Elementary Education

In 1944-45 there were 103 Negro elementary schools in independent districts with an enrollment of 13,888 pupils; and there were 344 schools in county districts with an enrollment of 10,775 pupils. In 1946-47 there were 13,415 pupils enrolled in independent districts, and 11,218 pupils enrolled in county districts. An effort was made toward consolidation of the small and expensive schools into larger and more economical centers; and considerable progress was made.

2. Secondary Education

In 1945 there were sixty-seven high schools for Negroes. Of this number, thirty-five were six year high schools, twenty-one were four year schools, two were junior high schools, one was a senior high school for grades 10-11-12; the remainder had incomplete organizations of various types. Of the entire group, only sixteen schools were accredited as Class A.

In 1947 the State Board of Education had accredited sixty-three Negro high schools. Of this number, thirteen schools were county districts, forty-eight were operated by independent districts, one was a private school, and one was a State controlled school.

Lincoln Institute continued to operate under a state contract and under the same legal provisions that existed during the previous administration. This school rendered a distinct service to counties with too few students to maintain any sort of a creditable school and who could afford the tuition costs of Lincoln Institute.

3. Higher Education

Kentucky State College remained the only state-supported institution of higher learning for Negroes. The war had its impact on this school both in enrollment and faculty. During this administration the appropriation for the college was raised from \$130,000 per annum to \$150,000; however, this amount of money was inadequate to maintain anything like "equal opportunity."

4. West Kentucky Vocational School

This school, located at Paducah remained a technical training school in which eligible pupils could earn four high school credits per year in addition to shop and trade training.

XIV. LIBRARY SERVICE

In 1933 the General Education Board made a four year grant to the Department of Education for library services with the stipulation that at the end of that period the state would continue the work; however, due to lack of funds, the program lapsed in 1937. In 1947 the General Education Board renewed the grant, and in February of that year a school library consultant was added to the staff of the Department of Education. This consultant participated in summer workshops, pre-school conferences, teachers' meetings, and met with library training agencies in the state.

XV. VOCATIONAL EDUCATION

1. Agriculture

The Division of Vocational Education during the first biennium was chiefly concerned with increase in food production to assist in the war effort. Three assistant state supervisors were added to the staff in agricultural education. These supervisors were employed to assist with the administration and supervision of the Food Production War Training Program. As a result of this program, 141,479 adults enrolled in the classes of instruction during the biennium.

During the second biennium the agricultural education was expanded. Increased enrollment resulted, with a program for out-of-school persons. A large number of the young men in classes were returned veterans. Later many of these veterans enrolled in the Institutional-on-Farm Program, a program that was to continue for several years.

The program of food production conservation continued during the second biennium. One hundred and fifty-six community canneries operated with approximately 50,000 families processing between three and four million cans of food each year.

2. Home Economics Education

Homemaking projects were geared to give help on problems made more acute by wartime conditions. Shortage of labor, scarcity of materials, family members being absent from the home, and the increased cost of living all added to family-life problems. The adult programs, in addition to the regular school programs, continued to expand in numbers and in services.

An increasing number of schools in the state included the school lunch as a part of the total educational program. In addition to increasing attendance, this program was useful as a laboratory for teaching health. The following table illustrates the growth of the lunch program.

Reimbursement received each year for school lunch program and the number of schools receiving reimbursement during 1943-1947.

Year	Amount of reimbursement	No. of schools receiving reimbursement
1943-44	\$ 428,461.72	450
1944-45	852,554.64	684
1945-46	1,137,348.72	746
1946-47	1,708,717.00	923

The distribution of commodities donated by the U. S. Department of Agriculture was another important phase of the program.

3. Trade and Industrial Education

The program of trade and industrial education changed from emergency training of war workers during the first biennium to a program of setting up courses designed for returning war veterans. The area trade schools offered day courses for high school students, pre-employment courses for veterans, part-time apprentice courses, and evening courses for employed workers.

The trade schools had the benefit of equipment and buildings transferred from the NYA program and army surplus. The shop machines and equipment were valued at \$2,500,000 and cost the State nothing but transportation from original locations to the respective schools. The State-operated vocational schools at Paintsville, Paducah, and Covington carried on a program similar to that of the area schools.

4. Rehabilitation and Special Education

This division continued to expand during this administration. Additional supervisors and counselors were employed to reach the physically handicapped throughout the state. The Federal Government made available, on a matching basis, increased funds; however, during 1943-1945, \$37,717.79 of unmatched Federal funds reverted.

In addition to programs for physically handicapped adults, the program was expanded to include training for handicapped children; and to extend the training offered by the School for the Blind located at Louisville. Also, the Vending Stand Program, operated by blind people, was

supervised by personnel of the rehabilitation program. There were forty vending stands in the state in 1947 and plans were made to extend this number to one hundred fifty stands within the ensuing two years.

XVI. TEACHERS' RETIREMENT SYSTEM

1. Appropriations Made by the Legislature

At the regular session of the General Assembly in 1940, the Retirement Act of 1938 was implemented by an appropriation of \$1,000,000 for the ensuing biennium; for 1942-44 the appropriation was \$1,300,000; and for 1944-46 the appropriation was \$1,622,000.

The funds of the Teachers' Retirement System at this period were invested in U. S. bonds. Under the law existing at that time the type of investments were very restrictive; however, the restrictions of the law at present as to investments are very liberal.

The following was taken from the sixth and seventh annual report:

2. Membership (1947)

"Since July 1, 1940, a total of 40,392 individuals have served as teachers in the State of Kentucky, and of this 32,111 have an equity of more or less value in the funds of the Retirement System. Of this number 19,414 paid contributions during the current year ending June 30, 1947. The amount of prior service held by 17,473 members is 185,492.7 years, an average of 10.6. There are 6,457 who have filed enrollment forms A-2 and who do not have prior service credit. On June 30, 1947, there were 8,181 members who had not filed enrollment forms. Many of these are not teaching and will not teach again. Those who continue in the service will file enrollment forms."

Membership 1940-47

	SERVICE RECORDS			Members without service records	Total all Members
	With Prior service	Without prior service	Total with records filed		
Members	23,154	7,749	30,903	9,489	40,392
withdrawn	4,713	1,283	5,996	1,276	7,272
deceased	257	9	266	32	298
retired	711 5,681	1,292	711 6,973	1,308	711 8,281
Total as of June 30, 1947	17,473	6,457	23,930	8,181	32,111

3. Three Funds (1947)

"On June 30, 1947, the balance in the Teachers' Savings Fund was \$4,069,658.78; the balance in the State Accumulation Fund \$4,069,652.71; and the balance in the Guarantee Fund \$312,812.26. These three funds are actuarially sound and on a full reserve basis."

The balance in the Allowance Reserve Fund was \$55,948.54, leaving the deficit in this fund at \$1,976,183.80. This deficit was further increased by reason of the retirement of one hundred seventeen members as of July 1, 1947."

**SUMMARY OF SERVICES AND DEVELOPMENTS OF THE
ADMINISTRATION OF SUPERINTENDENT J. F. WILLIAMS**

1. The functions of the State Department of Education were organized on a bureau basis in 1944 replacing the system of operation under several divisions.
2. The services of the State Department of Education had been expanded and the following new positions had been established:

- Business manager
- Supervisor of public school finance
- Director of surplus property
- Assistant director of surplus property
- Supervisor of school buildings and grounds
- Assistant supervisor of Negro education
- Supervisor of elementary education
- Library consultant
- Director of health education
- One additional assistant supervisor of the school lunch program
- Two additional assistant supervisors of vocational home economics
- Two additional assistant supervisors of vocational agriculture
- Five assistant supervisors of vocational agriculture (farmer training program for veterans)
- State inspector of on-the-job training for veterans
- Twenty district supervisors for on-the-job training program for veterans
- Supervisor of services for the blind
- Supervisor of business enterprises program for the blind
- Medical consultant for division of rehabilitation
- Three industrial placement specialists

3. There had been a substantial increase in the state common school fund. Since 1942-43 the fund had increased from \$10,000,000 to \$19,500,000 in 1947-48, an increase of about 94 per cent. This fund included the per capita fund and the equalization fund.
4. Provision was made by the 1946 General Assembly for increased financial support of common schools from local sources by fixing the maximum tax rate at \$1.50 for all school districts.
5. A substantial raise had been made in teachers salaries. In 1942-43, the median annual salary for all teachers in the state was \$782. In 1946-47, the median salary had increased to \$1,325.
6. The minimum school term had increased from seven to eight months.
7. The number of administrative units had been reduced from 261 in 1943 to 246 units in 1947-1948.
8. Elementary supervision had been re-established at both the state and local levels.
9. Increased emphasis had been placed on health education through the establishment of a Division of Health Education at the state level.
10. The services of the Bureau of Public School Finance had been expanded to provide a more effective accounting of public school expenditures.
11. School transportation had been increased.
12. The organization of the one-room school was improved by discontinuing alternation of grades 5 and 6, and 7 and 8, a practice that had caused much confusion and discontent over the years.
13. In-service training of teachers had been provided to lift the level of teacher preparation. Between 1943 and 1947 approximately seventy off-campus county workshops which enrolled approximately 5,000 teachers, and thirty on-campus workshops, with an enrollment of approximately 1,000 teachers, were conducted.
14. Studies to determine the place of enrollment and the extent and causes of non-enrollment and non-attendance were made for the first time.
15. Lincoln Institute became a state high school with state appropriations.
16. Services of the Division of Vocational Education had expanded greatly.
17. The program of vocational rehabilitation was expanded.
18. A state Education Agency for surplus property was created.
19. The Teachers' Retirement System was strengthened.
20. The Kentucky program of teacher recruitment received national recognition.

JOHN FRED WILLIAMS
Educational Publications

II. Educational Publications

1944

Volume Number

- | | | |
|----|----|---|
| 11 | 11 | <i>Improving the Quality of Living Through In-Service Education of Teachers</i> |
| 11 | 12 | <i>F.F.A. Activities in Kentucky's Program of Vocational Agriculture</i> |
| 12 | 1 | <i>Free Textbook Administration</i> |
| 12 | 2 | <i>Kentucky High Schools 1943-44</i> |
| 12 | 3 | <i>Educational Bills Passed by the 1944 Session of the Legislature</i> |
| 12 | 4 | <i>Getting the School Under-Way</i> |
| 12 | 5 | <i>The School Lunch Program</i> |
| 12 | 6 | <i>School Bus Insurance</i> |
| 12 | 7 | <i>Evaluating the Community School</i> |
| 12 | 8 | <i>Planning an Action Program for the Schools</i> |
| 12 | 9 | <i>Kentucky Public School Directory 1944-45</i> |
| 12 | 10 | <i>Teacher Retirement System 4th Annual Report</i> |

1945

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|----|----|---|
| 12 | 11 | <i>Vocational Guidance and Training for Returning War Veterans</i> |
| 12 | 12 | <i>Future Farmers in Kentucky's Program of Vocational Agriculture</i> |
| 13 | 1 | <i>School Community Health Service</i> |
| 13 | 2 | <i>High Schools in War Time</i> |
| 13 | 3 | <i>Financial Support; Financial Ability and Inequalities Existing in Various School Systems</i> |
| 13 | 4 | <i>Getting the Primary Reading Program Under-Way</i> |
| 13 | 5 | <i>List of Textbooks Adopted and Approved by the State Textbook Commission, 1945-50</i> |
| 13 | 6 | <i>Kentucky's Approved Facilities for Education and Training Veterans</i> |
| 13 | 7 | <i>Measuring the Community School</i> |
| 13 | 8 | <i>Program of Vocational Agriculture in Kentucky</i> |
| 13 | 9 | <i>Kentucky Public School Directory</i> |
| 13 | 10 | <i>Report of the Superintendent of Public Instruction</i> |

1946

13	11	<i>Administration of Rehabilitation in Kentucky</i>
13	12	<i>Manual Instructions For Uniform Accounting System</i>
14	1	<i>Procuring Teachers for 1946-47</i>
14	2	<i>Improving Quality of School Program Through New Accrediting Regulations</i>
14	3	<i>Kentucky Common School Laws for 1946</i>
14	4	<i>Getting the Primary Reading Program Under-Way</i>
14	5	<i>Status of Health and Physical Education in Secondary Schools</i>
14	6	<i>Handbook Audio-Visual Materials</i>
14	7	<i>School-Community Health Service</i>
14	8	<i>Appropriation, Distribution and Administration of the State Equalization Fund</i>
14	9	<i>Kentucky's Public School Directory</i>
14	10	<i>Standards for School Bus and Regulations for Their Operation</i>

1947

14	11	<i>Thoughts Have Wings</i>
14	12	<i>Evaluating the Community School</i>
15	1	<i>Kentucky High Schools 1946-47</i>
15	2	<i>Financial Support, Financial Ability, and Inequalities of Schools in Kentucky</i>
15	3	<i>Health and Physical Education Program in the Elementary Schools</i>
15	4	<i>Intermediate Reading Program</i>
15	5	<i>Future Farmers of America in Kentucky's Program of Vocational Agriculture</i>
15	6	<i>Program for One-Teacher Schools</i>
15	7	<i>Education on the March</i>
15	8	<i>Rehabilitation of Disabled Civilians</i>
15	9	<i>Public School Directory</i>
15	10	<i>Report of the Superintendent of Public Instruction</i>



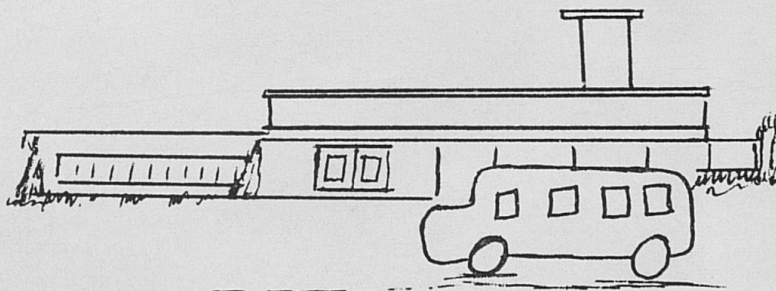
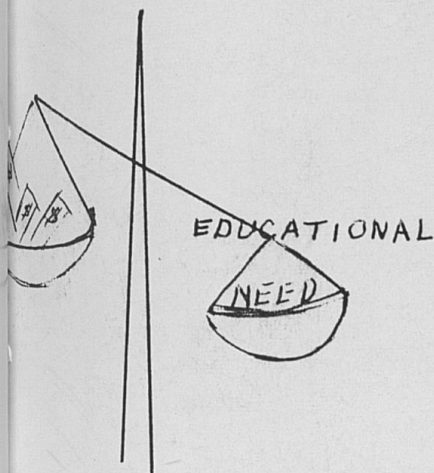
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CHAPTER FOUR

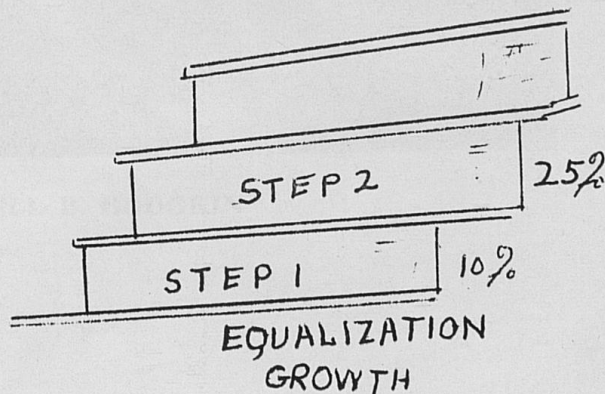
1948-52



TEACHER SHORTAGE

PUPIL TRANSPORTATION IMPROVED

SCHOOL BUILDINGS MORE ADEQUATE



CHAPTER FOUR

1948-52

EDUCATIONAL



THE SHORWAY

TRANSFORMATION IMPROVED

BUILDING'S MOST ADVANTAGE



STEP 2

STEP 1

EQUALIZATION

GROWTH



BOSWELL B. HODGKIN

Outline of Major Topics Included in Chapter Four

- I Personal Data
- II Recommendations
 - A. Superintendent Hodgkin
 - B. Governor Clements
 - C. Governor Wetherby
- III Organization of Services
- IV Legislative Enactments
- V Pupil Transportation
- VI School Buildings and Grounds
- VII Surplus Property
- VIII Bureau of Finance
- IX Bureau of Instruction
- X Teacher Education and Certification
- XI Bureau of Vocational Education
- Summary

BOSWELL B. HODGKIN

1948-1952

Boswell Bush Hodgkin, the twenty-eighth Superintendent of Public Instruction, was born at Winchester, Kentucky, May 25, 1908. His father was William H. and his mother, Mabelle Boswell. They were residents of Winchester, Clark County, Kentucky. His deceased wife, Hilda Creech, was the mother of his eldest daughter, Betty B. (Mrs. Louis Lee Haggin III). His second marriage was to Sadie M. Hunter, who was a resident of Winchester, Kentucky. To this union were born Fielding Bush, Julia Ann, and John Hunter.

He attended elementary school in Winchester and graduated from Winchester High School in 1925. He received his A.B. Degree from Kentucky Wesleyan College at Winchester in 1929. He did graduate work at the University of Cincinnati and the University of Kentucky.

He began his teaching career in the school year 1929-30 as principal of Hunt Graded School, Clark County, Kentucky. For the next three years he taught in the Winchester Junior High School. Following his teaching service he served as superintendent of Clark County Schools from 1933-36. While in this service, he was appointed as superintendent of city schools of Winchester. He served this capacity from 1936-48, when he resigned this position to take over the duties of chief state school officer of Kentucky.

During his service as Superintendent of Public Instruction, 1948-52, he was listed in "Who's Who in America" in recognition of his leadership qualities.

Following his service as Superintendent of Public Instruction he entered business. He became representative of E. C. Seale Publishing Company, a company which furnished teaching materials and supplies. He resigned his position in 1960 to become assistant director of the Division of Free Textbooks and Instructional Materials in the State Department of Education.

His hobbies were golf, bridge, reading, and playing the violin.

He was a member of the Christian Church, and served on the official Board of Deacons and as choir director when he lived in his home town of Winchester.

His professional, civic and social activities consisted of membership and participation in the activities of the Kentucky Education Association, National Education Association, Kentucky Association of School Administrators, Parent-Teacher Organizations, both local and state, president of the Central Kentucky Education Association, Pi Kappa Alpha, Phi Delta Alpha, and Kappa Delta Pi.

His fraternal connection consisted of membership and service in the Masonic Organization in Kentucky. He not only served his local lodge organization as a member and officer but was Grand Master of the Grand Lodge of Kentucky F & A M.

In addition to his other services in the field of education, he contributed articles to state and federal educational publications and to the reports and bulletins published by the Department of Education.

His service as Superintendent of Public Instruction is well summarized in volume 19, No. 8, Department of Education Bulletins entitled "Four Years of Education Progress in Kentucky, 1948-51." In this publication is recorded a tribute bestowed on him in words of dedication by his staff "as quiet, strong, leader, possessing rare elements of leadership qualities." These qualities are appropriately elaborated upon in this well-deserved tribute.

II RECOMMENDATIONS

A. SUPT. HODGKIN

At the outset of his administration, Superintendent Hodgkin called attention to major problems that deserved prompt attention:

1. A Defensible Minimum Foundation Program

"A defensible minimum foundation program is the first need of public education in Kentucky. Section 186 of the Constitution should be amended at the earliest possible time to permit Kentucky to use this current pattern of educational financing. This satisfactory minimum program would provide a floor under educational opportunity below which no district would be allowed to go and to which every district would be permitted to add."

2. The Teacher Shortage Must be Met

"Ways must be found to encourage the most promising youths to enter teaching. The implementation of the foundation program concept will encourage the best to enter teaching. Consolidation of the more than 3,000 one-room schools is a must if a competent teacher is to be provided every classroom."

3. There is Need for Further Reorganization of Local School Districts

"There is need for further reorganization of local school districts into efficient administrative, supervisory and attendance units. Kentucky cannot afford to use its limited financial resources unwisely."

4. The Department of Education Should be Expanded

"The Department of Education should be expanded to provide needed services and leadership to other important facets of the school program. The resources of the Department in the fields of research and public information are limited. Lack of supervision at the state level in guidance

and counseling has handicapped the development of these programs locally. Supervision and auditing of activity funds of local schools would provide a valuable service which cannot now be undertaken because of the limited supervisory staff in finance. Areas such as music education, conservation education and audio-visual education need supervision at the state level to enhance their development locally. Special attention needs to be given to the encouragement of the program for the handicapped. Supervision should be given in the areas of speech and hearing and mental retardation."

5. The minimum term length should be extended to nine months

"Every Kentucky child regardless of his race, social status, or place of residence should be guaranteed the opportunity to attend school for at least nine months. Every child is entitled to a school term that will enable him to make normal progress year after year."

6. Capital outlay or long-term financing should be further separated from the financing of the current educational program

"The rigorous restrictions of Section 158 of the Kentucky Constitution have forced the financing of capital outlay from revenue that would otherwise have been available for the current school program. Section 158 should be amended without delay. A special voted building fund tax should be used to provide revenue for financing the capital outlay program. The superior revenue resources of the state should be taxed to assist in meeting the need for adequate buildings."

B. GOVERNOR CLEMENTS

Recommendations of Governor Clements to the 1948 General Assembly, with reference to the education budget:

1. A total expenditure of \$31,921,631 for 1948-49 and \$29,659,175 for 1949-50.
2. Included in the recommended appropriation was \$2,439,606.64 for the Teachers' Retirement Fund for 1948-49. Governor Clements termed the fund "actuarially sound."
3. Free textbooks, vocational education, and vocational rehabilitation were to receive the same appropriations as in 1946.
4. The teachers' colleges would receive increases: Eastern was raised from \$351,000 to \$390,000; Murray from \$325,000 to \$400,000; Western from \$434,000 to \$480,000; and Morehead from \$306,000 to \$315,000.
5. The recommended appropriation for Kentucky State College would be an increase from \$225,000 to \$300,000. Lincoln Institute would be increased from \$75,000 to \$90,000; and Western Kentucky Vocational Training School for Negroes would be increased from \$55,000 to \$65,000.

In Governor Clements's call for a Special Session in 1948 he was especially concerned with assessment of property and taxes. He stated:

"The constitution of Kentucky requires that state taxes 'shall be uniform upon all property of the same class', and further requires that all property 'shall be assessed for taxation at its fair cash value, estimated at the price it would bring at fair voluntary sale'. The mandate of the Constitution is quite simple and can be understood by all—the application of the principle is not so simple. For more than a third of a century, inequality of assessments has been a source of greatest injustice to Kentucky taxpayers. Tax authorities have studied and reported to the executive branch of the government that property tax assessments vary from 10 per cent to 150 per cent of fair cash value. In 1913—in 1924—in 1936—in 1938—in 1941—and in 1948, the matter of property assessments has been the subject of study and the identical conclusion has always been reached by each and everyone of these investigations."

6. Assessment and Equalization Fund

"It would be bad enough if the situation were one of inequality between taxpayers only, but it does not stop there. The Constitution of Kentucky (Section 186) provides for the creation of an Equalization Fund, which is composed of not more than ten percent of the Common School Fund. This fund is used to supplement local taxation in those school districts where local taxes are not sufficient to operate and maintain the common schools. However, before any school district may participate in the Equalization Fund, KRS 157.053 requires that the assessed valuation of property in such districts be 'equal to the average ratio throughout the state'. The cold, hard facts are that the assessed valuations of the property in seventy-one school districts in forty counties are not equal to the average ratio throughout the state. Thus can be seen the problem which is presented."

7. The Problem is as Follows:

- a. "We may ignore our solemn oath—refuse to require compliance with the statutes and permit participation of the counties and school districts in the Equalization Fund without compliance with the statutes. I hope we have higher regard for our oath and our duty.
- b. "We may comply with the inflexible law which we now have—deny continued participation in the Equalization Fund by those 71 school districts—and further retard education in Kentucky. I know we have a higher regard for the educational welfare of Kentucky's children.

- c. We may make a vigorous effort to bring assessment procedures into gradual compliance with the law and thereby perform our duty, continue the progress of our schools, and at the same time, eliminate inequalities which have so long existed in our tax structure."

C. GOVERNOR WETHERBY

In the special session of the General Assembly on March 6, 1951, Governor Wetherby called on the Legislature to appropriate \$6,000,000 for the common school to be used, in raising pay for teachers for the Year 1951-52, and for no other purpose. This appropriation would raise the per capita \$8.78 or from \$29.59 to \$38.36; and would provide for an annual average of \$300 per teacher.

In the budget recommendation for education at the 1952 regular session the Governor stated:

"The appropriation of the General Assembly to the Common School Fund, in 1950, was \$49,000,000 for the biennium 1950-52. The 1951 special session of the General Assembly appropriated an additional \$6,000,000 which was to meet the emergency. An examination of this budget will show that we have been able to continue this increase for each of the next two years, and to add an additional sum of \$3,588,500 for the biennium. Over the three-year period, including the current fiscal year and the coming biennium, the increase over the 1950 appropriation to the Common School Fund is \$21,588,500."

"The increase recommended in this budget is for the equalization portion of the fund. At present, the equalization is 14.05 per cent of the Common School Fund. The recommended appropriation will bring this figure to 17.53 per cent for 1952-53 and 20.08 per cent for the fiscal year 1953-54."

III. ORGANIZATION OF SERVICES

The Kentucky State Department of Education was organized into the following bureaus and divisions:

Bureau of Administration—school law, pupil transportation, school buildings and grounds, surplus property, research and statistics; Bureau of Finance—local school district finance, census and attendance, departmental finance and services; Bureau of Instruction—supervision, teacher education and certification, free textbooks, education for exceptional children, health education, moral and spiritual education; Bureau of Vocational Education—agricultural education, home economics education, trade and industrial education, and vocational rehabilitation.

The following divisions were added during this period: research and statistics, 1951; departmental finance and services, 1951; education for exceptional children, 1948; and moral and spiritual education, 1951.

IV. LIST OF LEGISLATIVE ENACTMENTS

1. Essential Provisions of Laws Enacted by the 1948-49-50 General Assemblies
 - a. Annexation of territory in the city limits to the school district that occupied most of the corporate limits of the city was changed by an act that amended KRS 160.045 and strengthened the soundness of bond issues, that could be endangered by annexation of property belonging to county districts.
 - b. Constitutional Amendment to Section 186 was submitted to the voters to change the provision distribution of ten per cent of state funds on other than per capita to twenty-five per cent. This was approved by the voters in 1949.
 - c. An act was passed that required all districts to levy the maximum tax rate in order to participate in the Equalization Fund.
 - d. Section 159.060 was repealed, and the same act created the Division of Special Education for Handicapped Children in the Department of Education. The sum of \$7,000 was appropriated to be used during the next two years to carry on administrative and supervisory costs.
 - e. War veterans may complete high school without tuition charge, under an act passed.
 - f. Public supported junior college staff members were made eligible for membership in the Teachers' Retirement System.
 - g. Section 165.230 KRS was amended raising the tuition fee of junior college students from not less than \$100 to not more than \$200.
 - h. Merger of independent districts was facilitated. If an independent district petitioned a county district, in which it was located, for merger with the county district, and the county district refused consent, the independent district could, through the Superintendent of Public Instruction, refer the request to the State Board of Education. If the State Board gave approval to the merger, the independent district would become a part of the county district, subject to conditions of merger set forth by the State Board of Education.
 - i. Tuition for Negroes in out-of-state schools was changed by amendment of Section 166.170 KRS. The maximum tuition fee for any one person during the school year was raised from \$350 to \$500.
 - j. Exception to requirement of separate schools for white and colored students was made with enactment of Section 158.021 KRS. This statute permitted, providing the governing authorities consented, to admission of Negroes to receive instruction in nursing, medicine, surgery, or courses of a graduate level to white schools.

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- k. The tax equivalent act provided that publicly owned utility organizations pay to local boards of education an amount equal to the tax that would be received before the property became publicly owned utility organization.
1. A sick leave law for teachers was enacted. This law required boards of education to pay for as many as ten days per school year, accumulation of as many as twenty days of sick leave; however, discretionary with the local boards of education, more than ten days could be paid during a school year with more than twenty days accumulation. The law excluded superintendents, supervisors, and attendance officers.
2. In the matter of textbook selection:
 - a. Section 156.260 KRS was amended to increase the number of members of the Textbook Commission from eight to twelve, with provisions that two members be from a state teachers college, one from the University of Kentucky, one from the state PTA, and the remaining eight to be appointed by the State Board of Education.
 - b. Section 156.310 was amended to permit one-half of the books in current use to be changed at an adoption period instead of one-third.
 - c. Section 156.320 KRS was amended in reference to authority of districts having an excess of 1,250 census pupils and left out the provision permitting county boards that were operating nine months school term to make own adoptions.
 - d. Section 156.330 KRS was amended to conform with other sections cited above.
3. Safety Glass Required
Safety glass was required in all windows and doors of school buses, in addition to windshields. This was an amendment to Section 189.120 KRS.
4. Teachers Colleges-Names Changed
 - a. Section 164.290 KRS was amended so as to leave the word "teachers" from the names of the state colleges located at Murray, Bowling Green, Richmond, and Morehead.
 - b. Section 164.310 was amended so as to leave the word "teacher" from reference to the Boards of Regents of these state colleges.
5. Blind-Business Enterprise Program
 - a. Section 163.035 was created which authorized the Division of Vocational Rehabilitation, with approval of the State Board of Education, to establish a business enterprise for the blind.
 - b. Section 163.030 KRS was amended to limit the authority of the State Board of Education in administering federal acts to those restrictions in KRS 163.035.

6. Age of School Bus Drivers

Age of school bus drivers was changed to permit persons eighteen years or over to drive school buses; however, drivers under 21 were required to pass a training course for bus drivers.

7. Salaries of Public Officials—Constitutional Amendment

An act was passed that called for a vote on amending section 246 of the Kentucky Constitution. The voters approved the amendment and a raise in limits of salaries of certain public officials was made possible.

8. Term of Office—Board Members

Terms of office of members of the Board of Trustees of the University of Kentucky and members of the Board of Commissioners of the Kentucky School for the Deaf were changed from six years to four years by amendments to Section 164.130 KRS and Section 167.030 KRS, respectively.

9. Tax Assessment; Revision of the Law

Chapter 7 of House Bill 7 revised Sections of KRS 160.460, 160.470, and 160.475. These revisions concerned procedures in the assessment of property and the levying of taxes in school districts.

10. School Entrance Age

Section 158.030, as amended, permitted children who became six years old by September 1 following the opening of the school year to enter school, provided they entered within 30 calendar days of the beginning of the opening of school. If the schools of a district had mid-year promotions, any child who was six years old or became six within 30 calendar days of the opening of the second semester might enter school at the beginning of that semester.

11. Building Tax

The law resulting from this act permitted school districts to request the tax levying authority for the district to submit to the voters of the district the question of whether a special school building tax rate of not less than five cents nor more than 50 cents should be levied. The tax could be used for construction of buildings, for retiring directly, or through rental, payments of school revenue bonds issued for school building improvements and for financing any program for the acquisition, improvement of, or building of schools.

12. Equalization Fund for Common Schools

Sections 157.051 to 157.055 were amended. The principal changes that were made concerned the manner of determining the financial ability of the various school districts and the distribution of funds. Pupils were to be counted in district of residence, rather than in district of attendance.

13. Compact for Regional Education

This compact was a joint resolution, giving legislative approval to a written compact relative to the development and maintenance of regional educational services for schools in the southern states in professional, technological, scientific, literary, and other fields, so as to provide greater educational advantages and facilities for the citizens of the several states who reside in the region.

By another joint resolution, known as the Regional Compact for Education of Certain Southern States, the Board of Trustees of the University of Kentucky was designated as the agency charged with the responsibility and obligations devolving upon the Commonwealth in this compact.

14. The Day Law Amended

Section 158.020 was amended to authorize instruction in higher education for Negroes in courses of instruction offered by the State of Kentucky not available at Kentucky State College.

15. Law on Special Retirement Plan

A law was enacted giving boards of education in cities of the first class the right to establish by board resolution a retirement plan applicable to full-time non-instructional employes.

16. Levy of School Taxes

The board of education in Louisville was given fiscal independence on amount and time of the levy of school taxes. The city was required to levy the tax requested by the board of education.

17. Louisville and Jefferson County Children's Home was Classified as a Common School

This act outlined a plan by which this school was to be deemed a common school of the State of Kentucky and to be entitled to all the rights and privileges granted by law to public schools. Because the Superintendent of Public Instruction, at that time, was of the opinion that this law was unconstitutional and unworkable, he withheld the funds which this school might be entitled to receive until the Court of Appeals of Kentucky determined whether such an institution could be deemed a public school under the laws and Constitution of the State. In the case of Hodgin et al vs. Board of Education of Louisville and Jefferson Children's Home, 243 SW (2nd) 1008, the Court held the law to be unconstitutional.

18. Bond Issue for Municipal University in a City of the First Class

This act amended KRS 165.080. Before this amendment, the total amount of bonds that could be issued under the au-

thority of this Section was \$1,000,000. This amendment removed this restriction.

19. Salaries of School Officials and Employees—Lump Sum Expense Account Prohibited

- a. The annual salary of the Superintendent of Public Instruction was increased from \$5,000 to \$8,500.
- b. Officers and employees of school districts were deemed to be officers and employees of local governmental units and not of the state.
- c. Maximum limit of salaries for local governmental units or districts were raised from \$5,000 to \$7,200, in accord with amended Section 246 of the Constitution.
- d. No public officer or employee could receive or be paid a lump sum expense allowance for personal or official expenses, except where provided by statute or specifically appropriated by the General Assembly.

20. Teacher Retirement Legislation

The minimum annual allowance for teacher retirement was raised from \$300 to \$400. Voluntary contributions to teacher retirement were permitted. Benefit options for withdrawal after 30 years service and before reaching the age of 70 years were provided.

21. Appropriation for In-Service Training Program

An annual appropriation of \$30,000 for 1950-51 and 1951-52 was made for a state-wide program of in-service training of teachers.

22. Rehabilitation for Disabled Persons

An annual appropriation of \$25,000 for 1950-51 and 1951-52 was made to pay recurring expenses of operating the program for rehabilitation of disabled persons.

23. Teacher Certification

Teacher certification regulations were modified, and provided that all certificates be issued by the Superintendent of Public Instruction in accordance with regulations of the State Board of Education.

24. School Bus Safety

School law which prohibited passing buses while loading or discharging passengers was amended to apply only if buses had the words "School Bus" in letters not less than six inches high plainly visible on front and rear of buses.

25. Physical Examination of Teachers

A law requiring local health units to provide free physical examinations to school teachers.

V. BUREAU OF ADMINISTRATION

1. Pupil Transportation

Beginning September 1, 1948, the Division of Pupil Transportation had a full-time director, who assisted school districts in planning programs.

In the last decade pupil transportation has become an important part of the school program. The table below shows the growth that occurred during five years in the county school districts:

	School Year	
	1939-40	1949-50
Number pupils enrolled	608,621	552,655
Number transported	101,317	187,616
Per cent pupils transported	16.65	33.95
Number vehicles	1,673	2,333
Daily miles bus traveled	68,830	136,216
Total annual cost	\$1,359,685.63	\$3,986,580.02

This would indicate that as roads have been improved, schools consolidated, and more buses added, the percentage of children transported increased proportionately. The annual cost per pupil transportation for 1939-40 was \$13.42 and for 1949-50 was \$21.25. In this period, nearly twice the number of pupils had been transported, the number of vehicles had been doubled and the total annual cost had tripled. Districts were finding it difficult to expand transportation to meet demands. The states adjoining Kentucky, which seemed to provide more or less adequate transportation facilities, did so by some form of state aid. A recent study of the number of states that provide assistance to pupil transportation showed that every state that adjoins Kentucky appropriated funds which were used to aid boards of education in improving school transportation facilities.

2. School Buildings and Grounds

Applications filed with the Department of Education during the biennium ending June 30, 1949, showed that there had been approximately 245 building projects approved for construction, most of which had been completed or were in the process of completion. Of the 245 projects, 149 were for providing new buildings, additions, and repairs to buildings for elementary pupils; 51 building projects were for high school pupils; and 45 projects were for use of both elementary and high school pupils. The cost of the approved projects of the biennium was estimated at \$20,000,000.

There were, during this period, in operation, according to annual reports filed by districts, 3,278 one-teacher schools in the state; 837 two-teacher schools; 198 three-teacher schools; 1,111 four-or-more teacher schools, making a total of 5,424 schools.

During the biennium ending June 30, 1951, approvals for new buildings, alterations, additions, and repairs totaling \$30,000 were approved by the Division of Buildings and Grounds. The largest building project in the state for this biennium was for a high school which cost \$3,500,000.

As the demand increased for school buildings due to increased enrollment, the need for more money became obvious. The law authorizing the people of a district to vote a special tax in the amount of five to 50 cents became a partial answer to the problem; however, for many districts the law was no solution, due to reluctance on part of voters. Surveys were made to determine future needs, and strong hope existed that federal funds would come to the rescue.

3. Surplus Property

Since January 1, 1949, the State Educational Agency for Surplus Property had been the only agency through which surplus property had been acquired for educational institutions.

In January 1948, five district warehouses were organized for distributing surplus property to the schools. These warehouses were located at Ashland, Richmond, Somerset, Louisville, and Eddyville; however, after distributing surplus valued at \$190,364.87, the district warehouses were closed. Operations of the division during four years:

For the two-year period 1947-48 and 1948-49 the value of property acquired by the agency was as follows:

Personal property	\$3,107,170.97
Real property	1,170,975.00

Total acquisition value of personal and real property	\$4,278,145.97
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This value is the estimated acquisition value to the Government with an estimated fair market value of \$851,931.19, costing schools approximately \$80,000.00.

For the biennium closing June 30, 1951 this division had expanded its operations to include more warehouse space, facilities for transporting property and increased personnel.

Total acquisition value of personal property.....	\$3,694,959.00
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Total acquisition value for biennium of real property	380,808.00
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Total acquisition value of personal and real property	\$4,075,767.00
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VI. BUREAU OF FINANCE

1. Division of Finance

In 1949, the Division of Finance was reorganized into four sections: local district accounting, departmental finance and services, department personnel, and State Board of Education records.

In January 1948, a study was made of the job positions in the Bureau of Finance. Each person was interviewed and an outline was made of the duties he was performing. An attempt was made to evaluate the work of each individual member of the Bureau and the work that should be done by the entire Bureau. In the previous administration there was created the office of business manager who worked under the Superintendent of Public Instruction and was not associated with any bureau or division. The business manager's position was abolished and the individual was made assistant director of the division of Finance and head of the section of Departmental Finance and Services. All persons performing duties for the different divisions of the Department of Education were brought into this new section.

a. Auditing and Supervisory Services of the Local School District Finance

On January 27, 1948, there were 237 school districts which had not been audited for the previous school year, due to insufficient personnel. Free textbook accounting and census accounting had been checked only spasmodically and by different divisions.

In July, 1948, the state was divided into six accounting districts. In each of these districts was placed a field supervisor, who made a complete check on all general fund accounting. Complete and detained examination was made of all special funds such as the Sinking Fund Account, the Building Fund Account, and the Bond and Interest Retirement Account. Emphasis was placed upon the preparation of a true balance at the end of each fiscal year by which all outstanding indebtedness, including bonds unpaid, was listed against all funds due the board, but not collected. When it was found that a district was engaging in deficit financing, the evidence made available by the preparation of this balance sheet enabled the State Board of Education to make recommendations for remedy.

On July 1, 1949, the records of all school districts for 1947-48 had been thoroughly audited except Louisville, Ashland, and Paducah. On July 1, 1950, the records of all school districts for 1948-49 had been audited except the Louisville district. On July 1, 1951, the records of all school districts had been audited for the school year ending June 30, 1950.

- b. The Division of Departmental Finance and Services Gave Coordination to Many Functions of the Various Divisions

The assistant director of the Division of Finance headed up this section which had drawn together many service personnel. In this way cohesion and supervision had been given to a large group of people formerly working more or less at loose ends.

In addition this section maintained control records of all accounts of the entire Department of Education including three State vocational schools. The requisition and purchase of supplies and equipment for all divisions of the Department of Education were made by the head of this section.

- c. Research and Statistics Section

In response to a recommendation of the Legislative Research Commission a section of research and statistics was organized in September, 1949. In the nine months that this section operated, six studies of a major nature were undertaken. These studies published in multigraphed form as Research Bulletins of the Bureau of Finance were:

- (1) Assessments and Tax Rates in Kentucky School Districts 1949-50.
- (2) Teachers' Salaries and Other Expenditures for Instruction in Kentucky School Districts 1948-49.
- (3) The Sick Leave Program in Kentucky School Districts 1948-49.
- (4) Improving the General Property Tax as a Source of School Revenue.
- (5) Indebtedness and Capital Outlay in the Kentucky School Districts 1948-49.
- (6) Assessments and Revenue in Kentucky School Districts 1949-50.

Three circulars worthy of note were prepared:

- (1) Revenue from State Sources and Expenditures for Teachers' Salaries 1948-49.
- (2) State, Local and Federal Support of Elementary and Secondary Schools in Southern States and States Adjoining Kentucky.
- (3) Local and State Support of Elementary and Secondary Education in Kentucky School Districts 1948-49.

These special studies were done in addition to the assigned duties of calculating the distribution of the Equalization and Per Capita Funds, and supervising the preparation of the biennial report of the Superintendent of Public Instruction.

d. Approval of Bond Issues (Volume 19, Number 8, 1951)

The authority and responsibility to approve bond issues given the State Board of Education by judicial interpretation in the Shelby County and Harlan independent cases represented perhaps the major extension in the functions of the State Department of Education in the last decade. The State Board of Education had given to the Superintendent of Public Instruction the authority to approve all phases of school bond issues.

This placed the responsibility squarely upon the Department of Education to approve all types of school bond issues and to determine the financial ability of a district to retire this type of indebtedness. Each case was determined on the basis of the ability of the local district to adequately finance the proposed issues.

The importance of this function was made crystal clear when it is realized that between December, 1948 and August 24, 1951, school revenue bonds in the amount of \$26,924,500 had been approved. Of this total approved, \$18,758,500 had been issued, the approval for \$1,759,000 had been cancelled and \$6,407,000 were still to be sold.

In addition to the school revenue bonds mentioned above, general obligation or voted bonds in the amount of \$8,607,000 had been approved, \$8,362,000 had been sold and \$245,000 remained to be sold.

e. Special Voted School Building Fund Tax

The enactment by the General Assembly in 1950 of the special voted school building fund tax was a most significant step forward. This tax provided a way to overcome the stultifying effect of the rigorous debt limitation provided in Section 158 of the Kentucky Constitution.

Two counties and nine independent school districts voted the authority to their boards of education to levy a special building fund tax to finance capital outlay or retire revenue bonds. These districts, the tax levy authorized and the period of years were:

Fayette County	32¢ for 20 years
Oldham County	5¢-39¢, no definite number of years
Artemus	5¢-50¢, indefinite number of years
Campbellsville	5¢-50¢, no definite number of years
Caverna	50¢ for 23 years
Danville	50¢ for 25 years
Frankfort	28¢ for 25 years
Glasgow	37¢ for 20 years—had issued \$100,000 bonds
Pineville	25¢, no definite number of years
Russellville	50¢ for 25 years—had issued \$240,000 bonds
Walton-Verona	50¢, not to exceed 30 years

f. Common School Fund

The common school fund during the four years of this administration reached the highest level in its history.

The \$6,000,000 extra appropriation recommended by Governor Wetherby raised the per capita to \$38.40 for each census pupil as of April 1, 1951. The per capita fund for 1951-52 had increased 49.3 per cent over 1947-48; and the Equalization Fund for 1951-52 had increased 119.9 per cent over the fund of 1947-48.

The increase in the State fund made possible an increase in teachers salaries. Average salaries of teachers, supervisors, and principals had increased from \$1,555.35 in 1948 to approximately \$2,350 in 1951-52.

g. Merger of Districts

During 1947-51 the following independent districts merged with county districts: Bevier-Cleaton-Muhlenburg County; Brodhead-Rockcastle County; Burkesville-Cumberland County; Burnside-Pulaski County; Gatliff-Whitley County; Lawrenceburg-Anderson County; Livingston-Rockcastle County; Munfordville-Hart County; Owenton-Owen County; Hodgenville-LaRue County; Hikes-Jefferson County; Greensburg-Green County; and Madisonville-Hopkins County.

2. Census and Attendance

a. School Census

After April 1, 1949, when all district census reports had been filed, twenty-two part-time workers were hired to assist in making a complete audit of the census files of all state school districts. As a result of this audit, 6,848 census pupils were removed from the total number reported in the official census. Attendance personnel, as a result of the purge, took an increased interest in keeping accurate census files. Too, an in-service training program for workers in the field of attendance was carried on during this administration.

b. School Enrollment

Public school enrollment had been increasing all over the nation and had increased in Kentucky until the year 1950-51, when the enrollment decreased. The drop in Kentucky enrollment was probably due to industrial activity throughout the nation and the migration of Kentucky families to the large industrial centers. Even though Kentucky had an overall decrease in enrollment, the larger cities of the state had an increase.

c. Non-Enrollees

The Division of Census and Attendance made studies in each year of the bienniums ending in 1949 and 1951 to determine causes of non-enrollment. The number of non-

enrollees showed a slight increase in 1950-51 over 1949-50. Adherence to the law pertaining to the entrance of children under six years in September perhaps had some influence on decreased enrollment.

VII. BUREAU OF INSTRUCTION

1. Division of Supervision

a. Functions of Supervision as defined in 1949-51

Conferring with local school officials for the purpose of counselling and advising concerning conditions and needed improvements.

Preparation of educational bulletins for publication and distribution throughout the state school system.

Working with state and regional accredited associations on the evaluation of educational out-comes.

Visitation of schools for observation as to needs and improvements with which the several divisions of the bureau could be of assistance.

b. Procedures for Carrying out the Functions:

Individual and group conferences inside and outside the state office.

Planning and conducting educational conferences.

Preparation and distribution of circulars giving instructions and information.

Preparation of regulations.

Addressing teachers' meetings.

c. Elementary Schools Served During the Biennium ending June 30, 1951

During the school year ending 1947 there had been 4,678 elementary schools in operation in 237 districts. In the year ending 1951, the districts had been reduced to 233 in which there had been operated 4,550 elementary schools, broken down as follows:

2,999 one-teacher schools

781 two-teacher schools

195 three-teacher schools

575 four or more teacher schools

d. High Schools Served During the Biennium ending June 30, 1951

Of the 569 complete high schools in Kentucky, 334 were operated by county boards of education while 158 were maintained by boards of education in independent school districts. The remaining complete organizations were either private secondary schools or schools that were operated by the State in connection with institutions that were maintained entirely by the State.

Included in the 569 complete high schools were 125 class "B" schools enrolling fewer than 100 pupils. Only six of the thirty-eight (38) independent school districts with 500 or fewer white census-pupils were able to maintain class "A" high schools and five of these districts had no high school at all within their district.

Under rules and regulations of the State Board of Education, all high schools were accredited, and provided for two classifications: Class "A" requiring at least five full-time teachers and having a bona fide enrollment of at least one hundred pupils; Class "B", requiring at least three full-time teachers and having a bona fide enrollment of not fewer than sixty pupils.

e. Library Service

On July 1, 1948 for the first time the State Department of Education assumed financial responsibility for the library services, prior to that date what services that had been maintained were result of grants from the General Educational Board.

The shortage of trained school librarians throughout the state was evidenced by the 1948-49 Annual High School Report which revealed that in Kentucky there were 345 librarians with less than twelve semester hours in library science and of this number 170 had no library training at all.

The State Board of Education on March 18, 1949, adopted new library standards for both elementary and high schools. The teacher training schools cooperated by extending courses in library science; however, the problem in 1950-51 was still acute when it was found that only 36.6 per cent of the 535 high schools were able to meet minimum standards. Too, in only eleven of the one hundred twenty counties did all high schools have qualified librarians; in forty counties not a single public high school had the minimum qualifications for a librarian.

Financial support for library books was insufficient during this period. The State Board of Education regulation required an annual expenditure of \$1.25 for library materials per pupil, elementary and high school. How well this requirement was met is shown below:

(1) Amount expended from local board of education funds for library and supplementary books for each child in average daily attendance:

	1948-49	1949-50
Elementary Schools	\$.34	\$.43
High Schools	1.07	1.30

(2) Amount expended from other than board of education funds for each child in average daily attendance:

	1948-49	1949-50
High Schools	\$.34	\$.30

(3) School districts that expended no money from board of education funds for library and supplementary books:

	1948-49	1949-50
Elementary Schools	45 districts	37 districts
High Schools	19 districts	10 districts

f. Negro Education

While Kentucky law required education of Negroes in separate schools from that of white, it also required equal opportunity, and equal services. The law had been completely observed in regard to segregation; however, with respect to equal opportunities the law had not been so closely observed. Inequities existed in practically every school district in the state. Many of the inequalities existed because there were no practical means to resolve them with a segregated system, but many of them existed due to the lack of interest on the part of local authority.

At the close of the biennium 1950-51, there were 378 segregated schools operated for Negro children. Nine of these schools were separate high school organizations, 47 were twelve grade schools, and 322 were elementary schools. Seventy-one per cent of the elementary schools were one-room units, and about two-thirds of the high schools were class B.

Some progress, however, during the biennium ending in 1951 had been made. The modification of the Day Law, in 1950, permitted integration above the high school level in colleges, provided the governing body of the school so elected. As a result, Berea College and three private institutions in Louisville opened their doors to Negroes. The city of Louisville terminated the operation of its municipal college for Negroes, beginning with the school year 1951-52, and Negro students could attend the University of Louisville. Generous appropriations had been made during this biennium for the purpose of continuing the out-of-state college tuition program for Negro citizens. Although a Federal court decision in 1948 opened the way for Negro students to enroll in graduate courses at the University of Kentucky, continuous appropriations had been made to enable a number of Negro students to finish courses started in out-of-state institutions under a law providing for the payment of tuition to out-of-state schools.

g. Health Education

In the summer of 1948 a state-wide health workshop was conducted at the University of Kentucky by Dr. C. W. Hackensmith, with the Department of Education and the Kentucky Tuberculosis Association cooperating in the work. An area health workshop was conducted in the summer of 1948 by Dr. Hackensmith at Owensboro. In the summer of 1949, Dr. Hackensmith held a health workshop for Negroes at Kentucky State College.

In the first biennium a State Health Council was created. This council was composed of representatives of the State Board of Health, State Department of Education, and the Kentucky Association for Health, Physical Education, and Recreation. The purpose of the organization was to unify all the efforts of health and educational agencies in the state.

The code for Health and Physical Education was amended by the State Board of Education on March 18, 1949. This action broadened former requirements. Pupils were required to have health examinations every four years, and the maintenance of cumulative health records, on standard forms prescribed by the Superintendent of Public Instruction, were ordered kept on each from date of entrance to date of withdrawal from the school system.

h. Moral and Spiritual Education

This phase of education was initiated in Kentucky in 1946 when the Department of Education appointed a committee on moral and spiritual education under the chairmanship of J. Mansir Tydings. In 1948 an advisory committee of professional educators was appointed under the chairmanship of Dr. William Clayton Bower, who was then teaching at the University of Kentucky.

The first workshop on moral and spiritual education for superintendents, principals, and teachers was financed and staffed by the University of Kentucky and was held at its College of Education from June 6 through June 21, 1949. The second workshop was held at the University of Kentucky from June 5 to June 17, 1950. This workshop was financed by the General Education Board, the Kentucky Congress of Parents and Teachers, the Lilly Endowment, Inc., the Indiana and the Lincoln Foundation, and private individuals.

2. Teacher Education and Certification

In 1949 the requirements for teachers certification in Kentucky was compared with other states.

Forty-two of the states required completion of four years of college as a prerequisite for a certificate to teach in the high schools. For fifteen years Kentucky had maintained this

standard and in addition had required five years of preparation and a master's degree for life extension of high school certificates.

Only nineteen states required the bachelor's degree or completion of four years of college as a minimum for elementary teaching certificates. This is in contrast to the forty-two states having this or higher requirements for high school certificates. For the last fifteen years Kentucky's minimum standard for elementary certificates had been completion of only two years of college preparation. Kentucky, therefore, is one of the thirty states which had lower standards for teachers of children in the elementary grades than it did for teachers of high school students. There is ample documented evidence that the nineteen high-standard states had higher salaries and a better supply of qualified teachers than the thirty low-standard states.

Certification requirements revealed something of the goals set for teacher preparation, but the preparation of teachers employed in the classrooms revealed more about the standards which actually prevailed. It is significant in examining the qualification of teachers employed in Kentucky in 1948-49 to note that of the 18,820 teachers employed, 9,219 or forty-nine per cent met the national standard of four years or more of college preparation. Of this number, 4,187 were elementary teachers and 5,032 were high school teachers. The median preparation of all elementary teachers employed in 1948-49 was 86.6 semester hours which represented an increase over the 1944-45 median of eighty-two semester hours. This was a much higher level of preparation than the sixty-four semester hour minimum required by certification law. The median preparation of all secondary teachers employed in 1948-49 continued to remain well above the A.B. degree.

In 1950-51 approximately 20,000 teachers were employed, of these 53.5 per cent held the baccalaureate or master's degree.

All certification authority was placed in the Council on Public Higher Education and the State Board of Education by the General Assembly in 1950. This significant step was in keeping with the trend over the nation, and was in keeping with other professions, accepting responsibility for setting its own standards.

Approximately 1,500 teachers who met only emergency requirements in 1947-48 met full certification requirements in 1951, and the number of emergency teachers had decreased from 5,300 in 1947-48 to approximately 3,000.

In 1950 the General Assembly, upon recommendation of the State Department of Education, enacted a law providing for a state-wide in-service teacher education program and provided funds for the inauguration of the program through the Division of Teacher Training and Certification. A staff of

five supervisory persons were employed to work throughout the state in carrying out the program.

3. Free Textbook Division

The Division of Free Textbooks placed 10,152 orders for free textbooks with the publishers for the school year 1945-46.

At the 1950-55 adoption prices, the cost of one set of books for the required subjects averaged \$8.00 per grade and \$2.34 per grade for the optional subjects, allowing two books per pupil enrolled. On this basis a total of \$10.34 per pupil would be required. The textbook appropriation at that time allowed around \$1.50 for books purchased for each child enrolled in the elementary grades. Thus, it would have required almost seven years to provide each pupil with one set of books of required subjects and two books for the optional subjects.

4. Division of Special Education for Exceptional Children

The legal authority for the Division of Special Education for Handicapped children came from Sections 157.210 to 157.300 inclusive, of the 1948 Kentucky Revised Statutes. In creating the division, the Legislature appropriated \$70,000 for the biennium for administrative, supervisory and reportorial activities of the Division and to pay reimbursement to local school districts for the excess costs involved in providing special education facilities for handicapped children.

On September 17, 1948, the State Board of Education adopted a plan for the education of exceptional children. The plan authorized the Superintendent of Public Instruction to determine the items and factors for which reimbursements were to be made to local school districts in the event the appropriation proved inadequate. Since the amount of appropriation was inadequate to pay all excess costs of special educational facilities, payments to participating districts were based on the factor of excess cost of salaries of special teachers.

As required by law, school districts, in April 1948, reported to the Department of Education the known handicapped children. Using these census figures a spot check covering five cities of the first four classes and twelve counties, revealed that only six-tenths of one per cent of all handicapped children in Kentucky had been found. At that time national averages indicated that seven per cent of the children of school age had handicaps severe enough to require special education facilities. Of the handicapped children reported in the twelve county districts, 58.3 per cent of the white children and 41.7 per cent of the Negro children did not attend school. Of the handicapped children reported in the five independent districts, 87.2 per cent of the white children and 97.7 per cent of the Negro children did not attend school.

Although the Division of Education for Exceptional Children was not primarily a case-work division, it is interesting to note the number and types of individual children referred directly to the State Office:

Type of defect	Number of children
Hearing	5
Crippled	39
Speech	6
Vision	8
Epileptic	3
Mental retardation	12
Non-specific	13

The eighty-six referrals came from forty-six counties and were made by school administrators, teachers, friends, and child care agencies. Each of these referrals was made known to the appropriate local school authority with recommendations from the Division as to adequate educational planning for the child.

The following figures, based upon 1949-50 reports from 171 of the 236 school districts, indicate the number of handicapped children known to local school attendance personnel:

Type Handicap	Race	Enrolled in school	Not enrolled in school	Total
Mentally	White	688	652	1,340
Retarded	Negro	144	35	179
All Physical	White	3,139	1,393	4,532
Handicaps	Negro	264	30	294
Total		4,235	2,110	6,345

Services at state and local levels had shown steady growth during the biennium ending June 30, 1951.

In 1949-50, 14 of the 82 teachers instructing handicapped children were employed on a part-time basis to instruct children with handicaps.

In accordance with KRS 157.250 the Division had worked cooperatively with representatives of teacher training institutions and the Division of Teacher Education and Certification in developing regulations for training and certifying teachers of exceptional children.

VIII. BUREAU OF VOCATIONAL EDUCATION

1. Division of Agricultural Education

Vocational education in agriculture was concerned with instruction for four groups—high school farm boys, out-of-school young men on farms, adult farmers, and veterans of

World War II who had entered in the vocation of farming. These instructional programs were operated as a part of the public high school program through the department of vocational agriculture in the school.

The nine field supervisors had the responsibility for the total program in agricultural education in their areas. They interpreted policies and procedures of the institutional on-farm training program for veterans, young farmers, adult farmers, and for the high school program, to local school administrators. They held conferences and in-service training meetings with teachers of agriculture and veteran instructors in their areas. They recommended for approval, veteran trainees and applications for agricultural education programs. They made investigations of all complaints about the agricultural education program for veterans. Since a large number of the veteran instructors were emergency teachers with a minimum amount of training in agriculture, it was necessary for the area supervisors to give close supervision to the organization of teaching material and the instruction given to the veterans by these teachers.

The F.F.A. state camp at Hardinsburg was improved during 1948. A new water line from Hardinsburg was laid to the camp to provide an adequate water supply. During the summer of 1949, the camp operated for six weeks with the teachers of agriculture from 70 departments bringing the officers of the local F.F.A. chapter for a week of leadership training.

The number of people receiving instruction in agriculture education during the four-year period ending June 1951 is shown in the table below.

The Number of Persons Enrolled in Programs of Voc. Agriculture

Year	All-day		Young Farmer		Adult Farmer		Veterans		Total enrol.
	No. depts.	Enrol.	No. classes	Enrol.	No. classes	Enrol.	No. classes	Enrol.	
1947-48	226	8,123	125	2,340	141	2,746	505	12,295	25,522
1948-49	233	9,427	163	2,611	178	2,993	635	14,978	30,009
1949-50	232	10,053	182	2,651	193	3,036	742	18,045	33,875
1950-51	236	10,699	200	2,683	215	2,171	605	13,895	30,488

The above table shows the gradual increase in enrollment in high school classes and the expansion of the young and adult farmer classes.

2. Home Economics Education

During the first year of the biennium ending 1948 there was an increase in the number of all-day departments due to the increase in Federal funds available for reimbursing departments. During this year eight departments were dropped due to failure to find trained teachers, while sixteen former

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	Total enrol.
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8	30,009
5	33,875
5	30,488

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departments were re-established and eight new departments were reimbursed.

The decrease in the number of departments during the second year of the biennium was due to the lack of available trained teachers in some localities where teachers resigned and the increase in teachers' salaries making funds insufficient for reimbursing additional departments. The number of emergency teachers had remained about the same during this biennium. There were, during the year 1948-49, twenty-seven emergency teachers teaching in vocational home economics departments.

The number of departments showed a decrease of six during the biennium 1950-51 due to the consolidation of several schools and to an insufficient supply of home economics teachers. Because of salary increases and no increase in the amount of funds available for reimbursement, other departments could not be established. Even though the number of departments showed a decrease, the enrollment in the all-day departments showed an increase each year of the biennium. The number of departments offering courses in food conservation for adults decreased each year of the biennium due to the closing of a number of the school community canneries as equipment became worn out and space was needed for other school activities.

During the biennium ending in 1949, only 19.25 per cent of the schools in Kentucky and 47.25 per cent of the children participated in the National School Lunch Program. It was found that the smaller schools did not participate to the extent that the larger schools participated in the lunch program as compared to 20.8 per cent in 1949-50. Pupil participation in the lunch program, in schools having a lunch program, increased during the second biennium. In 1949-50, 62 per cent of children ate school lunches and in 1950-51 participation had increased to 65 per cent.

According to the agreement with the U. S. Department of Agriculture, in 1949-50 Federal funds were matched dollar for dollar with state or local funds. In 1950-51 each Federal dollar was matched with at least \$1.50 from state and local funds. State funds made available in the amount of \$40,000 per year by the state legislature for administration and supervision on the state level were used as part of the matching funds.

At the beginning of the 1949 fiscal year the direct distribution program was transferred from the State Department of Education to the State Department of Agriculture. During the biennium, school lunch supervisors gave help to schools in making good use of commodities donated by the U. S. Department of Agriculture and distributed in the state by the State Department of Agriculture.

3. Trade and Industrial Education

In the biennium ending June 30, 1951, there were 139 high schools which had industrial arts shops. This type of training was not vocational in the sense that it did not prepare boys to enter specific occupations, but gave general industrial skill training.

The program of distributive occupations education provided vocational training to workers in retail and wholesale business. Part-time classes were carried on for students who could attend school one-half day and be on jobs for the remainder of the day. Evening and part-time classes were carried on for employed personnel.

There were in 1951 thirteen Area Vocational Schools in Kentucky where training was carried on the fields of trade and industrial and distributive occupations education. Three of these schools were located at Paintsville, Covington, and Paducah, the latter was for Negroes, and were state schools administered by the vocational division of the State Department of Education. The remaining ten were designated as area vocational schools and were administered by local boards of education. The locations of the ten were: Ashland Vocational School, Ashland; Western Trade School, Bowling Green; Lafayette Vocational School, Lexington; Harlan County Vocational School, Harlan; Hazard Vocational School, Hazard; Oakdale Vocational School, Louisville; Madisonville Trade School, Madisonville; Owensboro Technical High School, Owensboro; Tilghman Trade School, Paducah and Somerset Vocational School, Somerset.

All area vocational schools served a number of counties and classes were held for high school students, out-of-school youth, and adults, and veterans. The program of on-the-job training for veterans was a function of these schools.

4. Vocational Rehabilitation

During the biennium ending June 30, 1949, there had been 1,717 persons rehabilitated; during the biennium ending June 30, 1951, there had been 1,420 persons rehabilitated and approximately 2,400 cases were in various stages of being served. The rehabilitated persons had been placed in remunerative work.

For purposes of administration, the state had been divided into districts with offices located at Paducah, Harlan, Madisonville, Bowling Green, Louisville, Lexington, Somerset, Ashland, and Covington.

The Department of Economic Security and their field staff had been most cooperative in referring these cases to rehabilitation and giving helpful advice during the process of service. The Kentucky Crippled Children Commission was another agency that had been most cooperative in the work of rehabilitating the handicapped. There were a number of

other private and semi-private agencies very helpful to vocational rehabilitation in rendering service to the disabled. One of the outstanding pieces of work done was with the cooperation of the United Mine Workers of America. There were hundreds of injured miners in Kentucky who were unable to return to mines because of injuries. Rehabilitation trained many of these people to be self supporting in other fields. Additional funds were sorely needed in this field. A cooperative program had just been completed between the U.M.W.A., state vocational schools and rehabilitation which offered a fine re-adjustment for this disabled group. This was the first program of its kind in the United States.

IX. TEACHERS' RETIREMENT SYSTEM

The year 1948-49 was of great significance in the existence of the Teachers' Retirement System. On July 1, 1948, there was available to the system a special appropriation of \$2,429,606.64 recommended by Governor Earl C. Clements and approved in the General Budget by the General Assembly. The purpose of this appropriation was to increase the reserves to make the system actuarially sound.

The excellent amendments to the Retirement Act made by the General Assembly in regular session in 1950 greatly increased the value of the system to the teachers.

Age requirements for retirement for disability and for superannuation were repealed, leaving only a service requirement. This enabled the removal of many sick and inefficient teachers from the classroom thus, improving instructional service. During 1950-51 two hundred and two teachers were retired with an age range from 39 to 70 years.

The amendment permitting members of the Retirement System to make voluntary unmatched contributions for the purpose of buying an additional annuity at retirement is not yet sufficiently understood to be of service to them. This amendment is 161.705 KRS.

The present inflationary conditions prompted the passage of an amendment increasing a second time the minimum retirement allowance and appropriating \$250,000 for the biennium to pay the extra cost. On the basis of 30 years or more of service credit, the minimum was increased from \$330 to \$480. This included retired teachers as well as those who may retire subsequently. This was an increase of 60 per cent from \$10 per service credit year to \$16. A teacher retiring with 20 years of service credit will have a minimum of \$320; a maximum of \$720. This amendment increased the retirement allowance of about 65 per cent of all retired teachers and met a very great need. It was considered the most important amendment by the profession.

Since July 1, 1942, on which date the first teachers were retired, \$2,000,000 in round numbers had been paid to retired

teachers. Of this amount, the retiring teachers provided \$331,140.93 and the State and interest provided the balance. During 1950-51, \$515,230.92 was paid to retired teachers; \$28,296.05 to beneficiaries of deceased teachers; and \$244,174.48 refunded to resigning teachers. Total disbursement to teachers was \$787,701.45.

The general balance sheet of June 30, 1951 showed assets of \$20,124,465.24 including Trust Fund Balances. This meant the Retirement System was financially sound. The prospective obligations of the system as of July 1, 1950, were \$58,679.97. The assets were 34 per cent of the total obligation which showed actuarial soundness.

SUMMARY OF SERVICES AND DEVELOPMENTS DURING THE ADMINISTRATION OF SUPERINTENDENT HODGKIN

1. Additional services were provided through the State Department of Education. The following new positions were created: supervisor of health education, library consultant, director of education for exceptional children, director of school transportation, additional supervisors of public school finance, and additional supervisors of the school lunch program.
2. Expansion of the health education program
Beginning with July 1, 1948, the State Department of Education assumed financial responsibility for supervision of health education; previously it had been financed by the W. K. Kellogg Foundation.
3. School library services were expanded by assuming financial responsibility for a library consultant.
4. A program of education for exceptional children was inaugurated. A full time director was employed.
5. The program of pupil transportation was strengthened by employment of a full-time director.
6. Supervision of school finance on the district level was made possible by employment of six area supervisors.
7. The school equalization law was strengthened through studies, adjustments of assessments, and due date of payment of taxes.
8. Supervision of instruction had been made more wide-spread through a regional plan of supervision.
9. The program of attendance officers had been improved.
10. The Teachers' Retirement System had been made financially sound.

11. Teacher welfare was improved through enactment of a sick leave law.
12. The Program of Vocational Rehabilitation reached a greater number of handicapped persons.
13. The number of emergency teachers declined from about 5,300 in 1947-48 to about 4,300 at the close of the biennium.
14. Increased financial support of public education from the state level, an increase of 56.4 per cent during the four years.
15. A teacher retirement system that was actuarially sound.
16. More effective plans, designs and financing of school building programs were provided. The enactment of the Special Voted Building Fund Tax Law, made it possible for many districts to expand building programs.

BOSWELL B. HODGKIN
Educational Publications

DEPARTMENT OF EDUCATION BULLETINS

1948

Volume Number

15	11	<i>Physical Education Program for Kentucky High Schools</i>
15	12	<i>Revising Teacher Education and Certification Program</i>
16	1	<i>Kentucky High Schools</i>
16	2	<i>Planning School Health Program in Secondary Schools of Kentucky</i>
16	3	<i>Basic Health Course for Secondary Education</i>
16	4	<i>Educational Bills Passed by the 1948 Session of the Kentucky Legislature</i>
16	5	<i>Industrial Arts for Kentucky High Schools</i>
16	6	<i>Planning Air Age Education</i>
16	7	<i>Institutional On-Farm Training in Kentucky</i>
16	8	<i>State Equalization Fund</i>
16	9	<i>Public School Directory</i>
16	10	<i>Education of Exceptional Children</i>

1949

16	11	<i>Handbook of Attendance Officers</i>
16	12	<i>Approve Facilities for Training of Veterans</i>
17	1	<i>Pupil Transportation</i>
17	2	<i>Financial Support, Financial Abilities and Inequalities in Education</i>
17	3	<i>Training of High School Librarians in Kentucky</i>
17	4	<i>Library Service for Kentucky Schools</i>
17	5	<i>The Exceptional Child</i>
17	6	<i>Fire Prevention Manual</i>
17	7	<i>Planning Air Age Education</i>
17	8	<i>Business Education for Kentucky High Schools</i>
17	9	<i>Kentucky Public School Directory</i>
17	10	<i>Report of the Superintendent of Public Instruction</i>

1950

17	11	<i>Moral and Spiritual Values in Education</i>
17	12	<i>The Program of Civilian Rehabilitation in Kentucky</i>
18	1	<i>School Sites</i>
18	2	<i>Kentucky High Schools 1949-50</i>
18	3	<i>List of Textbooks Adopted for Kentucky 1950-55</i>
18	4	<i>Kentucky Common School Laws</i>
18	5	<i>Toward Better Teaching</i>
18	6	<i>Health and Physical Education</i>
18	7	<i>Kindergarten Guide</i>
18	8	<i>Moral and Spiritual Values in Education</i>
18	9	<i>Kentucky Public School Directory</i>
18	10	<i>Revising the Teacher Education and Certification Program</i>

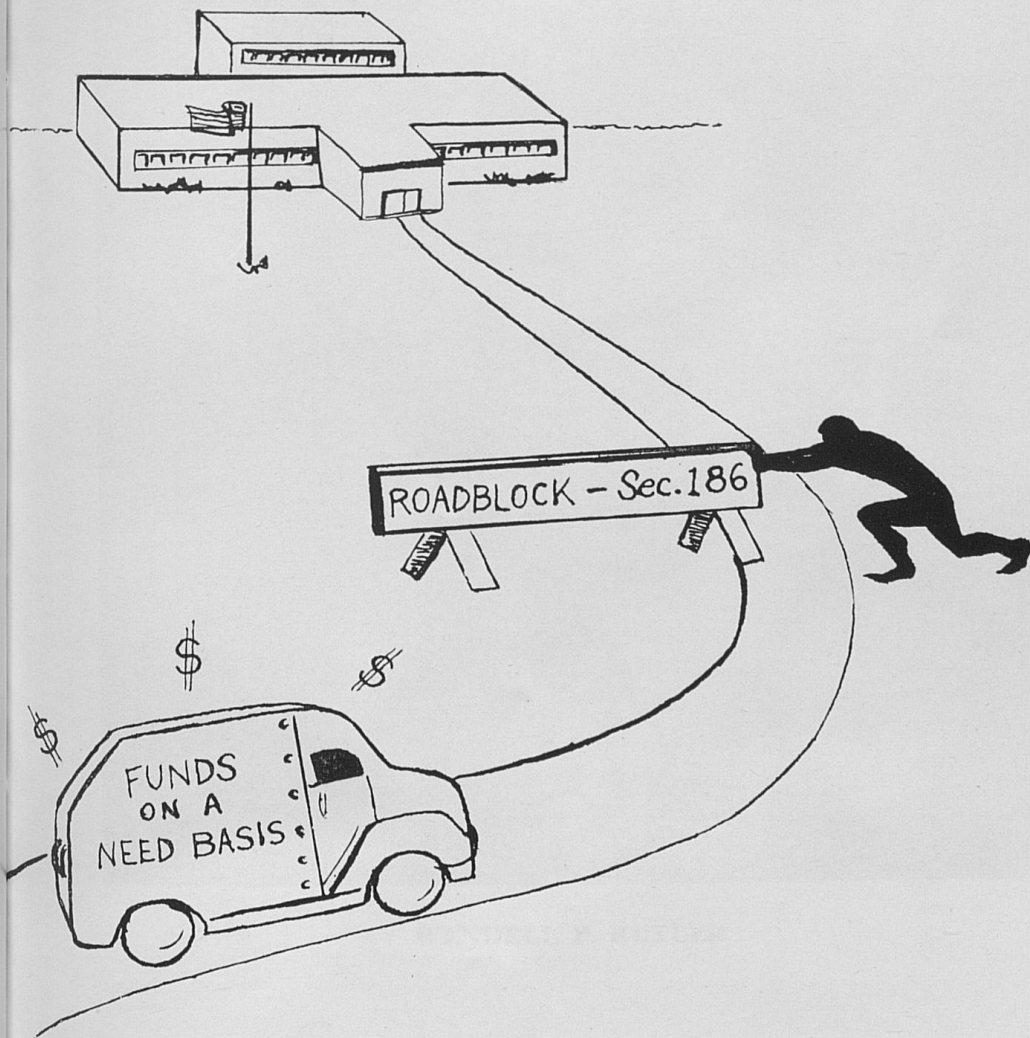
1951

18	11	<i>A Suggested Twelve-Grade Program of Studies for Kentucky Schools and Standards for Accrediting High Schools</i>
18	12	<i>Getting the Primary Reading Program Under-Way</i>
19	1	<i>Thoughts Have Wings</i>
19	2	<i>Kentucky High Schools</i>
19	3	<i>Unit Teaching in the Elementary School</i>
19	4	<i>Improving Instruction Through In-Service Teacher Training</i>
19	5	<i>Report on 1950 Fall Conference</i>
19	6	<i>Promising Practices in Kentucky Schools</i>
19	7	<i>Kentucky Source Material and the State Constitution</i>
19	8	<i>Four Years of Educational Progress in Education in Kentucky</i>
19	9	<i>Kentucky Public School Directory</i>
19	10	<i>Report of the Superintendent of Public Instruction</i>

CHAPTER FIVE

1952-56

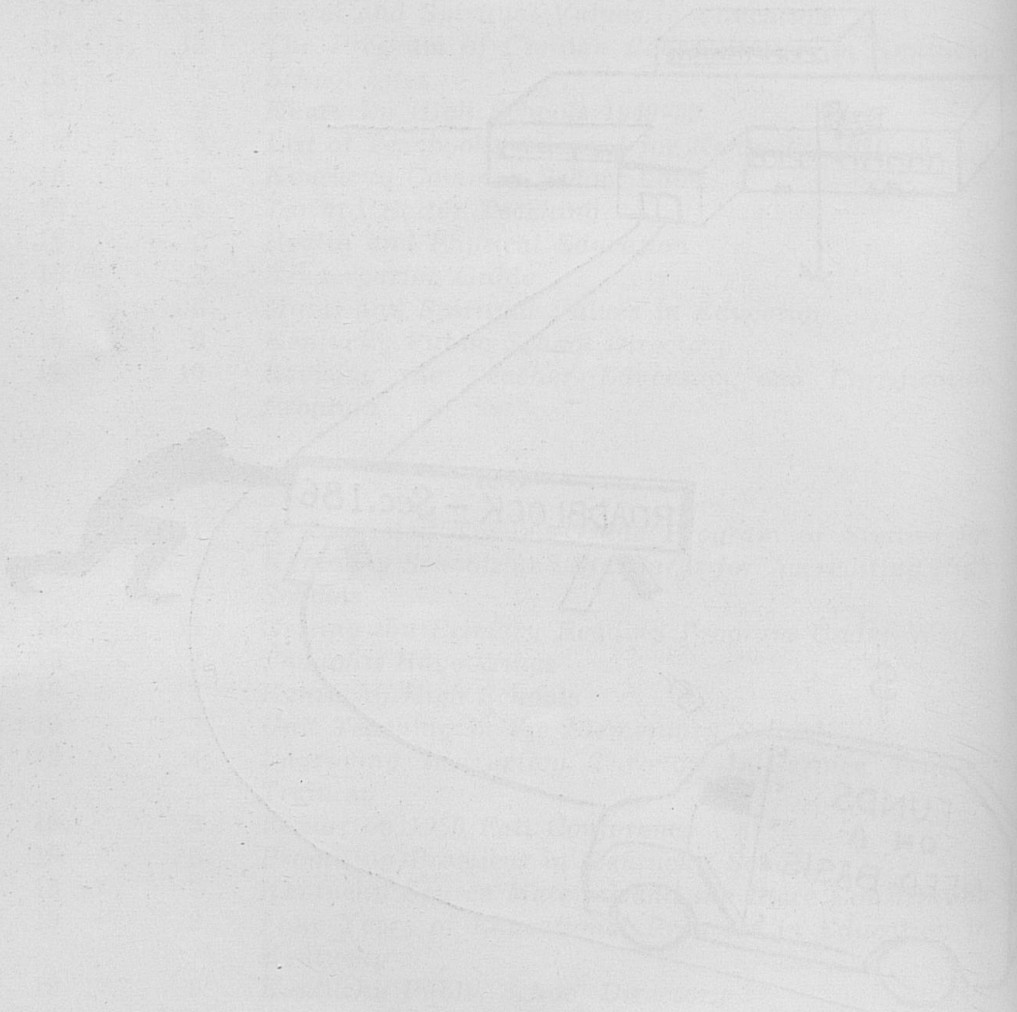
EQUALIZATION PLAN

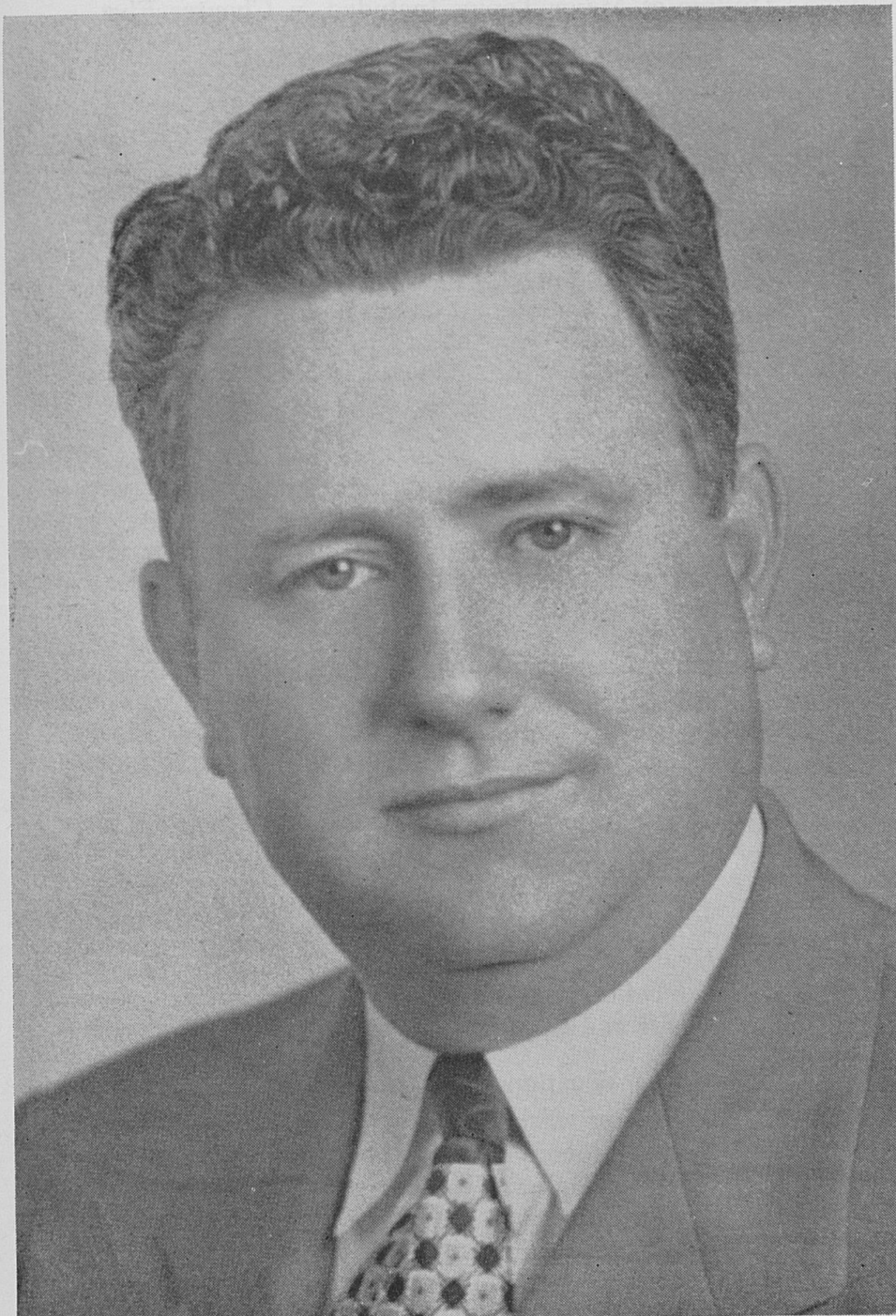


CHAPTER FIVE

1952-56

EXPLANATION PLAN





WENDELL P. BUTLER

Outline of Major Topics Included in Chapter Five

- I Personal Data
- II Organization of Services
- III Recommendations
 - A. Superintendent Butler
 - B. Governor Wetherby
- IV Legislation
- V Progress Report by Bureaus
 - A. Non-Related Bureaus
 - 1. School Buildings and Grounds
 - 2. Property Utilization
 - B. Bureau of Administration and Finance
 - 1. Local School District Finance
 - 2. Pupil Transportation
 - 3. Census and Attendance
 - C. Bureau of Instruction
 - 1. Supervisors
 - 2. Teacher Education and Certification
 - 3. Free Textbooks
 - 4. Health and Physical Education
 - 5. Education for Handicapped Children
 - 6. Moral and Spiritual Education
 - D. Bureau of Vocational Education
 - 1. Agriculture Education
 - 2. Home Economics Education
 - 3. School Lunch
 - 4. Trade, Industrial, and Distributive Education
 - 5. Education for Veterans
 - 6. Vocational Rehabilitation
 - 7. Kentucky School for the Blind
- VI Teachers' Retirement System
 - Summary of Services and Developments

WENDELL P. BUTLER

1952-1956

Wendell P. Butler, the twenty-ninth Superintendent of Public Instruction, was born at Sulphur Well, Metcalfe County, Kentucky, December 18, 1912. He was the son of Henry Butler and Pearl Pendleton Butler who were residents of Metcalfe County, Kentucky. He was married to Miss Edna Ford of Metcalfe County and a former teacher of the county school system. To this union were born three sons. The first two sons are identical twins, Kendell Jerel and Rendell Terel. The third son is Wendell Ford.

He attended elementary schools of Metcalfe County and graduated in 1931 from Sulphur Well High School, Metcalfe County, Kentucky. He received his baccalaureate Degree in 1936 from Western Teachers' College, Bowling Green, Kentucky. His Master's Degree was earned from the University of Kentucky in 1949, and, in addition, he completed two years of work on his Doctor's Degree at the same institution.

Before he served as Chief State School Officer of the State of Kentucky, he taught in one-room schools in Green County and high schools in Metcalfe County. Following this service, he served as Superintendent of Schools of Metcalfe County. He represented the senatorial district of his territory in the Senate at Frankfort for a period of four years. During this service, he sponsored good legislation for public education of Kentucky and was influential in keeping down legislation which did not serve the best interest of the public schools of the state. During his service as Superintendent of Public Instruction he provided the major leadership to remove what he termed the "Roadblock" to educational progress, Section 186 of the State Constitution. During his administration this was not only removed but a plan was enacted into law which contained the basic principles for providing equality of educational opportunity to the children of the state.

Following his service as Superintendent of Public Instruction he chose a business enterprise as a means of livelihood. He operated the School Service Company in Frankfort. He served as President and Manager of this organization. It furnished school buses, teaching materials and equipment for the use of the schools of the state. This business served not only as a means of livelihood but as a service to the profession in which he had spent so many years.

When the need arose for military service he served his country for four years in the United States Navy. He entered on June 15, 1942 and was discharged June 16, 1946. He was discharged from the Navy with a rank of Lieutenant.

His hobbies may be said to be music and sports. He liked sports of all kinds. He enjoyed music and liked to participate in what is known as the barbershop variety.

He has been an active participant in the church activities of his community. He is a member of the Methodist Church. He served as a lay leader of his church organization, was a Sunday School teacher and on the official board of the Methodist Church of Frankfort, Kentucky.

His professional, civic and social activities consisted of membership and participation in the activities of the Kentucky Education Association, National Education Association, National School Administrators Association, Kentucky Association of School Administrators, Parent-Teacher Organizations, both local and state, and Phi Delta Kappa.

His fraternal connection consisted of membership and service in the Masonic Organization in Kentucky.

In addition to his other services in the field of education, he contributed articles to publications of parent-teachers organizations, State and Federal Educational School Journals and many reports and bulletins published by the State Department of Education. He was especially active in the campaign for the repeal of Section 186 of the 1891 Constitution.

He has the distinction of being the only person in Kentucky to serve a term as Superintendent of Public Instruction, return to business for a period of four years, and to be re-elected for a second term as Superintendent of Public Instruction.

II. ORGANIZATION OF SERVICES OF THE DEPARTMENT OF EDUCATION 1952-1955 (BUREAUS AND DIVISIONS)

The Department of Education was organized into the following Bureaus and Divisions: Superintendent of Public Instruction—Buildings and Grounds, Surplus Property, School Law; Bureau of Administration and Finance—Local School District Finance, Research and Statistics, Pupil Transportation, Departmental Finance and Services, Census and Attendance; Bureau of Instruction—School Supervision, Teacher Education and Certification, Free Textbooks, Health Education, Education for Handicapped Children, Moral and Spiritual Education; Bureau of Vocational Education—Agricultural Education, Home Economics Education, Trade and Industrial and Distributive Education, Education for Veterans, Vocational Rehabilitation, and School for the Blind.

School Lunch was made a division in 1954; Health Education was changed to Health and Physical Education in 1954. School Law and Research and Statistics were discontinued as divisions in 1954.

III. RECOMMENDATIONS—

A. SUPERINTENDENT WENDELL P. BUTLER

Upon assuming office, Superintendent Butler made the following recommendations:

1. Need for a strong Department of Education

"With the growth of Kentucky's school population and particularly with the financing of the Foundation Program in 1956, there will be a need for additional guidance from the Department of Education. Many new problems will emerge with which the local school officials will need help. It will be necessary to provide safeguards designed to insure full educational returns for every tax dollar. These services, though not all new, will require additional personnel and facilities. It is false economy to appropriate additional aid for schools and then fail to provide the organization and personnel adequate to carry out the new services provided for."

2. Improvement of Teaching Learning Conditions

"In providing all educational services the focus should be upon the quality of the teaching-learning situations. The prime responsibility of school administration at both the state and local levels is to provide efficient programs of instruction for all. Under the Foundation Program the big task is to improve instruction in the classroom."

"After the program is fully financed and after qualified teachers have been secured, many of them will need help and guidance. For this reason it will be necessary to have supervision, state and local, which can help in the orientation and development of teachers and at the same time safeguard the large investment of the state in its educational program."

3. Improved Public Relations

"The people of any community will reach sound conclusions about a program of education for their children if given the facts and time enough to study them. For this reason, a good public relations program is imperative at both state and local levels."

B. GOVERNOR WETHERBY

1. General Assembly 1952

"The level of financial support for public education is higher than at any time in the history of the Commonwealth. The common school fund during the past four years has been increased from \$19,501,245 to \$30,500,000 or 56.4 per cent. At the same time local school districts have increased their tax revenue from \$21,795,333 to \$36,963,034, an increase of 69.6 per cent. The per capita fund has been increased by 49.3 per cent.

"As a result of the six million dollar appropriation by the special session of 1951, the per capita reached \$38.40 and teachers received an average salary increase of \$300.

"The number of emergency teachers employed has de-

creased from about five thousand three hundred to approximately two thousand nine hundred for the year 1951-52. Teachers' salaries have been increased from an average of \$1,555 in 1946-47 to an average of \$2,350 in 1951-52.

"The appropriation by the General Assembly to the common school fund in 1950 was forty-nine million dollars for the 1950-52 biennium. The 1951 session of the General Assembly appropriated an additional six million dollars, which was to meet an emergency. An examination of this budget will show that we have been able to continue this increase for each of the next two years and to add an additional sum of \$3,588,500 for the biennium. Over the three-year period, including the current fiscal year and the coming biennium, the increase over the 1950 appropriation to the common school fund is \$21,588,500.

"The increase recommended in this budget is for the equalization of the fund. At present the equalization is 14.05 per cent of the common school fund. The recommended appropriation will bring this figure to 17.53 per cent for 1952-53, and 20.08 per cent for the fiscal year 1953-54."

2. General Assembly 1954

"To continue present programs in all fields, to provide increases in the Common School Fund and for the Bookmobile project, I recommend an appropriation of eighty-four million six hundred thousand dollars the first year, and eighty-four million dollars the second year."

IV. SCHOOL LEGISLATION

Essential provisions of legislative activity during the administration of Superintendent Butler:

1. The age of entrance to school was changed by an amendment to KRS 158.030 in 1952. Under provisions of the amended law, a child could enter school provided it would become six years of age by January.
2. Too, the following penalty was added: "Any member of a school board who votes to permit entrance to a school of any child not eligible therefor under the provisions of KRS 158.030 shall be fined not less than \$5.00 nor more than \$50."
3. An amendment to Section 186 of the Constitution to permit distribution of the public school fund on a basis other than per capita was enacted. This proposal was made as early as 1850 by the then Superintendent of Public Instruction, Robert J. Breckinridge. The amendment of Section 186 was submitted to the voters in November, 1953 and carried by a large majority. This was one of the definite landmarks of educational progress in Kentucky.

4. A law was enacted that permitted reimbursement by the state for school services to children in certain institutions; specifically, it applied to the Jefferson County school district and the children in the Kentucky Children's Home at Lyndon.
5. Procedures were set up for distribution of funds to school districts by the Tennessee Valley Authority in lieu of property taxes when taxable property was taken out of taxation by the Federal Government.
6. The minimum school term was extended to nine months by an amendment to Section 158.070 KRS. Provision was made that the State Board of Education could extend the term to ten months whenever funds were made available; however, in no instance could salaries of teachers be reduced through such extension of school term.
7. Retired teachers were permitted to teach thirty days each school year without jeopardy to retirement benefits.
8. State educational institutions which owned printing plants were permitted to do any or all printing needed for the institutions.
9. In connection with school building tax, Section 160.477 was amended to permit independent districts to vote on tax proposals at a time other than at general elections.
10. A staggered plan of textbook adoptions was enacted into law. Beginning with 1954, one fourth of the textbooks used in public schools could be chosen each year from a multiple list approved by the State Textbook Commission.
11. Compensation for presidents of Eastern, Western, Morehead, and Murray State Colleges, was fixed at \$9,000. Kentucky State College was placed on the same administrative basis as the other state colleges by the appointment of a Board of Regents to operate the school.
12. Corporations were empowered to make donations for public welfare, scientific, religious, or educational purposes.
13. Retirement annuities were to be paid monthly rather than quarterly by amendment of Section 161.640 KRS.
14. The child labor law, Section 339.230 KRS, was amended to permit minors between fourteen and sixteen years of age to engage in gainful employment, excepting during regular school hours and only in such occupations as authorized by Section 339.260 KRS.
15. Terms of appointment of Trustees of the University of Kentucky were changed from six years to four years.
16. The per diem of county district board members was changed from \$5.00 to \$10.00.

17. Following amendment of Section 186 of the Constitution, the Foundation Program law revamped the public school system in Kentucky.
18. Several provisions of the Teacher Retirement Laws were changed to increase benefits.
19. The Teacher Tenure law was strengthened to the extent that boards of education were required to issue continuing contracts after four years of successful experience in the district.
20. A fee simple title was required for all property secured by boards of education whether by purchase or condemnation.
21. A law was enacted that attempted clarification of fees charged by a sheriff for collection of school taxes by setting up procedures for cost-basis only fees.
22. The Kentucky Council of Regional Education was established pursuant to the Regional Compact of Southern States agreement.
23. The bid law was amended to except county and independent school districts which contained a city of the first class from taking bids under \$200 for repairs, and under \$1,000 for supplies and/or equipment.
24. Compensation for elected state officers were set as follows by the 1950-1954 Legislatures:

	1950	1954
Governor	\$10,000	\$15,000
Lieutenant Governor		6,000
Attorney General	8,500	11,000
Superintendent of Public Instruction.....	8,500	10,000
Commissioner of Agriculture	7,500	9,000
Secretary of State	6,000	9,000
State Treasurer	6,000	9,000
Auditor of Public Accounts	6,000	9,000
Clerk of the Court of Appeals	6,000	9,000

It should be noted that before 1954, the Lieutenant Governor had no set salary. He received compensation as provided for officers of the Senate. When he served as Governor, he received the same compensation as the Governor; and as the head of the Legislative Council, he received compensation for services after its creation in 1944.

25. The Board of Aldermen of Louisville were empowered to make annual appropriations from its general funds for the support of its municipal university.
26. School buses were exempted from requirements of motor carriers with the exception of safety requirements.

27. The Legislative Research Commission was authorized to make a study of school districts mergers. The findings of this study with recommendations were published in Research Bulletin No. 39, December 1954.

V. PROGRESS REPORT BY BUREAUS AND DIVISIONS

A. Non-Related Bureaus

1. School Buildings and Grounds

Due to an increase in interests as well as demands, the services of the Division of Buildings and Grounds were expanded and more frequently used by superintendents and local boards of education during this administration.

Because of need for parking areas and a step-up in physical education activities, the need for larger outdoor areas became apparent. It was recommended that any new high school plot should contain at least twenty-five acres, with a minimum of ten acres as a base and an additional acre for each one hundred pupils of expected enrollment. For elementary schools with an enrollment of one hundred, a base area of five acres was recommended with an additional acre for each one hundred expected enrollment. Many existing schools, both high schools and elementary schools, found it necessary to purchase additional ground.

During the biennium ending in 1953, \$32,000,000 was spent on new buildings. Of this amount, approximately \$23,500,000 was for high school buildings and about \$8,500,000 for elementary buildings; about \$4,000,000 of the total was federal money.

During the biennium ending in 1955, approximately \$25,000,000 was expended on new buildings, high school and elementary. The increase in the building program, in many instances, was made possible by districts utilizing the Special Voted School Building Fund Tax, KRS 160.477.

The first phase of a school facilities survey was completed on December 31, 1951. The following significant facts concerning existing conditions under which public school pupils attended school were released:

5,013 school plants housed 5,32,133 pupils.

3,004 one-room schools were still in use.

872 two and three-room schools were in use.

26 per cent of Kentucky's children were in one, two, and three-room schools.

134 combustible two story buildings housed 32,889 children.

51 combustible three story buildings housed 22,517 children.

205,326 children were housed in combustible buildings.
3,467 schools were on sites of less than one acre.
963 school sites had more than 100 pupils to the acre.
80 per cent of the school buildings in Kentucky did not have central heat.
60 per cent of all elementary children were housed in these buildings.
12 percent of Kentucky's children attended schools without artificial lighting.
25 per cent of Kentucky's children were in schools with hand operated water facilities.
5 per cent of Kentucky's children attended schools with no water on the grounds.
38 per cent of Kentucky's children attended schools with outdoor toilet facilities.
2,425 children attended schools with no toilet facilities whatsoever.
Only 122 school plants were rated as satisfactory by U. S. Standards.
2,357 plants were rated unsatisfactory.
2,427 pupils in four districts had over \$40,000 assessed valuation per pupil.
98,829 pupils in 24 districts had less than \$5,000 assessed valuation per pupil.
Bus need estimates exceeded the present value of buses by nearly a million and a half dollars.
Only 99 secondary schools had libraries. (Rooms planned for the purpose)
Only 147 elementary schools had rooms either originally designed or suitably adapted for libraries.

2. Property Utilization

During the biennium ending June 30, 1953, the Division of Property Utilization, formerly known as Division of Surplus Property, operated without either state or federal appropriation. The volume of property, dollar wise, was restricted considerably by the drain on resources occasioned by the Korean Conflict.

In the year 1952-53 the division assisted the Federal Government in reclaiming property from institutions within the state that was not vitally needed in the school program, but was critically needed in the defense program. This was done without cost to the Federal Government or the cooperating institutions. After cessation of hostilities in Korea, more property became available from federal installations.

Prior to 1953, the Agency operated from several small

warehouses. However, in 1953 a large warehouse was secured in Frankfort; a move that greatly increased efficiency of operation. Too, new transportation and handling equipment was obtained which facilitated acquisition of property from federal installations.

The following is a comparative analysis of operations of the agency:

Acquisition value of property received during 1951-53	\$1,206,752.02
Acquisition value of property received during 1953-55	4,443,126.77
Cost to institutions for transfer of property 1951-53	96,726.89
Cost to institutions for transfer of property 1953-55	320,712.91

B. BUREAU OF ADMINISTRATION AND FINANCE

1. Local School District Finance

The functions of the Division of Local School District Finance remained the same as during the preceding administration; that is, the financial supervision and auditing of local school district finances and accounts, supervision and approval of all local school district revenue bond issues, and apportionment and distribution of the State Common School Fund.

For the 1950-51 school year, the Per Capita Fund was increased to \$20,212,500 while the Equalization Fund was increased to \$4,287,500. Thus the total amount of the Common School Fund amounted to \$24,500,000 for this year. The Per Capita Fund for this year provided \$29.59 per child.

While the Equalization Fund remained constant (\$4,287,500) for the 1961-52 school year, the Per Capita Fund was increased to \$26,212,500. This amounted to \$38.40 per census child. The total Common School Fund was \$30,500,000 for 1951-52.

In 1952-53 both Funds (Per Capita and Equalization) remained constant—(Per Capita \$27,212,500 and Equalization \$4,287,500) for a total Common School Fund of \$30,500,000. The constant Per Capita Fund and a slight decrease in the census resulted in a slight increase to \$38.42 in the amount per census child.

Again in 1953-54 the appropriation to the Per Capita Fund remained constant at \$26,212,500, which, due to an increased census, amounted to \$38.11 per census child. The Equalization Fund for this year was increased to \$5,573,000. The total Common School Fund was therefore \$31,785,000.

The amendment to Section 186 of the Kentucky Constitution in November 1953, enabled the General Assembly to enact

into law the Foundation Program. This law defined the Common School Fund as the Public School Foundation Program Fund which consisted of two accounts: the per capita account, and the equalization account. The 1954 General Assembly made an appropriation of \$26,212,500 to the per capita account and \$8,573,000 to the equalization account for the 1954-55 school year. The per capita fund was distributed in the same manner as the former per capita fund and amounted to \$37.51 per census child. The total state appropriation for the common school system had increased from \$21,500,000 in 1948-49 to \$34,785,500 in 1954-55 or an increase of 61.8 per cent.

The following independent districts merged with county districts during this administration: Columbia—Adair County; Versailles—Woodford County; Livermore—McLean County; Clay—Webster County; Sharpsburg—Bath County; Artemus—Knox County; Lebanon Junction—Bullitt County; and Princeton—Caldwell County.

2. Pupil Transportation

This division was transferred to the Bureau of Administration and Finance in January 1952. This change was an administrative detail and former services such as driver training courses for new drivers between ages of eighteen and twenty-one, inspection of buses, and general supervisory assistance were continued. A sharp increase in bus service was occasioned by larger centers brought about by consolidation and better roads.

With the advent of the Foundation Program Law in 1954, the state, for the first time, shared in transportation cost. For the year 1954-55, 3509 units, based on eighty pupils in ADA and area covered, were allotted \$5,614,400.00.

3. Census and Attendance

Extensive studies were carried on concerning enrollment and attendance throughout this administration. As a result, a sharp decrease in non-enrollment was noted.

Census records were improved; however, between 1951-53 there was a decrease of 16,459 census pupils in Kentucky.

Despite emphasis on complete census records, and a good compulsory attendance law, enrollment and attendance did not achieve desired results until the Foundation Program Law came into being. This law placed a premium, in money to the districts, on enrollment and regular attendance. The attendance officer was replaced by a director of pupil personnel who was concerned with getting the children enrolled and keeping them in attendance.

C. BUREAU OF INSTRUCTION

1. Supervision

a. Elementary Schools

At the close of the first biennium there were 4,096 separate schools operated for children of the elementary grades. This was 454 fewer schools than were in operation during the previous biennium.

The following table shows the classification of the elementary schools, the enrollment, and percentage of these enrollments in each classification:

Size of School	Number of Schools		Enrollment Present Biennium	Per Cent of Total Enrollment
	Biennium 1951	Biennium 1953		
One-teacher	2,999	2,600	68,693	17.3
Two-teacher	781	715	43,080	10.9
Three-teacher	195	197	18,960	4.8
Four-or-more teachers	575	584	165,056	67.0
Total	4,550	4,096	295,789	100.0

It will be noted that the 2,999 one-teacher schools during the first biennium had been reduced by nearly 400 schools. Yet, there still remained 2,600 one-teacher schools with an enrollment of 68,693 pupils, or about 17 per cent of the total enrollment in the elementary grades.

There was an increase in the number of four-or-more teacher schools; however, the one, two, and three teacher schools served about one-third of the pupils in the elementary grades. Of the 227 local school districts then existing, about eighty districts had fewer than 1,200 census pupils, and thirty-four of these districts had 500 or less census pupils.

Prior to the enactment of the Foundation Program Law, the supervision of elementary schools in the local districts had been financed from local instructional budgets; consequently, the employment of supervisory personnel had been limited by this dependency on local funds and by several other factors. Nevertheless, under these conditions a number of school systems employed supervisors as a regular part of their school programs. Some school systems had employed supervisors intermittently, but the great majority of districts, although conscious of the need, simply did not have adequate funds for such purposes.

The Foundation Program Law provided for the allocation of state funds for the employment of general supervisory personnel to any district employing twenty-five or more teachers. No provision was made for districts em-

ploying less than that number of teachers. During the year 1954-55 school year, eighty qualified supervisors were employed.

On the state level, a Supervisor of Elementary Education was placed in charge of the general program of elementary supervisors as of September 1, 1954. Since no emergency certificates were issued for local supervisors, the level of the quality of local supervisors was enhanced.

It was significant that the Foundation Program Law made no distinction between elementary and secondary schools. All of the services that were generally considered essential to a good school were provided for in the law on a twelve-grade basis.

b. High Schools

At the April 11, 1952 meeting of the State Board of Education, the following regulations pertaining to enrollment and number of teachers in high schools were adopted:

1. Four-year high schools (grades 9-12) and three-year senior high schools (grades 10-12) shall employ at least five full-time teachers and have a bona fide enrollment of at least 100 pupils.
2. Six-year high schools (grades 7-12) shall employ at least seven full-time teachers and have a bona fide enrollment of at least 150 pupils, 100 of whom shall be enrolled in grades 9, 10, 11 and 12.
3. The provisions of standards (1) and (2) shall not go into effect until the beginning of the school year 1954-55. Public high schools for white pupils that do not meet these standards at that time may be accredited annually on an emergency basis by standards established by the local school authorities and approved by the Superintendent of Public Instruction and the State Board of Education.
4. Any high school not meeting standards (1) and (2), that provides a curriculum through the twelfth grade and serves an area of one or more entire counties, and is the only high school serving its race in that area, may be fully accredited providing all other requirements are met.
5. Private secondary schools with an enrollment of fewer than 60 pupils shall employ at least three full-time teachers. If the enrollment is between 60 and 99, the schools shall employ teachers at the ratio of one for each 20 pupils or major fraction thereof. Schools with an enrollment of over 100 shall observe the same teacher-pupil ratio as that provided in standards (1) and (2).

At the close of the biennium ending in June 30, 1953, 594 public and private high schools operated in Kentucky. Of this number 551 were rated as complete high schools, and the remainder were designated as feeder schools, in that they did not offer courses through the twelfth grade. The number of high schools in Kentucky had decreased to 581 at the close of the biennium June 30, 1955, with only seven schools being designated as incomplete schools.

c. Negro Education

Under the segregation law, the number of Negro schools remained fairly constant from year to year. At the close of the biennium ending June 30, 1953, there were 359 schools of various types for Negro children. Of this number, 301 were elementary schools, six were complete high schools, and fifty-two schools were combined elementary and high schools. The biennium ending June 30, 1955 may well be termed the concluding period for separate schools for Negro children. Compulsory separation of the races in public education was held to be racial discrimination by the United States Supreme Court in a decision on May 17, 1954. On May 31, 1955, the same court rendered a supplementary decree holding that: "All provisions of Federal, State, and local law requiring or permitting such discrimination must yield to this principle." At the close of the biennium ending in 1955, many districts began making preparations for integration of schools for the ensuing year. Total integration would have involved some 12,000 Negro pupils and 1,453 Negro teachers as of 1955.

d. Library Service

In the spring of 1952 a study was made of the extent of library science training of the part-time and full-time librarians serving in Kentucky public high schools during the school year 1951-52. The data on training were obtained from official college transcripts on file in the Division of Teacher Training and Certification in the Department of Education.

Total number of librarians included in the study	506
Number of librarians qualified for position held	184
Number of librarians not qualified for position held	284
Number of librarians reported on Annual High School report for whom no transcript record was available for study	38
Per cent of librarians qualified	36.4
Per cent of librarians not qualified	56.1
Per cent of librarians of indeterminate training	7.5

The following information, gleaned from the study, points up the acuteness of the problem even more graphically than the foregoing figures. Of the 284 unqualified librarians, 191 or 67.3 per cent had no training in library science. Of the 506 librarians included in the study, 37.7 per cent were not qualified for the position held. Further, they had no training in this field at all. While personal zeal and devotion can effect some measure of service in any endeavor, the lack of professional training does place a ceiling on the extent and quality of this service.

Expenditures for school libraries and supplementary books increased during the period 1953-55. Figures for the biennium showed an increase of 30 per cent for elementary schools and 20 per cent for high schools over the previous biennium.

Only 21 elementary and 11 high schools reported no expenditure compared to 37 elementary and 10 high schools in the biennium ending June 30, 1953. By comparison with the State Board of Education requirement of a minimum per capita expenditure of \$1.25, the average per pupil expenditure for high school libraries was \$1.57, while the average per pupil expenditure for the elementary libraries was \$1.56.

In June, 1955, the State Board of Education adopted a new preparation-certification program for librarians which was designed to encourage teachers to begin a library training program to qualify them as teacher-librarians or as full-time librarians. In addition to 18 semester hours in library science and specified courses in education, the new program of preparation gave the prospective librarian experiences in basic library techniques and skills, in knowing children, acquaintance with books and other instructional materials, and some knowledge in group processes so that she could become skilled in working with groups of children, teachers, and community groups.

2. Teacher Education and Certification

The efforts to raise certification standards gradually resulted in improvement in the professional preparation of the teaching and supervisory personnel in the entire state. In the biennium ending in 1953, less than 10 per cent of the teachers had fewer than 64 semester hours of college training, and 58 per cent of the teachers had a baccalaureate degree or above. Emergency certificates dropped from 5,300 in 1947-48 to 2,384 in 1954-55. The greatest impetus to improvement in teacher training was provided through the system of Salary Ranks in the Foundation Program Law when it became operative. Definite goals were set up for increases in salary through

attaining a higher rank. The principle of a single salary schedule became more of a reality.

However, despite increased salaries through the Foundation Program Law, the exodus of teachers from Kentucky to states with higher salaries continued; particularly with beginning teachers who were just graduating from college.

Generally, through constant improvement, Kentucky gained recognition as having one of the better systems of certification and in-service training of teachers among the states. In the fall of 1954, the Director of the Division of Certification, worked with the National Science Foundation in developing state plans for improving the quality of science instruction and increasing the number of science teachers.

In the spring of 1955, the Division of Teacher Education and Certification joined with the Division of Moral and Spiritual Education in conferences with representatives of state colleges and universities for the purpose of exploring ways to emphasize moral and spiritual values in the preparation of teachers.

As far back as June 1948, the State Board of Education had placed the responsibility of accrediting Kentucky Colleges in the Division of Teacher Education and Certification. The accreditation plans were revised by the State Board of Education in March of 1953, and the division began the work of accrediting the thirty-three colleges of Kentucky.

3. Free Textbooks

Following the recommendation by the Superintendent of Public Instruction to the 1952 General Assembly, the present Textbook Adoption Law was enacted on March 4, 1952 (H.B. 231). The enactment of this law stands out as a worthy accomplishment of this administration. The splendid way in which the State Textbook Commission operated under it increased faith in the soundness of the law.

This law made it the responsibility of the Superintendent of Public Instruction to classify the subjects in the State Course of Study under seven subject fields, viz, Language Arts; Social Studies; Science and Health; Mathematics; Fine and Practical Arts; Foreign Languages; Vocational and Business Education. The law also provided that the seven subject fields be arranged into four adoption groups.

Under this law the greater part of the responsibility for textbooks adoption rested upon the local school districts rather than upon the State Textbook Commission. Beginning in 1954, one-fourth of the textbooks for the public schools of Kentucky were adopted. Each year the State Textbook Commission adopts a multiple list of ten books for the adoption group to be changed that year. From this list, all school districts were authorized to select one book for each sub-

ject and grade in that adoption group to be used as a basal text in its school system for a period of four years.

At the 1955 adoption price the cost for one set of books for the required subjects per pupil averaged \$9.67 per grade and \$3.28 per grade for optional subjects allowing two books per pupil, or a total of \$12.95 per pupil.

4. Health and Physical Education

Under the Foundation Program, provisions were made for allotment of state funds for special units in the area of health and physical education. Certification requirements for instructors in this field required eighteen semester hours of specific training as the minimum level for allotment of funds for a unit in health and physical education. Shortage of funds and lack of qualified teachers hindered development of the program.

On the state level, assistance was given through conferences, development of standards, setting up advisory committees, and publication of bulletins.

5. Education for Handicapped Children

The cost of providing special instruction for handicapped children almost invariably exceeds instructional costs for normal children. Reimbursement funds, appropriated by the General Assembly, had not been enough to repay every dollar of excess cost claimed by participating districts. Of necessity, payment was prorated on a percentage basis, using excess costs of teachers' salaries as the base.

New impetus was given to the initiation and development of instructional units for physically and educable mentally handicapped children with the passage of the Foundation Program Law in 1954. During 1954-55, 104 special education units were allotted to 26 school districts. In 1953-54, prior to the activation of the Foundation Program, special education programs were operative in only 22 districts. During the 1953-54 fiscal year, because of budgetary limitations, both state and local, these districts did not receive reimbursement or other special forms of state aid.

However, before an instruction program could be intelligently planned, identification and classification of handicapped children had to be made. In 1954-55, 143 local districts reported a total of 12,350 children as being handicapped. Six districts reported no handicapped children. Of the total, excluding those reported as special handicapped, 1,977 were not enrolled in any school. Also, of this number, 10,771 children were reported to be physically handicapped (crippled, cerebral palsied, blind or purblind, deaf or near deaf, speech impairment, or other physical defects). Local districts reported 1,579 children as being mentally handicapped.

The following unmet needs were listed in 1955.

1. Teacher preparation program for handicapped children.
2. Continuation of the speech and hearing program at the state level with additional qualified personnel to increase services to local districts.
3. Additional divisional personnel qualified in tests and measurements to aid in the placement of educable mentally retarded children in special education Foundation units.
4. Adequate state money to finance the needed number of Foundation units for exceptional children.

6. Moral and Spiritual Education

The Kentucky movement of emphasis on Moral and Spiritual Values in education was developed by classroom teachers and leading educators of the state with the cooperation of the state colleges. The program was really developed within the state rather than being brought in by outside organizations. Workshops were held during the first biennium, and extension courses were offered by the various colleges. Superintendent Butler called a conference of educational leaders in Frankfort, in June, 1955. Presidents and deans of the public tax-supported colleges and universities, together with members of the staff of the Department of Education, decided that the colleges would become centers for the movement in promotion of this important phase of training.

A new program was developed in cooperation with the radio school of the University of Kentucky. It consisted of six roundtable discussions on various aspects of the problems of "Mass Media of Communication and Moral and Spiritual Values."

D. BUREAU OF VOCATIONAL EDUCATION

1. Agriculture Education

The number of boys enrolled in each high school department of agriculture increased from 40.4 per department in 1948-49 to 50.6 per department in 1952-53. The program of education in agriculture, in some phase, was being carried on in all of the counties of the state, excepting Harlan, Knott, Letcher, and Martin.

The institutional on-farm training program for veterans, however, began to decline rapidly as entitlements were depleted and enrollments dropped off.

During the two bienniums covered by this administration, the State F.F.A. Camp at Hardinsburg was greatly improved and expanded. The State Building Commission allocated

\$30,000 and, in addition, funds were raised for building purposes through a F.F.A. Fund Drive. In addition to being used for leadership training and recreational activities by the F.F.A. members, the camp facilities were used by groups of teachers of agriculture and home economics.

2. Home Economics Education

The major goal of Vocational education in Home economics, the improvement of home and family living through instruction in homemaking to prospective and established homemakers, was accelerated. New and additional units were made available through increased Federal funds. In 1953-54, 36,756 home projects were carried on; this number was increased to 45,477 projects in 1954-55.

In 1953-54 there were 208 F.H.A. chapters with a membership of 10,293; in 1954-55, there were 221 chapters with a membership of 11,559.

Scarcity of qualified teachers hampered expansion of the home economics program. It was found that only about one out of four teachers trained in this field accepted Kentucky positions. The average turnover of home economic teachers was 31 per cent during the biennium ending in June, 1955. This large turnover in teachers increased the work responsibilities of the area supervisors.

3. School Lunch

In 1951-52 summer training conferences were held at three state colleges for a period of five days each, reaching 105 school lunch workers. These conferences were designed to give help to school lunch workers on the preparation and serving of adequate and attractive meals and on managing time and energy in preparing the meals. In 1952-53 the summer training conferences were held in three counties for the white workers and one at the State College for Negroes. A total of 214 school lunch workers attended the four summer training programs. During each of these conferences help was given on meal planning with emphasis on meeting the nutritional requirements of a Type A meal and on the use of direct distribution foods.

In 1952-53 emphasis was also given to improving the school-lunch physical setup in schools. When visiting schools, area supervisors helped workers and administrators to analyze the type of equipment needed and gave suggestions on how to take care of equipment already in school-lunch kitchens. Help was also given on arranging equipment in relation to work centers, work schedules, and other management problems. Equipment layouts for twenty-five school lunch departments in new buildings, or buildings being remodeled, were planned by the school-lunch state staff.

In the fall of 1952 the school lunch section of the Division of Home Economics Education cooperated with the U. S. Department of Agriculture by participating in a study to test a tentative proposal of a new meal pattern. Three Kentucky schools participated in the study.

Area supervisors worked with the local schools in conducting the study, the results of which were sent to the southeast areas committee on Review of School Lunch Food Requirements.

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 set up under the Bureau of Vocational Education with the functions of administering and supervising the School Lunch Program in the State.

During the biennium the school lunch program made significant growth both in the number of schools receiving reimbursement and the number of children participating in the program.

In 1953-54 all school districts, with the exception of 17 independent districts, participated in the National School Lunch Program. In 1954-55 there were only 14 independent school districts which did not have at least one school participating in the National School Lunch Program. Participation in the lunch program was increased by the Milk Program which proved very popular and practical.

The purpose of the Special School Milk Program, which was inaugurated in Kentucky in November 1954, 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. The program supplemented the school lunch and contributed to the health and well-being of the child, and was authorized by the Agricultural Act of 1954 which provided for reimbursing participating schools, making it possible to offer milk to children at a reduced price.

4. Trade, Industrial and Distributive Education

The Area Trade School Plan, which had proved so successful, continued during this administration. Ten schools, located geographically, were operated by local boards of education and were financed from state and federal funds. Three schools were financed and supervised directly by the State Board of Education. In addition, the Louisville School System had a central trade school which was financed from state and federal funds along with local support. Shop training for veterans was carried on by the Area Trade Schools and was financed largely through tuition. Several

high schools maintained approved trade and distributive classes.

Vocational Educational Funds used for administration and reimbursement to all trade and distributive programs for 1953-54 amounted to \$255,111.71; this money was increased to \$314,778.86 in 1954-55. Also, a Supervisor of Industrial Education was added to the staff of the division.

5. Education for Veterans

Following passage of Public Law 550, in November 1, 1952, the Division of Education for Veterans was established in the Bureau of Vocational Education. This division was charged with responsibility of performing all duties in connection with the inspection, approval, and supervision of all veteran training facilities except the area trade schools and institutional on-farm training program. This division was financed by a fiscal year contract with the Veterans Administration, and an allotment of state funds by executive order.

6. Vocational Rehabilitation

During the fiscal years 1951 through 1953, the Division of Vocational Rehabilitation, through its local offices, rehabilitated into profitable employment 1,380 disabled Kentuckians, who made a transition from dependency to self-sufficiency. A study released in 1953 indicated that the average cost of rehabilitating a disabled person approximated \$200; and after rehabilitation, the average income per person amounted to \$1,600, or eight times the cost of the individual rehabilitation. Many of the persons prior to this service had been recipients of some form of welfare benefits. During the fiscal years 1953 through 1955, 891 disabled persons were rehabilitated. It was very significant that during the 1955 fiscal year, 459 rehabilitated persons earned \$795,184.

Vocational Rehabilitation had the further responsibility for establishing and supervising the operation of a number of small vending stands in public and private buildings operated by blind persons. As of 1955 there were thirty-seven such stands in operation in Kentucky.

7. Kentucky School for the Blind

This school which was founded in 1842 and has operated since that time, accepted blind children from the age of five years and maintained academic courses through high school. In addition, an extensive program was carried on in music and vocational subjects. Separate school facilities were maintained for Negro children until the beginning of the school year 1955-56 when the program was integrated. A total of twenty teachers, in addition to the principal and the superintendent, provided the academic program for approximately one hundred and forty students.

VI. TEACHERS' RETIREMENT SYSTEM

The assets of the Retirement System as of June 30, 1953, amounted to \$26,035,680.10. During 1952-53, disbursements to teachers for retirement allowances, death benefits, and refunds aggregated one million dollars. However, with the low rate of contributions of teachers, about 2.9 per cent of salary funds, and contributions based on a \$2,400 maximum salary, the maximum annuity was \$1,200.

Some discussion arose during this period concerning benefits that could be derived under the Social Security System.

The teacher retirement system was considerably revamped by the 1954 General Assembly through the passage of House Bills 319 and 322. These Acts were to become effective July 1, 1956; however, through the special grant by Governor Lawrence W. Wetherby of \$400,000 from the Governor's Emergency Fund, House Bill 322 was put into effect on July 1, 1955. House Bill 319, which increased the minimum retirement benefits, became effective July 1, 1956. Under the revised Retirement Law, young members coming into the Retirement System at the approximate age of twenty-three years would be able to retire with an annuity equal to one-half salary at the age of sixty or sixty-one years. Older teachers coming into the profession as late as age forty could qualify at age seventy on an annuity of half-pay. Other age groups would fare proportionately well according to number of years service credit and amount of salary.

SUMMARY OF SERVICES AND DEVELOPMENTS

1. The greatest achievement during the administration of Superintendent Butler, and perhaps the greatest since the public school system was inaugurated in Kentucky, was the initiation of the Foundation Program. This program was made possible through amendment of Section 186 of the Kentucky Constitution; brief background of this accomplishment is felt necessary in the treatment of this administration. When Superintendent Butler entered office in January 1952, having had practical experience in the field of education, he recognized the real "road block", as he described it, to educational progress in the public schools, to be Section 186 of the State Constitution. He realized that additional money under the existing plan of distribution, would only accentuate inequalities in educational opportunities among the various school districts of the state. Through his leadership, the General Assembly in 1952 provided for an amendment to Section 186 to be voted on in November, 1953. Advisory committees were set up in every school district in Kentucky to study education in conjunction with the Legislative Research Commission. On invitation by the 1952 General Assembly, the Legis-

lative Research Commission released a bulletin based on about 20,000 questionnaires in which people had expressed opinions as to the kind of program wanted for their children. The entire staff of the Department of Education joined in the campaign to amend Section 186; talks were given wherever and whenever a number of people could be assembled. Despite opposition, chiefly from the "Committee of 1000," a few newspapers, and a few misguided and/or selfish leaders, the people over-whelmingly voted in November, 1953 to amend the pernicious features of Section 186.

The State Advisory Committee, which had been set up, developed a Proposed Foundation Program for Education in Kentucky. Approximately 45,000 copies of this proposed program were distributed throughout the state for study. The task then fell on the educational leadership of the state to prepare a Foundation Program Law for enactment by the next General Assembly.

The Law, as it was finally written, represented the thinking of thousands of people. Its major provisions were founded upon the standards set by the people as determined from the survey conducted by the Legislative Research Commission. These standards were refined and supplemented by the professional knowledge of Kentucky's educational leaders. Then, the most outstanding authorities on foundation programs of education in the nation were brought to Kentucky: Dr. Edgar Morphet, of the University of California; Dr. R. L. Johns, of the University of Florida; and Dr. L. D. Haskew, of the University of Texas, helped to write the Foundation Program Law. After the initial drafting of the Law, a series of meetings were held to seek further advice and help from both laymen and educators. Great care was taken to make the law educationally sound and, at the same time, to prevent any district from being harmed by its provisions. The Foundation Program was designed:

To seek to guarantee equality of educational opportunity regardless of the place of residence.

To distribute the funds so as to require local effort on the basis of taxpaying ability.

To insure wise expenditure of funds without hindering local effort.

To provide funds for instructional services, capital outlay, pupil transportation, and current expenses other than transportation and teachers salaries.

During the Administration of Superintendent Butler, 1952-56, the following significant accomplishments were made:

1. The way was paved for future educational progress, to be limited only by leadership and funds.
2. Library service in the elementary and secondary fields was greatly improved.
3. Certification standards were raised and improvement in the professional preparation of the teaching and supervisory personnel of the entire state resulted.
4. A new textbook law that provided for a "staggered" plan of adoption, whereby one-fourth of the textbooks would be selected each year for a four year period, was enacted by the General Assembly in 1952. All school districts, under the new law, were permitted to select books from a multiple list.
5. The State Department provided leadership and guidance for development of a special education program for handicapped children.
6. Progress was made in the field of physical examination of all pupil's enrolled in public schools.
7. Kentucky pioneered in the development of an educationally sound and legally unassailable program on Moral and Spiritual Values in Education which received nationwide attention.
8. Some phase of agricultural education had been carried on in 116 counties.
9. A new curriculum guide for education in home economics was developed by a joint effort of staff members and the University of Kentucky. More girls had enrolled in home economics classes than in any other like period.
10. More children were participating in the school lunch program of reimbursed schools. This indicated an improvement in quality of meals served. Better use was made of U. S. D. A. donated foods.
11. The Division of Vocational Rehabilitation reached more handicapped persons who were placed in gainful employment.
12. The item of pupil transportation was an ever-increasing one in extent and cost between 1943-44 and 1952-53. The number of transported pupils had increased about 12 per cent and constituted a severe drain on local resources. Not until the advent of the Foundation Program Law did the state give any assistance in the way of money for transportation.
13. The Teacher Retirement System was radically changed by amendments to existing laws; and while increasing benefits to older teachers, the changes made the profession more attractive to new teachers.

14. Since the enactment of the Day Law in the early part of the century, the maintenance of a segregated school system and anything approaching an equal opportunity basis had been practically impossible for many districts due to sparsity in Negro population and, in instances, some degree of indifference. It was fortunate that desegregation came along about the time of the Foundation Program. The State Board of Education invited the several school districts to initiate a plan for desegregation. Several districts took advantage of the Court decision at once and integrated both teachers and pupils.
15. In the two years of partial operation under the Foundation Program, marked progress was made in attendance, transportation services, and teacher training.

WENDELL P. BUTLER
Educational Publications

II. Department of Education Bulletins

1952

Volume Number

19	11	<i>Revising the Teacher Education and Certification Program</i>
19	12	<i>Moral and Spiritual Values in Public Schools</i>
20	1	<i>Public School Libraries in Kentucky</i>
20	2	<i>Kentucky High Schools</i>
20	3	<i>Legislative Bills</i>
20	4	<i>School Buildings and Facilities</i>
20	5	<i>School Library Quarters and Equipment</i>
20	6	<i>Custodial Training Conferences</i>
20	7	<i>Kentucky's Rehabilitation Program</i>
20	8	<i>Foundation Program of Education</i>
20	9	<i>Public School Directory</i>
20	10	<i>Exceptional Children</i>

1953

20	11	<i>Moral and Spiritual Education</i>
20	12	<i>Civil Defense</i>
21	1	<i>Twelve-grade Program Studies and Standards for Accrediting High Schools</i>
21	2	<i>Kentucky High Schools</i>
21	3	<i>Highway Safety and Driver Education</i>
21	4	<i>Industrial Arts</i>
21	5	<i>Basic Health Course for Secondary Schools Grades 9 and 10</i>
21	6	<i>Program of Accounting for Extra-Curricula Activities</i>
21	7	<i>Procedures in Making Application for Approval of School Building Construction</i>
21	8	<i>Moral and Spiritual Values</i>
21	9	<i>Kentucky Public School Directory</i>
21	10	<i>Report of the Superintendent of Public Instruction</i>

1954

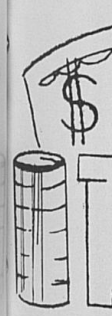
21	11	<i>Summary Report of Moral and Spiritual Values of Education In Kentucky</i>
22	1	<i>Kentucky High Schools for 1953-54</i>
22	2	<i>Kentucky Common School Laws</i>
22	3	<i>Status of Health and Physical Education in the Secondary Schools of Kentucky</i>
22	4	<i>Kentucky Public School Directory</i>

Note: Numbers 5 through 12 were not published.

1955

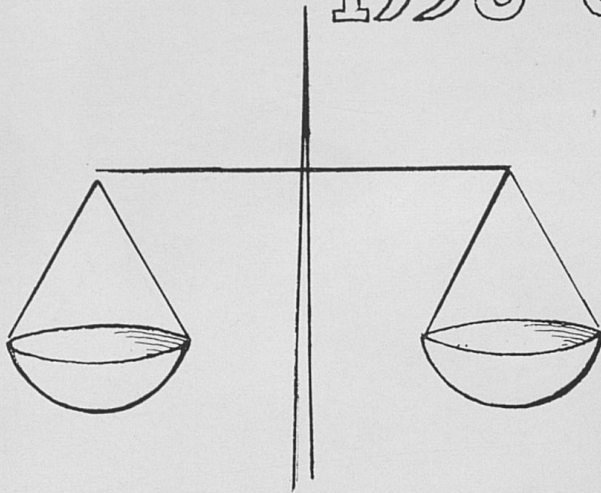
23	1	<i>Kentucky High Schools</i>
23	2	<i>Planning School Plant Construction</i>
23	3	<i>Program of Health Services for Kentucky High Schools</i>
23	4	<i>Kentucky Public School Directory</i>
23	5	<i>Biennial Report of the Supt. of Public Instruction</i>

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2	Report of the State Board of Education	2
3	Report of the State Board of Health	3
4	Report of the State Board of Agriculture	4
5	Report of the State Board of Labor	5
6	Report of the State Board of Charities	6
7	Report of the State Board of Prisoners	7
8	Report of the State Board of Lunacy	8
9	Report of the State Board of Alcohol	9
10	Report of the State Board of Game and Fish	10
11	Report of the State Board of Mines	11
12	Report of the State Board of Railroads	12
13	Report of the State Board of Public Utilities	13
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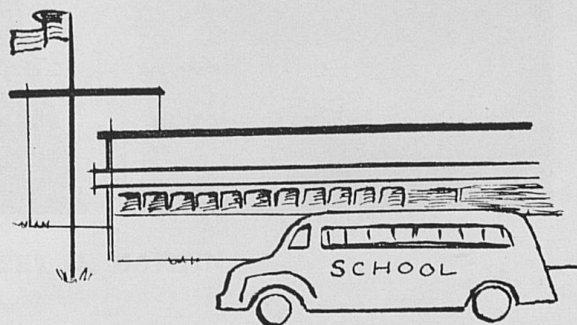
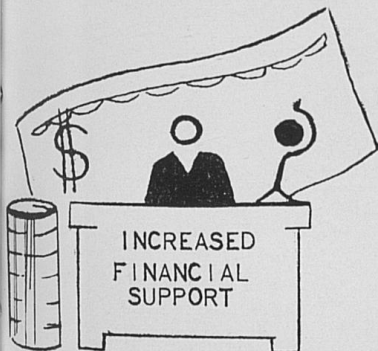


CHAPTER SIX

1956-60



EQUALIZATION
FOUNDATION PROGRAM



BETTER SERVICES AND FACILITIES

CHAPTER SIX

1956-60



FOUNDATION PROGRAM
EQUITY



BETTER SERVICES AND FACILITIES



ROBERT R. MARTIN

Outline of Major Topics Included in Chapter Six

- I Personal Data
- II Recommendations
 - A. Superintendent Martin
 - B. Governor Chandler
- III Organization of Services
- IV Legislation
- V Bureau of Finance
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 - 2. Division of Records and Reports
 - 3. Division of Pupil Transportation
 - 4. Division of Buildings and Grounds
 - 5. Division of School Lunch
 - 6. Property Utilization
 - 7. Free Textbooks
- VI Bureau of Instruction
 - A. Division of Instructional Services
 - 1. Attendance and Pupil Personnel
 - 2. Health and Safety Education
 - 3. Library Service
 - 4. Music Education
 - 5. Art Education
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 - C. Teacher Education and Certification
- VII Bureau of Vocational Education
 - 1. Agriculture Education
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 - Summary of Services and Developments

ROBERT R. MARTIN

1956-1959

Dr. Robert R. (Richard) Martin, thirtieth Superintendent of Public Instruction, was born December 27, 1910 near McKinney, Lincoln County, Kentucky. His father was Henry Franklin Martin, a farmer, and his mother was Annie Frances Peek of Lyon County, Kentucky. He was one of eight children; five of seven children went to college, one having died in childhood. Of the five, three were graduated from college. Dr. Martin married Ann Hoge of Frankfort, Kentucky.

He attended two one-room schools in Lincoln County at Rowland and McCormick's Church, and finished his grade school work at Stanford Elementary School. He was graduated from Stanford High School in 1930. After his graduation that year, his family moved to Madison County and his father rented a farm near Richmond. Dr. Martin enrolled at Eastern Kentucky State College and received his Bachelor of Arts Degree four years later. He received his Master's Degree from the University of Kentucky in 1940, and his Doctor of Education Degree from Columbia University in 1951. During his period of work on this Doctor's Degree he served as Administrative Assistant to Dr. Paul R. Mort, a member of the staff of Columbia University.

His first teaching position was Sardis High School in Mason County. This high school was discontinued but he remained as principal of the remaining elementary school. In 1938 he became principal of the Orangeburg Consolidated School in Mason County Kentucky, and remained there until 1942.

At this time the need arose for military service. He joined the Army Air Force and served his country from 1942-46, 41 months, as a weather forecaster and technical sergeant, and was discharged from this service early in 1946.

Upon his discharge from military service, he returned to Mason County and became principal of the Woodleigh Junior High School which was operated by the county board of education and located at the edge of, and later within, the corporate limits of Maysville, Kentucky. He served in this position until the summer of 1947. From this position he went to Beattyville in Lee County, Kentucky as high school principal. In July, 1948 he accepted a position as auditor in the State Department of Education at Frankfort. From auditor he went to the Division of Research of the Department of Education. In this position he assisted in collecting and assembling information in a survey of Kentucky Public School Facilities. In July 1951 he was advanced to the position of Director of the Division of Finance. He worked actively with the committee that drafted the Foundation Program which was enacted into law by the 1954 General Assembly.

His service in the Department of Education gave him a background and experience which well qualified him for the position of Chief State

School Officer of Kentucky. He was elected as Superintendent of Public Instruction in 1955.

He is a member of the Presbyterian Church and has served on its official board. He has also served on the Board of Directors of the Presbyterian Child Welfare Agency and on the Board of Directors of the state Y.M.C.A.

His professional, civic, and social activities consist of membership and participation in the activities of the National Education Association, National Administrators Association, Kentucky Education Association, Kentucky Association of School Administrators, Phi Delta Kappa and Rotary. He was appointed as a member of the Southern Regional Education Board in 1956. He was active in a number of civic organizations, particularly Rotary.

In 1956 Dr. Martin was recipient of the first outstanding Alumnus Award of the Eastern State Teachers' College.

His fraternal connection consisted of membership and services in the Masonic Organization in Kentucky.

In addition to his other services in the field of education, he contributed articles to educational journals, both state and national, and to the many reports and bulletins published by the Department of Education during his period of service as Chief State School Officer.

He resigned his office as Superintendent of Public Instruction on December 9, 1959 and accepted the appointment as Commissioner of Finance under the administration of Governor Bert T. Combs, and served in this position until June 30, 1960. At that time, he became the sixth president of Eastern Kentucky State College, succeeding Dr. W. F. O'Donnell who retired as president of that institution.

The remainder of Dr. Martin's term as Superintendent of Public Instruction from December 9 to January 1, 1960 was filled by Ted C. Gilbert who was prior to December 9 the Assistant Superintendent of Public Instruction.

In November 1960, following his installation as President of Eastern State College, on July 1, 1960, a 400-bed men's dormitory was named in his honor by the Board of Regents of that institution.

ROBERT R. MARTIN

II. RECOMMENDATIONS

A. Superintendent Robert R. Martin

Listed in the recommendations of Superintendent Martin at the beginning of his administration, as to immediate needs were:

1. The need for additional classrooms. Need was expressed for 7,620 new classrooms to replace unsafe, unsanitary, and out-moded facilities; 1,600 additional classrooms to house the overflow from crowded conditions; and 1,000 additional classrooms spread over a period of five years to care for increases in enrollment. These were not estimates but were based on the School Facilities Survey.

2. Better salary levels for teachers.
3. Increased appropriations for free textbooks.
4. Maintenance of the Foundation Program through increased appropriations.
5. Revision of the Foundation Program with regard to pupil transportation.
6. Expansion of vocational and technical education.
7. Strengthened Teacher Retirement System.
8. Federal support for teachers' salaries and school house construction.

B. Governor Chandler

In his message of January 3, 1956, Governor A. B. Chandler made the following statements:

"One of the first pledges made to the people of Kentucky was to do everything possible, as quickly as possible, to improve the educational opportunities of our children. I pledge to the people that with your help, we would supply a sufficient amount of money to implement fully the Minimum Foundation Program for education."

"I intend to dedicate the full four years of my administration to develop and finance a complete and well-rounded program in Kentucky which will compare favorably with other states having comparable resources."

"The Teacher Retirement System was established during my first administration as governor. There are many teachers who have devoted many years of their lives to teaching in the public schools of Kentucky, and who have received inadequate salaries for their services. A strengthened Teacher Retirement System will help halt the exodus of teachers from Kentucky to better paying positions in other states. I shall recommend to the General Assembly an appropriation which will be adequate to implement the present Teachers' Retirement Fund to make it fully operative."

"Immediately after my inauguration, I instructed the budget people to review with the education folks the estimates for full implementation of the Foundation Program. After much consultation and hard work, the Department of Finance and Education agreed completely that the figures which I am presenting represent full financing of the program, even though the amount is better than \$8,000,000 below previously published estimates for the biennium."

"During the campaign of 1955, I made a solemn pledge to all people that I would cause to be improved the educational opportunities of Kentucky's children. I pledged the people that, with your help, we would provide a sufficient

amount of money to implement fully the Minimum Foundation Program for education. In order to show you how successful we have been in keeping our pledge to the people, I list herewith some of the accomplishments of our administration in the field of education from 1956-58 as reported to me by Dr. Robert R. Martin, Superintendent of Public Instruction."

- a. The Foundation Program was fully financed, providing state funds amounting to \$54,785,500 the first year and \$57,785,500 during the present year.
- b. The Department of Education's budget was increased to provide more staff.
- c. The Teachers' Retirement System was fully financed. This gives Kentucky, potentially, one of the better retirement systems in the Nation.
- d. A full nine-month term has been provided in all the school districts in the state.
- e. Average salaries of instructional personnel have increased from about \$2,400 in 1955-56 to \$2,943 in 1956-57 and over \$3,200 in 1957-58.
- f. Nearly 2,000 additional teachers have been employed in the last two years.
- g. In 1956-57, forty-four new elementary and fourteen new high schools were constructed, compared to twenty-three new elementary and two high schools the previous year. Over \$31,678,395 was spent for such buildings, new sites, additions and remodeling and new equipment last year, more than twice the amount expended the preceding year.
- h. Sixty-three per cent of the graduates of Kentucky colleges who were prepared to teach remained in the state last year. This represented more than a 50 per cent improvement over 1955.
- i. A practical nurse training program has been established and is working effectively to provide the nurses needed in so many areas of our state. The number of units for special education for handicapped children has increased.
- j. Sixty per cent of the teachers in Kentucky schools now have the bachelor's degree or higher training.

III. ORGANIZATION OF SERVICES OF THE DEPARTMENT OF EDUCATION—1956-60 (BUREAUS AND DIVISIONS)

The Department of Education was organized into the following Bureaus and Divisions: Superintendent of Public Instruction—Assistant Superintendent of Public Instruction, Administrative

Assistant, Departmental Finance and Services; Bureaus of Administration and Finance—Buildings and Grounds, Records and Reports, Pupil Transportation, School Lunch, Free Textbooks, Property Utilization, Finance; Bureau of Instruction—Instructional Services, Civil Defense Education, Teacher Training and Certification, Education for Exceptional Children; Bureau of Vocational Education—Agriculture Education, Home Economics Education, Trade and Industrial Education, Veterans Education, and Guidance Services; Bureau of Rehabilitation Services—Special Services, Administrative Services, Rehabilitation Services, and Disability Services.

The Divisions of Instructional Services, Civil Defense, and Guidance Services were created in 1956. The Division of Rehabilitation Services was created in 1957. The Special Areas in Art Education and Music Education were created in 1958.

IV. LEGISLATIVE ACTIVITY

The following major laws and/or revisions were enacted during the administration of Superintendent Martin:

1. Foundation Program

Sections 157.330; 157.350; 157.380 (2) (4); 157.390; 157.400; 157.420; and 157.430 (4) (5) and 157.370 (4) (5) and 157.430 (2) (3) were outright repealed.

The action on these sections, as a whole or in part were made to permit the full operation of the Foundation Program Law in the expenditure of funds appropriated for the purpose as provided in the amended Sections of 157.310 to and including 157.440. Before these amendments, the funds appropriated by the Legislature were to be used for two purposes. Part of the fund so appropriated and sent to school districts was to be used for equalization purposes as required by other sections of the law. The other part was sent to school districts on a pupil census basis and was to be expended in accordance with the requirements of the law for that purpose.

2. Chapter 202, Acts of 1956, enacted a law that provided that any person whose father was a resident of the Commonwealth upon entry into military service and who was killed while serving in the armed services of the United States during wars declared by Congress or who died as a result of service-connected disability should not be required to pay a matriculation or tuition at any state supported institutions.
3. An act repealed Section 64.645 KRS. It provided that "Section 64.645 KRS, relating to the limitations of salaries payable to officers and employees of State institutions of higher education, was hereby repealed.

4. An act provided that the Superintendent of Public Instruction shall be authorized to establish within the Department of Education a State Rehabilitation Agency. This was a new law which repealed the former law of a program of vocational education and rehabilitation as provided for by Chapter 163 KRS previous to this act. The Agency shall have such powers and duties as contained in the act and such other functions as may be established by regulations of the State Board of Education.

This act accepted and agreed to comply with all the provisions of the acts of Congress through June 2, 1920 relating to rehabilitation and all subsequent acts pertaining to rehabilitation enacted prior to January 1, 1956. It further provided that the Governor of the Commonwealth may, by executive order, accept such acts of Congress enacted subsequent to January 1, 1956, as may be determined desirable and necessary.

5. A new law which provided that no school bus should be driven or operated for the transportation of school children until it had a folding sign on the driver's side thereof, with letters at least six inches high and containing the words "STOP." It provided a penalty for the driver who failed to comply with the requirements of the law concerning use of this sign.
6. An act amended 159.080 and 159.140 KRS changing these Sections to provide for employment of directors and assistant directors of pupil personnel rather than attendance officers and assistants mentioned by replaced passages.
7. Section 157.200 KRS redefined the meaning of physical handicapped and educable mentally handicapped children. If parents of as many as 12 children residing in a school district desired special education classes, classes were to be operated subject to limitations. Section 157.210 which required a division of special education for handicapped children be operated in the Department of Education within the Bureau of Instruction was repealed.
8. Section 64.600 was amended to define officers and employes of school districts as being officers and employes of the state, and salaries were to be governed by Section 246 of the state Constitution.
9. Transfer of territory between school districts was classified by amendment of Section 160.045 KRS and repeal of Sections 160.050 and 160.060 KRS.
10. Bonds of treasurers of school districts were required to have a corporate surety bond by amendment to Section 160.560 KRS; hitherto personal sureties were permissible.

11. Procedures for rebinding free textbooks were set up by law, Chapter 178, Acts of 1936.
12. Boards of regents of the state colleges, by amendment to Section 164.320 KRS, was increased from four appointees to six and could be removed only for legal cause.
13. The Regional Compact of Southern States was amended and the members of the Board of Control were increased from four to five for each member state. Joint approval of both houses of the General Assembly was given for admission of the states of Delaware and West Virginia to the Southern Regional Education Compact.
14. A new law, Section 157.480 KRS, was enacted that prohibited any employe of the Department of Education or any employe of any school district from having pecuniary interest, either directly or indirectly, in supplying goods or services in excess of twenty-five dollars per year for which public school funds were expended. A violation of this law would be a misdemeanor and would subject the offender to a fine of not less than \$50 nor more than \$500 and his or her job would be forfeited on conviction.
15. The Bus Bid Law, Sections 156.152, 156.153, and 156.154 KRS made possible the purchase of buses and reduced the purchase of buses at reduced rates through the Division of Purchases. This procedure resulted in substantial savings to the districts buying new buses.
16. Change in division lines of county board districts was fixed as of January and provided that boundary changes be published in a newspaper. However, in cases of mergers and/or annexation of territory were excepted from the provisions of Section 160.210 KRS.
17. Section 160.330 was amended in respect to textbooks for indigents. The main provisions were that:

"Each board of education may furnish textbooks and other necessary school supplies free of charge to indigent children in its school district, including indigent children in high school or lower grades, or to such other children as is deemed advisable, under such rules and regulations as may be adopted."
18. Some of the functions and responsibilities of the Workshop for the Blind were transferred to the Bureau of Rehabilitation Services in the Department of Education. This was a new law which designated the new set-up as Kentucky Industries for the Blind.
19. An amendment to Section 156.095 KRS authorized the State Department of Education to establish, direct, and maintain a statewide program of in-service teacher training.

20. The repeal of Sections 160.070 through 160.140 KRS removed the last vestige of local autonomy of the sub-districts in the state.
21. Chapter 49, Acts of 1958, provided for setting up a commission for preserving and keeping books, papers, maps, photographs and other documentary material regardless of physical forms or characteristics. This law applied to any agency of state government in pursuance of state law or in connection with transaction of public business in preserving or appropriate for preserving by that agency or its legitimate successor as evidence of its organizations, functions, policies, procedures, operations, or other activities of the government or because of informational value and data contained therein.
22. Section 2 of Chapter 122 of the 1958 Acts amended Section 151.040 so as to provide that the Kentucky Geological Survey may issue reports, maps and other publications on its findings. The sale of these shall be prescribed by the governing authorities of the University of Kentucky.
23. For Foundation Program purposes an amendment to Section 157.380 KRS provided that a portion of funds received by any district from the Federal Government in lieu of taxation of property shall be added to the districts required local tax effort.
24. An amendment to Section 159.180 KRS provided that parents and/or guardians shall be responsible for law and regulations violations by their children concerning school operations.
25. Amendments to Section 281.605 exempted school buses from certain restrictions required of motor carriers under the motor carrier law. Section 189.375 KRS was amended to require a folding sign, with letters at least six inches in height, to be placed on the driver's side of all licensed school buses, under penalty of not less than \$10 or more than \$100.
26. The annual school district budget was required to be published in a newspaper at the time of submission to the tax levying authority.
27. In determining the required local tax effort of each district, the Superintendent of Public Instruction was given authority to use the assessed value of property as determined by the Department of Revenue.
28. Teacher Retirement System Sections 161.520 and 161.660 KRS were amended to increase benefits, including death benefits. Sections 161.340 and 161.430 were amended and gave wider latitude in investment of funds.

V. BUREAU OF ADMINISTRATION AND FINANCE

With the full implementation of the Foundation Program in 1956, the staff of the Bureau of Administration and Finance was expanded so that effective service might be made available to help make the Foundation Program serve the schools of the state. The seven divisions of the Bureau of Administration had changed in number of staff members and in the philosophy to meet new needs as they emerged in the field of administration in the local school districts. To illustrate, as a result of the capital outlay allotment of the Foundation Program, a greater number of school building revenue bonds were issued for school construction. On June 30, 1956, the local school districts had outstanding \$73,905,500 in revenue bonds. Since that date approximately \$50,000,000 additional revenue bonds were issued during the administration. This called for additional personnel services.

Increased interest in education is indicated by increased tax effort on the part of taxpayers. The measures of tax effort are assessed-value level and tax rates. The evidence of increased effort from 1954-55 to 1958-59 is shown by the fact that: (1) State-wide assessments increased by 15.5 per cent, (2) The median tax rate over the same period increased from \$1,558 to \$1,576 per \$100 subject to school tax; (3) In 1954-55, 51 districts had levies above the statutory maximum by approval of voters, while in 1958-59 a total of 80 districts had such additional levies approved.

Division of Finance

The Division of Finance revised its Manual on Uniform School Financial Accounting under authority delegated by the State Superintendent of Public Instruction. In the new manual receipts and expenditure classifications were revised to conform to the most common practices throughout the 48 states. They conformed to classifications used by the United States Office of Education in collecting data from the various state departments of education. The changes in school accounting became effective July 1, 1958.

In 1955-56 the average (mean) salary of the instructional staff was \$2,667.66 and by 1958-59 the average salary of the instructional staff was \$3,340.31, or an average increase of \$672.65, or approximately 25 per cent.

Current expenditures per pupil in average daily attendance increased from \$160.34 in 1955-56 to \$198.55 in 1957-58, or by \$38.21 or 23.8 per cent. Other current expenses, excluding expenses for salaries of certified employees and pupil transportation, were increased from an average of \$754.17 in 1955-56 to \$914.70 in 1957-58.

Gross assessment of property increased from \$3,487,509,823.00 in 1955-56 to \$3,997,271,882.00 in 1958-59, or by \$509,762,059.00. The number of school districts levying more than minimum tax rates of \$1.50 increased from 72 in 1955-56 to 85 in 1958-59.

Since the Division of Finance was charged with supervising the expenditure of public funds, assistance was given in budgeting, spending and accounting for public expenditures.

The Foundation Law required changes in purposes and procedures in spending and accounting for expenditures. In order that the expenditures be effective in carrying out the purposes of the Foundation Law, additional staff was necessary. Six accounting supervisors were employed in the Division of Finance, to help local administrators to prepare their budgets and salary schedules, to establish accounting procedures for controlling expenditures, to allocate funds for their intended purposes, to evaluate their financial procedures, and to make reports to the State Department of Education. The task of spending \$96,408,518.40 for school purposes in some 215 separate administrative units effectively, as was spent in 1948-49 was a serious problem and demanded the best efforts of the staff of the Division of Finance as well as the best efforts of local superintendents.

1. Division of Records and Reports

The Foundation Program changed the method of distribution of public school funds from a per capita basis to that of average daily attendance, a system that required an accurate and reliable record of the attendance of each legal child in attendance in each separate district by schools. This, in most instances, required that a teacher's register be kept by each teacher. Tabulations of attendance were forwarded, by district, to the Division of Records and Reports. This division, on or before August 15 of each year, calculated the tentative allotment of funds to each school, based on attendance of the previous year, requests of the superintendent for units information from the Bureau of Instruction, the Division of Finance of the Department of Education and data from the Department of Revenue. On the basis of the tentative allotment, monthly installments of funds were made. However, on-the-spot audits and inspections of teachers' registers were made, and findings of these along with ranking of teachers entered into the final calculations, and allotments sent to the various districts.

In addition to the responsibility of Foundation Program Calculations, this division had supervision of census records, which were of utmost importance in predicting enrollments and future classroom needs.

The Division of Records and Reports also compiled and prepared data for the Public School Directory, an annual publication of the Department of Education.

2. Division of Pupil Transportation

Since pupil transportation at public expense began in Mason County in 1911, the growth of this item was steady, due to consolidation of smaller schools; however, transportation proved to be a costly item, and not until the passage of the Foundation Program Law were any funds provided for transportation on the state level. State assistance under

this program was based on transportation units which were determined by (1) the number of pupils that lived a mile or more, by the nearest traveled road, from the school attended and were transported at public expense and (2) the area in square miles served. Each unit, initially, was allotted \$1,600.

During the first year under the Foundation Program (1954-55) the total units earned by all school districts operating transportation programs were 3508.8 or when translated in dollars was \$5,614,080. The following year (1955-56) saw the number of units increase by 224 or a total of 3732.8 units. This represented an increase of \$358,400 or a total allotment of \$5,972,480.

Based upon information received from local school districts for 1956-57, the State allocated 3896.1 units or \$6,233,760 to pay for transportation services. This was an increase of 163.3 units or \$261,280.

The General Assembly of 1956 enacted two laws bearing directly on transportation: the Superintendent of Public Instruction was authorized to secure price contract agreements, through the Division of Purchases, bid prices on school buses; and the other measure required a stop arm to be attached on the drivers side of the bus and for the arm to be extended when loading or unloading pupils.

The bus bid law gave excellent results in so far as bus chassis were concerned and districts saved considerable money in purchases; however, the body manufacturers refused to cooperate to the extent that bodies could be bought cheaper locally. It was not until somewhat later that this combine was broken and genuine bids were secured.

While methods in bus purchases were improving, the quality of vehicles was improved. Before 1956 standards for buses were periodically adopted by the State Board of Education, patterned after national minimum standards for school buses. In 1958 when the cooperative purchase plan was inaugurated, the State Superintendent of Public Instruction requested the Director of Pupil Transportation to develop a set of school bus specifications. Acting on this request, a committee composed of local superintendents and supervisors of transportation was set up toward making such specifications. The committee kept in mind the items of cost, comfort and safety of children, but in a few weeks completed new specifications for the chassis and body. These specifications meet the criteria of the best authority and are now in use.

The director of pupil transportation worked as closely as possible with the 169 school districts that operated transportation programs. Assistance was given in planning bus routes and inspection was made yearly of as many as possible of the approximate 3,500 buses in operation. In addition to supervision of specifications of bus chassis and bodies, care was exercised that all buses were insured as to liability. Con-

sidering the number of transported pupils involved, the safety record was remarkable; two fatalities occurred during 1955-56, and the terrible tragedy which happened in Floyd County in February 1958, claiming 26 lives.

3. Division of Buildings and Grounds

A comparison of the building activity in the two years of the 1955-57 biennium reveals the impact of the Foundation Program on the school systems of Kentucky.

In the first year of the fully financed Foundation Program (1956-57), the expenditures for capital outlay for sites, building and equipment were more than doubled over the previous year. These sums were spent, or contracted by means of revenue bonds, for sites, new buildings, additions to buildings, improvements to buildings and new equipment. The sums represent legal contracts and do not include repairs and maintenance done by school board employees.

All of the sites and additions were visited and approved for purchase. Most of the buildings were visited before additions were made. Conferences were held in the office with superintendents and architects on the plans for each building. Plans and specifications for each building or addition were reviewed and approved, and division engineers had inspected each building upon completion.

With the financing of the Foundation program came the incentive to provide as many classroom units as the school population would justify. This expansion required additional classrooms. The Division of Buildings and Grounds had the responsibility for checking and approving all classrooms re-occupied, rented, remodeled from other spaces, or provided in any way except by approved plans and specifications. This responsibility resulted in practically every district in the state being visited one or more times.

On June 17, 18, and 19, 1957, the State Department of Education and the University of Kentucky jointly sponsored a building conference at the Fine Arts Building, University of Kentucky. This three day conference explored such areas of the planning of school building as preliminary planning, recent trends in school buildings, economy in building, multiple use of space, materials and equipment. Operation, maintenance and insurance were also discussed. This conference, which included on the program nationally known specialists in many of the areas covered, was well attended by superintendents, architects, and school board members.

4. Division of School Lunch

During the years 1955-56 and 1956-57 emphasis had been placed upon two objectives for all school lunch programs in the schools of Kentucky. These objectives were:

- a. To provide a noon meal for all Kentucky school children which will meet at least one-third of his daily nutritional requirements; and
- b. To provide a school lunch environment where teachers may teach and children may learn.

Early in the 1957 biennium, the Division of School Lunch reviewed its overall responsibility and set up a program of work containing several definite objectives to be attained during the biennium and thereafter. The following list includes abbreviated statements of these objectives:

- To encourage and help school administrators, teachers, and school lunch personnel to make the school lunch program an integral part of the total program of education
- To require a "type-A" meal as a minimum standard for a school lunch
- To improve the quality and attractiveness of all meals served in the program
- To help schools participating in the school lunch program evaluate their school food services in terms of needs of the children and program requirements
- To help school lunch personnel learn and use better methods to store, prepare, and serve food, including direct distribution (commodity) foods
- To improve the physical facilities in both existing and new school lunchrooms
- To improve supervisory practices at both state and local levels
- To expand program operations to include schools which previously offered inadequate food services to children
- To assist schools in improving child participation in the school lunch program
- To interpret the purposes and needs of the school lunch program to the public
- To use, and revise as needed, a variable rate formula in determining rates of program reimbursement to schools
- To increase consumption of fluid, whole milk among school children by improving the administration and supervision of the special milk program

Indications of the progress of the school lunch and special milk programs are apparent, however, in the following summary statements. For purposes of comparison, several references are made to both the biennium ending June 30, 1959 and the previous biennium.

Activities of the Division of School Lunch during the biennium have been focused toward making the school lunch program an integral part of the total program of education. Many schools now use the program as a laboratory for teaching health, nutrition citizenship, other subjects and social graces.

The great majority of schools accepted the Type-A meal as the minimum standard for the school lunch program.

The quality and attractiveness of meals improved steadily during the biennium.

During the biennium the supervisory staff of the Division of School Lunch completed 784 administrative reviews in program schools. In each, a detailed evaluation of an individual program was made. Performance surveys were completed for an additional 255 schools, and approximately 600 other supervisory visits were made by the staff. The primary purpose of these services was to assure adequacy of program operations in terms of needs of the children and program requirements.

Summer training programs were conducted each year for local school lunch personnel at various points throughout the state. During the summer of 1958, for example, the professional staff of the Division of School Lunch conducted fifteen 2-day training programs which were attended by a total of 621 school lunch personnel representing 253 schools in 45 school districts. These training programs were attended also by superintendents, principals, and others concerned with the administration and operation of school lunch programs. Within the schools represented at the fifteen training programs, an average of 57,536 children participate daily in the lunch program.

During the biennium the Division of School Lunch cooperated with the Division of Buildings and Grounds to plan in detail the construction or renovation of a total of 131 school lunch departments.

The number of local (district) school lunch directors employed in the state increased during the biennium from 1,353 to 1,423, despite the fact that consolidation brought about a decrease in the total number of schools in the state. Special milk programs rose from 1,327 to 1,565 during the biennium.

During the 1955-57 biennium approximately 270,000 children participated daily in the school lunch program.

Approximately 325,000 participated daily during the 1957-59 biennium.

5. Property Utilization

The increase in property utilization in Kentucky is shown in the acquisition cost of property transferred during the 1955-57 biennium. During the 1955-56 period \$3,777,776 in personal property and real property appraised at \$607,665, a total of \$4,385,441, was transferred to health and educational institutions in Kentucky. The General Services Administration estimated fair value of the personal property was \$2,833,330. Handling charges assessed by the Division were \$259,061 to give a savings to institutions of \$2,574,268. Real property, fair value, was \$121,533 and handling charges assessed were \$1,816 which is about 1½ per cent of the fair value. During the year 1956-57, \$4,411,301 in personal property and \$579,899 in real property was transferred.

A steady increase in the utilization of Federal surplus property by Kentucky health, educational, and civil defense entities is shown in the acquisition cost of property transferred during the 1957-59 biennium. During this biennium, \$11,695,969 of personal property was transferred as compared with the transfer of \$8,189,077, during the 1955-57 biennium. Handling charges, which comprise the Division's entire revenue, assessed by the Division were \$560,291.86 for the 1957-59 period compared with \$464,943.87 during the 1955-57 biennium. An increase of 3½ million dollars worth of property handled during 1957-59 at an increase of only \$100,000 handling charges shows the ratio of actual handling charges to the value of the property to be .0469 during 1957-59 against .0567 during the preceding period.

Warehouse facilities of the Division have been provided in buildings formerly occupied by the Kentucky River Mills on North Wilkinson Street, Frankfort, Kentucky. The location is in access to the State Office Building where the administration office is located.

6. Free Textbooks

There had been a number of improvements made in the general administration of the free textbooks program since 1956. The program operated under the 1952 textbook law which made it possible to arrange all subjects into four adoption groups, with one group coming up for adoption every year. Textbooks for the subjects in each adoption group were listed by the State Textbook Commission and were adopted by the county and independent districts each year. Adoptions in group one were made in 1955; in group two in 1956, in group three in 1957, and in group four in 1958. The round started again in 1959 with listings in group one.

The 1956 General Assembly enacted a law for rebinding

textbooks, but prior to 1959 fewer than 2,000 copies of textbooks had been rebound. In some instances it was found to be economical to rebind worn books.

7. Merger of School Districts

The following independent school districts were merged with respective county districts between the school years 1955 and 1959: Hickman-Fulton County; Sebree-Webster County; Prestonsburg-Floyd County; Lone Jack-Bell County; Uniontown-Union County; Trenton-Todd County; Marion-Crittenden County; Albany-Clinton County; Vanceburg-Lewis County; Mt. Vernon-Rockcastle County; and Pembroke-Christian County.

VI. BUREAU OF INSTRUCTION

A. Division of Instructional Services

Prior to enactment of the Foundation Program Law, supervision on the district basis was borne out of local funds; consequently, relatively few districts could afford this service. When the Foundation Program was implemented, the state shared in the cost of supervisory service and was determined on the basis of the school district's entitlement and the qualifications of the supervisory personnel as provided by statute and State Board of Education regulations. The growth of the supervisory program in terms of personnel is shown by the following figures:

Supervisors (1955-56)	(County School Systems	69
	(Independent School Systems	27
Supervisors (1956-57)	(County School Systems	103
	(Independent School Systems	43

The responsibilities delegated to the Division of Instructional Services apply directly to the supervision and administration of a twelve-grade program of general education. The work of the Division was at this time carried on by thirteen full-time staff members and seven clerical assistants. Regular and special activities carried on during the biennium were mainly as follows:

Coordinate A.S.I.S. Units

The division has responsibility for coordinating and summarizing foundation program ASIS and general education units, approval of program and facilities on most ASIS units, and general accounting and reporting to Bureau of Finance on the instruction phase of the Foundation Program.

Classification of High Schools

The State Board of Education is required by Kentucky Statutes to classify and accredit each high school and elementary school annually according to its accreditation stand-

ards. The Division of Instructional Services provided leadership services in connection with local self-study and appraisal as well as its organized program of reviewing annual reports, field visits, and follow up visits to schools with special problems prior to the annual recommendation of the school's classification.

In addition, the division prepared for publication and distribution official educational bulletins and conducted studies concerning instructional materials and curriculum needs.

In the field of curriculum development on the state level the following aims and responsibilities were expressed:

- (1) To assist in the development of the broad curriculum concepts which provide the framework for the development of curriculum at the school system level.
- (2) To assist teachers, principals, supervisors, and superintendents to develop short and long range plans for curriculum study in relation to the total school program.
- (3) To assist in the development of curriculum bulletins and materials through working in cooperation with other State Department staff members, professional organizations, college personnel and various state committees.
- (4) To foster and assist in curriculum research projects in the school districts and at the college level.
- (5) To help provide resource materials for curriculum study be actively cooperating and working with professional curriculum organizations and keeping in touch with curriculum programs in other states.
- (6) To work with the colleges and other agencies that can provide assistance to curriculum development at both the state and local district level.

1. Attendance and Pupil Personnel

As has been previously mentioned, the change in distribution of state funds for public schools from a per capital basis to a system based on average daily attendance, brought about by the Foundation Program Law, had impact on attendance. No longer could a district profit by non-enrollment and poor attendance; and the importance of the pupil personnel workers was more appreciated. The trend was toward more full-time directors of pupil personnel. In 1955-56, ninety school districts applied for one or more units; in 1956-57, seventy-three districts applied for a fractional unit, with one hundred and forty-seven districts that applied for one or more directors. Three counties employed two directors, one county employed six and one county employed seven. Eleven directors

served two districts each. In 1956-57, fifty-four directors held M.A. degrees, one hundred and twenty-nine had either an A.B. or a B.S. degree, and twenty-six had more than ninety college hours training. In 1956-57, twenty-six districts employed "helping teachers" whose duties were to assist directors of pupil personnel.

In-service training conferences were held on a local and area basis in 1955, and the first state-wide conference was held at KenLake Hotel in 1956; this has since become an annual event.

In March 1957 "A Handbook for Pupil Personnel Workers" was published and released.

Child Care Centers. The first law in Kentucky regulating private pre-school centers was enacted by the 1936 General Assembly. By provisions of the law the Superintendent of Public Instruction appointed an advisory board to devise regulations governing these centers; the regulations were adopted by the State Board of Education. The supervisor of attendance and pupil personnel was appointed to direct this work throughout the entire state. During the first year of operation one hundred seventy-three centers were listed; however, thirty regular permits and forty-two provisional permits were issued after the centers were visited by staff members from the Division of Instructional Services in 1956-57; one hundred twenty permits during 1957-58; and one hundred forty-three permits during 1958-59.

2. Health, Safety, and Physical Education

Programs of standards for health and physical education were adopted in June, 1955 by the State Board of Education in keeping with the Foundation Program Law; however, the code did, by the standards, insure quality programs in the districts. It was estimated that the 218 school districts approximately 90 districts were not getting as many as 95 per cent of their first, fifth, and ninth grade students examined each year. Safety and driver education had become included as a special instructional unit under the Foundation Law.

3. Library Service

Records indicated study halls in many instances continued to house library reading rooms; however, with approval of plans for new buildings being made by the Department of Education, provisions were made for suitable library quarters.

Even though statistics showed that progress had been made in school library programs throughout the state, the critical shortage of qualified librarians continued to be a serious hindrance to school library development. Reports disclosed that in 1957-58 there were 535 school librarians in both public and private schools, and of this number there were 376 who had 18 hours or more of library science. However, in

1958-59 there were 449 out of 564 school librarians who had 18 hours or more, showing an increase of 73 librarians over the number for the previous year. The fact that there had been an increase in the number of full-time librarians employed within the past two years is indication that the shortage of qualified librarians was gradually being alleviated. There were 340 full-time librarians in 1957-58, while in 1958-59, reports showed there were 351 full-time librarians. The tenth month of employment for all qualified librarians who served full time had been contributing factor to the encouragement of librarians becoming fully certified.

Some measure of library service had been given to every school system in the state through visits to individual schools, participation in conferences, and by means of correspondence. The Division of Instructional Services, through its supervisor of school libraries and general supervisors, hoped to improve the library programs throughout the state in order that the curriculum needs of the schools would be met and enriched.

During the period 1947-48 there were no data available which showed the annual expenditures for library materials, since the annual financial reports made by each district to the Department of Education showed the combined expenditures for library and supplementary books. However, for the period 1958-59 the annual financial reports showed a breakdown of the annual expenditure for high school libraries and the annual expenditure for elementary libraries as separate reports from the expenditures for supplementary books. State Board of Education regulations specify a minimum per capita expenditure of \$1.25 per child. For 1958-59, the average per pupil expenditure for high school students was \$1.31, slightly higher than the minimum of \$1.25, while the average expenditure for the elementary school child was 47¢, far below the \$1.25 minimum.

4. Music Education

The Kentucky Department of Education had not had the services of a Supervisor of Music since the position was vacated by Miss Mildred Lewis in 1929. The Foundation Program Law provided the needed impetus, and a supervisor of this branch was appointed in 1957. During the year of 1957 there were 451.5 A.S.I.S. units in music allotted to 99 county and 72 independent units, and additional programs were carried on a basic classroom units.

5. Art Education

The Foundation Program which recognized the art educator as one of the administrative and instructional service units (ASIS) made it possible for many districts to employ an art educator to guide their system's art program. During the 1957-58 school year 85.3 special units were allotted. During

the 1958-59 school year 95.4 units were allotted. This represented a 10.1 unit increase, a fact which certainly reflected the increasing demand for expanded art programs.

B. Division of Education for Handicapped Children

The Foundation Program Law accelerated the program for handicapped children, due to state aid for this purpose.

In 1957-58, thirty-six county school districts and fourteen independent districts provided special education units. In 1958-59, thirty-nine county and sixteen independent districts provided such classes. This represented an increase of 8.3 per cent in the number of county districts providing special education units.

However, when the number of units provided is considered, a different picture results. In 1957-58, county districts provided 49.4 units; independent districts provided 79.7 per cent units. In 1958-59, units provided by county districts had increased to 69.2 per cent while units provided by independent districts had increased to 81.7 per cent. This showed an increase of 40 per cent in units offered by county districts as compared to an increase of 2.5 per cent in the number of units provided by independent districts.

Further, it is significant to compare the increase in classroom units for special education between school districts receiving state aid under the basic Foundation Program formula and districts receiving state aid under guarantee provisions of the Foundation Program Act. In 1957-58, basic formula districts provided 37.9 units while guarantee districts provided 91.2 units. This was an increase in units provided of 41.6 per cent for basic formula districts as compared with an increase of 6.6 per cent for guarantee districts during the biennium.

In districts receiving funds under the guarantee section of the Foundation Program Law [KRS 157.400 (2)], it was necessary, in most instances, to use available local funds for increases in teachers' salaries. These districts may be termed as the "wealthier" districts in the State. The use of local funds in teachers' salaries brought about a curtailment of special instructional services which were most expensive per pupil to maintain. Under the Foundation Program Law, the "guarantee districts" received no less than \$80 per child in average daily attendance. Since classroom units for handicapped children are significantly smaller in pupil-teacher ratio than regular classes, they are extremely expensive for "guarantee districts" to maintain. Because of the expense of the program and the very small amount of State aid received, the number of special education units increased very little in such districts since the initiation of the Foundation Program.

A grant was made by the Kentucky Society for Crippled Children to the Department of Education in 1956, and was continued until July 1, 1958. This grant provided the salary, travel,

and clerical assistant for one supervisor of handicapped children. In July, 1958, this supervisor position was included in the Department of Education Budget.

In January, 1956, the Special Education Act was amended to include establishment of programs for "trainable" mentally retarded children (IQ 35-50). Formerly, school districts could establish classes only for "educable" mentally retarded (IQ 50-75). In August, 1956, a position in the Division was authorized and a supervisor of mental testing was employed. This increased the services to local school districts.

In 1957-58, there were forty-six units for educable mentally retarded children and five units for trainable children, a total of fifty-one instructional units in nineteen school districts.

In 1958-59, there were 56½ units for educable mentally retarded children and 8½ units for trainable retarded children, a total of 65 units in 26 school districts.

Persons doing counseling under Title V-A for 1959-60 were required to have completed at least 12 semester hours in courses that would count toward guidance counselor certification, and requirements for 1960-61 were for 18 semester hours of such courses.

During the 1958-59 school year, 87 per cent of Kentucky public school children participated in the testing program under Title V-A. On the basis of a survey the enrollment of 1958-59 in grades seven through twelve totaled 243,298 and of these 189,435, or 77.8 per cent, had been administered one or more aptitude or achievement tests.

C. Teacher Education and Certification

The services of the Division of Teacher Education and Certification have been focused upon advances which are reflected in better qualified teaching personnel. These services were performed through the following areas:

- Teacher preparation at the pre-service level

- Teacher certification

- In-service growth of teachers

- Publications and communications

- Teacher recruitment

- Research

- Accreditation of teacher education colleges and universities

- Ranking of teacher qualifications in keeping with the Foundation Program Law

- Determining qualifications of special instructional personnel provided for by the Foundation Law

These last three functions were new to this division the first biennium.

During this period new programs, stimulated by the Foundation Program Law, were developed for elementary librarianship and for guidance counselors. Programs for high school librarianship were revised.

The preparation—certification program for all teachers was strengthened by providing for a planned general education program for all teachers designed to make them "well educated persons." The professional education sequence was re-examined with a view to promoting better integrated courses and to reduce any unnecessary duplication or overlapping. At the graduate level the program for a master's degree, which was adopted in 1953, had been implemented so that a balance was achieved at the graduate level between the professional education courses and the course work from the other disciplines.

One of the greatest factors in the formula for the allocation of state funds to the local school systems under the Foundation Program is the preparation level or qualifications of the teaching personnel. The incentive offered to teachers through salary increments is great. This stimulates teachers to raise their qualifications. The initial increase in salary from Rank IV to Rank III (college graduation) was \$500, while the other lower changes in rank amounted to only \$300. In 1956-57 the median preparation of all elementary teachers in Kentucky was 118.3 semester hours, just about 10 semester hours short of college graduation. During the same period, 60.3 per cent of the elementary and secondary teachers in the state were college graduates.

The Temporary Elementary Certificate which had been based on two years of college training was eliminated and replaced by a Temporary Elementary Certificate based on a three-year preparation. After September 1960, the four-year preparation program and the bachelor's degree was set as requirement for all elementary teaching certificates.

A five-year college training was set up, effective September 1960, for superintendents, principals, and guidance counselors.

The in-service teacher training program, since 1950, had been one of the major functions of the Division of Teacher Education and Certification. In 1956, the program was expanded and became tied closely to pre-service teacher preparation through joint employment of personnel by four state colleges and the State Department of Education. Through this program, the total staffs of 217 local school systems were given consultative assistance in working democratically on instructional problems and curriculum development in grades one through twelve.

The State Board of Education permitted each school district to devote two whole days of its school calendar to all day in-service conferences. The following illustrates the scope of this program in 1957:

- 139 systems or 64 per cent of the systems had in-service committees.
- 140 systems or 64 per cent held all day work conferences on instruction.
- 181 systems or 84 per cent reported participation in area conferences on instruction.
- 125 systems or 58 per cent reported sub-committees on various phases of instruction working all the school year.
- 32 or 91 per cent of the colleges had participated actively in the in-service conferences.
- 180 college staff personnel had assisted in local school staff conferences.
- 18,071 or 80 per cent of; all elementary and secondary teachers employed in 1956-57 were involved in continuing in-service activities.
- 4 out-of-state resource persons had served in the conferences.
- 28 State Department members had assisted in the all day—total staff conferences.

Civil Defense Education

The 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.

VII. BUREAU OF VOCATIONAL EDUCATION

1. Agriculture Education

When the Foundation Program Law was fully financed in 1956-57, the agricultural education program was operated for the first year without any direct reimbursement to boards of education from the Division of Vocational Education for salaries of the teachers of vocational agriculture.

The Foundation Program Law also made possible enriched curricula in the schools. This has resulted in many non-farm boys who have formerly been placed in classes in vocational agriculture because of restricted course offerings in the schools, electing to take other courses. This is reflected in a decrease from 13,064 high school boys enrolled in 1955-56, to 12,377 enrolled in 1956-57. This decrease in enrollment makes possible a better program in agricultural education and also allows these non-farm boys to select other courses that more nearly fit their need.

During the year 1957-58, pilot programs in adult-farmer instruction were offered in Bourbon, Breckinridge, Christian, Jessamine, Monroe, Simpson, and Union Counties. The basis for selecting these seven counties was the need to teach adults.

In each of these counties, a man who had been an outstanding teacher on either the regular or veteran program was employed to devote full time to the instruction of adult farmers. The school officials worked closely with an advisory committee in determining course offerings, number and location of classes, and the enrollment of farmers in these classes. The seven teachers conducted 28 adult-farmer groups with a total of 648 farmers enrolled. These pilot programs provided much-needed information for the organization and the operation of classes of instruction for adult farmers. In addition to the classes for adult farmers taught by instructors employed specifically for this purpose, the regular teachers of vocational agriculture conducted classes for out-of-school youth and adults as a part of their regular program. The enrollment in the classes taught by the regular teachers have remained about the same for the past four years.

Vocational agriculture teachers had taken an active part in the rural development program during the biennium ending in 1959. The regular program of vocational agriculture attempted to meet the aims and objectives of the rural development committees in their counties. In the three pilot counties of Butler, Elliott, and Metcalfe, an additional teacher of agriculture was employed to organize and carry out instructional programs for adults. These instructional programs resulted in the improvement of agriculture in these counties.

2. Home Economics Education

During the administration emphasis was placed on having the homemaking program meet the criteria for vocational units under the Foundation Program. Visitation to homes of pupils increased. In 1957-58, 13,566 visits were made to homes by home economics teachers in 1958-59, 13,729 visits were made during the school year.

An increase was had in FHA membership. In 1955-56 there were 235 chapters with a membership of 12,546 and this number had increased to 251 chapters with a membership of 13,690 in 1956-57; in 1957-58 there were 264 chapters with a membership of 14,660.

In the field of curriculum development for training home economics teachers in light of the new certification requirements, visits were made by the supervisors of home economics in the State Department of Education to the institutions approved to train teachers in this field. All of the approved training institutions conducted off-campus student teaching programs. Despite all efforts, there continued to be a dearth of fully qualified home economics teacher to fill positions in the public schools of the state.

3. Trade and Industrial Education

A program of practical nursing education was inaugurated in 1957 when a supervisor for this service was added to the staff of this division.

A total of five programs for the training of licensed practical nursing were established and operated in the area vocational schools during the biennium ending in 1959. These programs, one year in length, were operated in Danville, Glasgow, Lexington, Louisville, and Paintsville and employed a total of 15 instructors for the total enrollments of 697 people. Two hundred seventy-seven students were graded and successfully passed the National State Teachers Pool Examination.

This program received wide acclaim of all sources concerned with medical care of Kentucky citizens and contributed to a considerable degree in alienating the critical need for nursing personnel in the hospitals in the state. Much improvement was made in both scope and quality in programs offered.

Existing demands and needs were met to the extent that finances and availability of qualified instructional personnel would permit. However, present indications point to the needed expansion of this important program.

In addition to the one-year preparatory program, a total of 53 short intensive unit courses of an up-grading nature were conducted by area vocational schools for employed licensed practical nurses in various locations of the state. A total of 697 were enrolled in these courses during the biennium ending in 1959.

In the field of industrial arts education, more than one-third of the public high schools of the state had programs as a part of the regular curricula offerings. This represented a gain of 42 per cent during the past biennium of this administration.

4. Guidance Services

Guidance philosophy holds that guidance is an essential element of the school curriculum. It is the phase of the curriculum that helps prevent and remove roadblocks to effective classroom instruction. Guidance provides individualized and personalized assistance to all pupils in meeting their needs, solving their problems, and in making adjustments; however, the big drawback to development of a good guidance program in the public schools was trained counselors. As an incentive to promotion, Federal funds under Title V-A were made available.

A state plan for administering Title V-A of the Act with an effective date, December 12, 1958, was developed by the

Kentucky State Department of Education, approved by the State Board of Education and the United States Commissioner of Education.

The Kentucky plan for administering Title V-A, of the National Defense Education Act provided for guidance workers doing counseling in public secondary schools to have at least six semester hours of college work that would count toward a guidance counselor's certificate. There were approximately 1,200 such persons including 80 certified counselors given released time for counseling students under local approved plans during 1958-59.

VIII. BUREAU OF REHABILITATION SERVICES

The Bureau of Rehabilitation Services was able to serve 2,441 handicapped clients during the 1956 fiscal year, 3,127 during the 1957 fiscal year, 3,481 during the 1958 fiscal year, and 3,954 during the 1959 fiscal year. This represents an increase of 170.2 per cent for the year of 1959 over the year of 1955.

The vocational rehabilitation program is one of the few state or federal programs that has paid back to the government more than was expended. This was accomplished by the increase in taxes paid by the rehabilitants and the public assistance payments that were saved and made available to other persons. There were 119 persons in 1958 and 189 in 1959 rehabilitated that were being paid public assistance in some form. In 1958 these payments amounted to \$121,108 annually and in 1959 it rose to \$200,340 annually. The State appropriation for all rehabilitation purposes during these two years was \$240,000 and \$250,000 respectively.

The 1010 persons rehabilitated in 1958 were able to increase their aggregate annual income from \$222,924 to \$1,947,556—a 774 per cent increase. The 1240 persons rehabilitated in 1959 realized a 266 per cent increase in annual aggregate wages—from \$651,220 to \$2,387,372.

Kentucky's Bureau of Rehabilitation Services has been able to increase its number of rehabilitations in direct proportion to the increase of money made available to the Agency. Kentucky has the best record in the Region with a 134.9 per cent increase in rehabilitations as compared with 179.7 per cent increase in costs for the period from 1954 through 1958.

1. Division of Disability Determinations

The Division of Disability Determinations was created July 1, 1957, to replace the Old-Age and Survivors Insurance Disability Determination Section. This Division is engaged in determining disability for individuals in Kentucky who apply for benefits under the disability provisions of the Old-Age and Survivors Insurance program of the Social Security Act. This function has been performed since May 1955 by

agreement with the Federal Department of Health, Education, and Welfare. The Federal Government provides all funds for necessary costs for making these disability determinations.

During the latter part of the 1959 school year, a total of eight programs for training highly skilled technicians were established in eight of the area vocational schools, in accordance with provisions of the National Defense Education Act. Some educational facilities in the way of classrooms and laboratories have been added as well as additional specialized equipment necessary for the implementation of the program.

Vocational technical training provided expanded curricular offerings, particularly for those students of more gifted abilities.

The Rural Electric Cooperatives of the state encouraged and cooperated in a program of public safety training for workers in electric utilities.

2. Rehabilitation Services

The services of this division were greatly expanded during the two bienniums of this administration. This was due, in great part, to better and increased facilities in locating persons who needed assistance and who were able to profit by training.

The methods of finding disabled people varied according to the locality. Usually, all types of public and private agencies that were interested in aiding the handicapped were contacted. Many persons made application directly to the district offices, located in Ashland, Bowling Green, Covington, Harlan, Lexington, Louisville, Madisonville, Owensboro, Paducah, Paintsville, and Somerset, or the central office in Frankfort. A number of cooperative agreements had been made with local, state, federal and private agencies, whereby they referred clients of their agencies to the Bureau of Rehabilitation Services. The Department of Economic Security, the Kentucky Crippled Childrens Commission, United Mine Workers of America, Social Security Administration, and Veteran's Administration, are a few of the agencies with which these agreements existed.

IX. TEACHERS' RETIREMENT SYSTEM

The Teachers' Retirement System in Kentucky was further strengthened by action of the 1958 Legislature at which time amendments were adopted providing for survivors benefits, death benefits, and greatly liberalized requirements of disability retirement. During the time that the death benefits have been in effect a total of \$75,000 has been paid to the beneficiaries or estates of deceased active and retired teachers under the death benefit program.

During 1958-59 a total of \$4,623.19 was paid to the qualified survivors of deceased active teachers. Survivors and death benefits were provided to members without increase in the contribution rate. The 1958 Session of the Legislature also increased the annuities of retired teachers by as much as 30 per cent, and provided for a new minimum of \$25 for each year of service. This has resulted in much more adequate annuities to retired teachers and teachers who were presently retiring.

SUMMARY STATEMENT OF SERVICES AND DEVELOPMENTS

1. Full financing of the Foundation Program Law by the 1956 General Assembly, the major benefits of which were:
 - a. Increase in teachers' salaries;
 - b. More adequate school centers, and a decrease by 750 in one-room schools.
 - c. Every child in the public school guaranteed a minimum nine month school term;
 - d. More classrooms built and equipped through the capital outlay allotment;
 - e. Expanded curriculum by inclusion of units in art, music, industrial arts, physical education, and library service;
 - f. Provision for instructional supervisors.
2. Reorganization of the Department of Education and addition of staff for guidance, administrative and supervisory services, public relations, education for handicapped children, and an expanded program for in-service training of teachers.
3. Merger of school districts reduced the number of district from 223 in 1954-55 to 216.
4. Improvement of the Teacher Retirement Law through increase in minimum benefits, survivorship benefits, death benefits, and lowered age for retirement with disability.
5. Increases in salaries of faculty members in state colleges and the University of Kentucky.
6. Expansion of Division of Buildings and Grounds through addition to staff.
7. Improvement in formula of calculating transportation units.
8. Improvement in safety standards for school buses.
9. Revision of financial accounting manual.
10. Broadened scope of Division of Teachers Education and Certification.
11. Decrease in number of emergency teachers.
12. Practical nurse training program initiated.
13. Expansion of rehabilitation program for handicapped.
14. Advisory Council on Public Education created.

ROBERT R. MARTIN
Educational Publications

Department of Education Bulletins

1956

Volume Number

24	1	<i>Kentucky in Books, Pamphlets, and Films</i>
24	2	<i>Foundation Program Law</i>
24	3	<i>Administration of the Bureau of Rehabilitation Services</i>
24	4	<i>Criteria for Approval of Units for Administrative and Special Instructional Services, Personnel and Supervisors of Instruction and Director of Pupil Personnel.</i>
24	5	<i>Kentucky High Schools</i>
24	6	<i>Criteria for Approval of Units of Vocational Education and Education of Exceptional Children</i>
24	7	<i>Supplement to the 1954 Addition of the Common School Laws</i>
24	8	<i>Exceptional Children</i>
24	9	<i>Principles and Standards in Composition for Kentucky High Schools</i>
24	10	<i>Kentucky Public School Directories</i>
24	11	<i>Business Education Handbook</i>
24	12	<i>Organization of the Department of Education</i>

1957

25	1	<i>Advancing Education in Kentucky</i>
25	2	<i>A Proposed Constitutional Amendment Concerning State Board of Education and Superintendent of Public Instruction</i>
25	3	<i>The Pupil Personnel Worker in Kentucky's Program of Education</i>
25	4	<i>Library Service for Kentucky Schools</i>
25	5	<i>Kentucky High Schools 1956-1957</i>
25	6	<i>Planning and Developing the Elementary Physical Education Program</i>
25	7	<i>Pre-school Education in Kentucky</i>
25	8	<i>Parent-Teacher Association and Civil Defense</i>
25	9	<i>Some Legal Aspects of Public Education in Kentucky</i>
25	10	<i>Kentucky Public School Directories, 1957-58</i>
25	11	<i>In-Service Conferences for the Improving of Science Instruction</i>
25	12	<i>Report of Superintendent of Public Instruction for the Biennium Ending 6-30-57</i>

1958

26	1	<i>Moral and Spiritual Education in Kentucky</i>
26	2	<i>Report of Second Annual Conference in Advancing Education in Kentucky</i>
26	3	<i>Planning for School Plant Insurance, Maintenance, and Operation</i>
26	4	<i>A Proposed Transportation Formula</i>
26	5	<i>Kentucky High Schools, 1957-58</i>
26	6	<i>Uniform School Financial Accounting</i>
26	7	<i>Kentucky Common School Laws</i>
26	8	<i>Civil Defense Curricular Guide for Kentucky Schools</i>
26	9	<i>Guidance Services in Kentucky's Program of Education</i>
26	10	<i>Kentucky Public School Directory, 1958-59</i>
26	11	<i>Planning School Plant Construction</i>
26	12	<i>Manual on Federal Surplus Property Utilization</i>

1959

27	1	<i>Report of the Third Annual Conference on Advancing Education in Kentucky</i>
27	2	<i>Curriculum in the Space Age</i>
27	3	<i>Education for the Gifted</i>
27	4	<i>Report of a Conference on Education for Handicapped Children</i>
27	5	<i>Kentucky High Schools, 1958-59</i>
27	6	<i>Music Education</i>
27	7	<i>Art Education</i>
27	8	<i>Accredited Standards for Courses of Study for Elementary and Secondary Schools in Kentucky</i>
27	9	<i>Kentucky's New Program of Teacher Preparation and Certification</i>
27	10	<i>Kentucky Public School Directories, 1959-60</i>
27	11	<i>Advancing Education in Kentucky for the Four Year Period, 1956-57</i>
27	12	<i>Report of Superintendent of Public Instruction for the Biennium Ending 6-30-59</i>

CHAPTER SEVEN

1960-64

EXPANDING OPPORTUNITIES FOR KENTUCKY YOUTH

THE
ROAD AHEAD

1960
SALES TAX

1956
FULLY FINANCED

1954
FOUNDATION PROGRAM

1952
AMENDING CONSTITUTION

THE
KENTUCKY
STORY

CHAPTER SEVEN

1960-61

EXPANDING OPPORTUNITIES
FOR
KENTUCKY YOUTH

THE
ROAD AHEAD

1960

SALES TAX

1956

FULLY FINANCED

1954

FOUNDATION PROGRAM

WORKING CONSTITUTION

THE
KENTUCKY
STORY



WENDELL P. BUTLER

Outline of Major Topics Included in Chapter Seven

- I Personal Data
- II Recommendations
 - A. Superintendent Butler
 - B. Governor Combs
- III School Legislation
- IV Organization of Services
- V Bureau of Administration and Finance
 - A. Buildings and Grounds
 - B. Finance
 - C. Pupil Transportation
 - D. Statistical Services
 - E. Surplus Property
 - F. NDEA Program (Title III)
- VI Bureau of Instruction
 - A. Instructional Services
 - B. School Lunch
 - C. Special Education
 - D. Teacher Education and Certification
 - E. Free Textbooks
 - F. Civil Defense
- VII Bureau of Rehabilitation Services
 - A. Rehabilitation Services
 - B. Kentucky Industries for the Blind
 - C. Services for the Blind
 - D. Disability Determinations
- VIII Bureau of Vocational Education
 - A. Agricultural Education
 - B. Home Economics Education
 - C. Trade and Industrial Education
 - D. General Adult Education
- IX Division of Guidance Services
- X Teachers' Retirement System
- XI Educational Bulletins

BUTLER'S SECOND ADMINISTRATION

1960-64

I. Personal Data

Personal data for Superintendent

Butler was reported under his

First Administration as

Superintendent of Public

Instruction, 1952-56.

II. RECOMMENDATIONS

A. Statements of Superintendent Butler

1. The Kentucky Story

Superintendent Butler's second administration has been characterized by the dominant idea that educational advancement takes place by *planned* steps. The period of 1960-64 represented a further unfolding of the momentous gains of education under the Foundation Program. The firm foundation for the Action program in 1960-64 is outlined in the Kentucky Story:

"The phenomenal advances in Kentucky education since 1954 have received such widespread acceptance among the leaders and people of Kentucky and is so well known by people outside of Kentucky that it has generally come to be referred to as "The Kentucky Story". The Kentucky Story is an expression of the interest of the people of Kentucky in the education of their children. It reflects the sound pattern of continuous development through giving the people the facts and the opportunity to express their opinions."

In retrospect, the decisive phases in the chain of events were as follows:

Step One: Amending the Constitution—1952

The real point of beginning of the Kentucky Story was a Citizen's movement for better schools which resulted in the repeal of Section 186 of Kentucky's Constitution. This Section, in particular, had been for many years an impregnable roadblock to educational progress in Kentucky.

The People Spoke

Local citizen's committees were appointed and organized in every school district in Kentucky. The people were given the facts about this roadblock to education. On November 3, 1953, the voters went to the polls and voted overwhelmingly to amend Section 186.

Step Two: Enactment of the Foundation Program Law—1954

The second phase of the program began with the enactment and partial financing of the Minimum Foundation Program Law in 1954. This was one of the most important pieces of school legislation ever passed by any Kentucky Legislature and it started Kentucky's schools traveling the right road. However, when the Foundation Program Law was enacted, the Legislature did not appropriate sufficient money to finance it. Kentucky now had the vehicle for traveling forward in education, but did not have the fuel with which to operate the vehicle.

The People Spoke

The Foundation Program is the people's program. It came from the opinions and voices of thousands of Kentuckians. These people participated in a grass roots study through local citizens' committees to determine what the people of our state wanted in educational services for their children. The people were given the facts: they made up their minds: they spoke. On the basis of what they had to say, a program of education was formulated and developed. This program became the Kentucky Foundation Program for Education—the people's program.

Step Three: Full Financing of Foundation Program—1956

The third phase was the full financing of the Foundation Program as written in 1954. The 1956 Session of the General Assembly enacted legislation which fully financed the law as written. This set off a tremendous drive throughout the State to give Kentucky a quality program of education on a par with the soundness of the Foundation Program Law. Since 1956, Kentucky's Foundation Program for Education is considered one of the best in the South.

The People Spoke

Again, citizens' committees were appointed throughout Kentucky to study the elements in a quality educational program. Experts in various fields were called in for consultation with educators and citizens. The people were

given the facts through these committees and again they voiced their opinions and wishes. As a result, many significant changes were effected in Kentucky's educational program.

Step Four: Legislation Providing a Sound Tax Base—1960

In the relatively short space of six years, 1954-1960, Kentucky had a satisfactory blueprint for the development of a sound state-wide educational program; and for the first time had the initial resources and finances for the development of this blueprint. Thus, the legislative and educational changes of the Fifties had brought Kentucky to the threshold of bold educational changes in the Sixties.

The People Spoke

Prior to the convening of the 1960 Session of the Legislature, the people had been given the facts about the need for additional money to finance education. The people indicated through their representatives that they were willing to pay the necessary cost for the kind of educational program for their children which they had previously determined was needed. So, when the 1960 legislature convened, there was widespread sentiment in support of additional appropriation for public education. As a result of the people's sentiment and expressions of their will, the legislature voted overwhelmingly for a Sales Tax and made a record-breaking appropriation for education.

Step Five: Safeguarding Gains and Moving Forward—1962

The next critical step in the campaign to improve education in Kentucky was taken by the 1962 Session of the General Assembly. This legislature was confronted with two basic issues significantly affecting Kentucky education. One issue related to the continuation of the sales tax as enacted by the 1960 Legislature. The other issue related to where the responsibilities for the operation and control of public education should reside.

The People Spoke

It was natural and proper that we should work with the people, in relation to these issues, just as we had worked with them in the past on other important problems relating to education. Experience has shown that people make good decisions, particularly on matters pertaining to their children, if given the facts and an opportunity to study them and render their decisions. The STEP program was based on the belief that the people

of Kentucky have the potentialities to make sound decisions. Through the local citizens' committees under the STEP program, the people were furnished the facts. Their decision as expressed by the members of the General Assembly was overwhelmingly to retain the Sales Tax intact. Their action on matters of control was constructive and in keeping with sound state school administration.

The people have supported a sound program of education each time that we have gone to them with educational concerns. Successive sessions of the Legislature have supported the wishes of the people by appropriate enactments and adequate financial support. Kentucky now has the blueprint for a sound system of public education. For the first time in our history, we have a source of revenue adequate for the progressive development and growth of this educational system. The people and their elected representatives have given us the tools to do the job. In light of these facts, our primary concerns now must be to *improve the quality of instruction* in the classroom and to *achieve economy and efficiency in operation and administration* of the local school district.

In Conclusion

It is Significant:

1. That there is a high degree of correlation between the quality of educational leadership and the quality of the educational program in the school district.
2. That there is a high degree of correlation between community expectations, community interest and participation, and the quality of the educational program in the schools.

There are a number of other significant factors that contribute to a quality program of education. For example, there is no substitute for a good teacher in the classroom. Also, it has been shown that such factors as public relations, public participation, community and staff characteristics, financial potential, and spending policy when combined yield a high multiple correlation with the composite criteria for school system quality.

Because of the urgency of the situation in Kentucky, it is generally felt that we should focus attention on getting educational leadership to assume greater responsibility for the improvement of Kentucky schools; equally important, to get the people in the community genuinely concerned about their schools and to assume greater responsibility for high standards of excellence for their operation.

2. **Excerpts from messages of Superintendent Butler quoted from statements in the Department's School News, or speeches:**

1. **Self-Evaluation Study**

"The next step in our campaign to give Kentucky a sound educational program is a Self-Evaluation Study. The purpose of this study as adopted by the State Board of Education is threefold:

1. To ask local educational leadership—school boards, superintendents, and other school leaders—to make a thorough self-study of the district's total school program in terms of the purposes for which the schools exist.
2. To re-examine and re-evaluate present beliefs and practices with reference to extra-curricular activities, athletics, and use of school time.
3. To make the best possible use of all previous State studies, reports, and recommendations released by the Governor's Commission on Public Education as they relate to curriculum."

2. **Educational Television**

"The future of educational television is a great challenge to those of us functioning in leadership roles. Never in the history of education have greater opportunities for service been more apparent and demanding. Let us, then, so plan that those who come after us will not say, "They were lacking in vision."

3. **Kentucky's New School Auditing System**

"Today Kentucky's school system has a strong, professional, and independent auditing system. . . Last year an audit of almost every school system was made by an independent auditing firm. We can take pride in the fact that as a result of the audits, the integrity of our school system was reaffirmed. We must continue to work for efficiency in the administration and eliminate waste and inefficiency wherever it is possible."

4. **State Conference on Science Teacher Preparation**

"The Louisville Science Conference which was held in December, 1962 is ample evidence of our continuing interest in science education. It certainly was refreshing at this National Conference to see college people, the public school people, and the staff of the State Department of Education working together on programs of preparation for our teachers, now and for the future."

5. **General Adult Education and Retraining Programs**

"Kentucky has recognized the problem of under-education and is now taking steps to improve the situation. A Divi-

sion of Adult Education has been established in the Department of Education. At present a program referred to as Operation Alphabet is being televised over two stations, and plans are under way to reach other areas of the State. The Manpower Act has been designed to help solve this problem of unemployment. I am happy to state that Kentucky has not only secured the approval of enough projects to use up the State's appropriation, but has been fortunate in securing additional appropriations."

6. New Vocational Rehabilitation Programs

"The services provided by the Department of Education are expanding rapidly. The primary role of the State Department of Education, as I see it, is to provide leadership and services to local school districts. However, another important service which the Department is now providing is working with governmental agencies on educational programs which are outside of the realm of local school districts.

An excellent example of such a service is one which is now being provided by the Bureau of Rehabilitation. This Bureau is now working with the Department of Mental Health to provide vocational rehabilitation for mental patients in each of the four state mental hospitals. There is widespread interest throughout the nation in this field, and I feel that this is a noble experiment with great potentialities."

7. Statistical Services Center

"Through the Division of Statistical Services, we in the Department of Education are attempting to provide professional and technical assistance in the field of statistics, including methods, techniques, and the development and use of forms and other data instruments for collecting, compiling, and evaluating statistical information; to provide data processing services, including assistance relative to the uses and adaptations of automatic data processing; and to establish a system for banking statistical information so that it can be quickly retrieved."

8. Improving the Image of Public Education

"Only a brief ten years ago, the profession and the public in a gigantic "grassroots" movement hammered out the framework of the Foundation Program which was subsequently enacted into law by the General Assembly. No other measure in our educational history has had greater influence in shaping the image of education in Kentucky and contributing directly to the individual professional profile. When so much has been accomplished in so little time, the profession can look forward with great

anticipation to new advances in education in the immediate years ahead. The Foundation Program has many built-in provisions which provide strong incentives for individual improvement."

9. Streamlining State Board Meetings

"As Superintendent I feel that more emphasis should be placed on important matters and less time spent on routine items. At the future meetings of the State Board of Education the members of the State Board should have more time to discuss important issues and problems facing Kentucky school systems. In order to accomplish this I have made certain recommendations with reference to the agenda for State Board Meetings."

3. Superintendent Butler Gives Views on "the Job Ahead for Education"

The story to give Kentucky a sound educational program has come to be known as "The Kentucky Story." In last month's issue of School News, I related The Kentucky Story. With this information as background material I will now focus attention on the job ahead.

Perhaps you are wondering why I talk so much about the Kentucky Story. My intention is not to brag about what has been accomplished during the past administration but to say something which might be helpful for educational leadership in the days ahead. Here are my reasons for relating the Kentucky Story:

First, the Kentucky Story points up the need for any state or school system to plan boldly for the future. It shows the importance of a sound plan and program to give direction. The Kentucky Story proves beyond a doubt that education in a state will never travel any faster than the people travel and the people will never move any faster than the educational leadership moves. This story shows the importance of courageous leadership and participation by the people. The Kentucky Story shows that the teacher is the key to a strong, united profession which leadership must have for a firm anchorage.

Another reason for relating the Kentucky Story is, of course, to show what will happen when leadership has a plan with united support from the profession and the public. It is true that unbelievable progress has been made in education in Kentucky under the Foundation Program which was enacted into law in 1954. Dr. R. L. Johns, nationally known authority of School Legislation and Finance recently stated, "The example of Kentucky could well be followed by many other states throughout the Nation."

The most important reason for telling "The Kentucky Story" to you is this one: Although Kentucky has made more recent progress than any state in this Nation, according to nationally known experts, and has been moving ahead of schedule, it is evident now that Kentucky is not moving fast enough to stand still in this space age. Despite the fact that Kentucky has been making maximum effort to meet the challenge of education, the school situation at the rate we are going will be more urgent in the near future than it was before we started. What is true in Kentucky is also true with the Nation. This is why the situation is urgent today.

WHY IS THE SITUATION MORE URGENT TODAY

There are some rather apparent reasons why the situation is one of utmost urgency, indeed, of crisis. First we are living in a rapidly changing world. It seems that everything is changing faster than education. The response of education to change on the broad front has been less spectacular than scientific and technological change, but not less meaningful to our society.

Yet, for some reason, there is more opposition to change in the field of education. The other day I heard a certain person say, "It is more difficult to change the curriculum in a school than it is to move a country graveyard." True, we get set in our ways. We think education should be the same as it was fifty years ago. We think that we should appropriate money for education just as money was appropriated in the past. This is not true with the road program—the national defense program. The response of the highway system and our national defense system to change has been more adequate than the response of education.

This leads me to the second point, namely, that we face a tremendous challenge. The future has always been a challenge, but no generation of teachers has ever faced a greater challenge than the present one of which you are a part. If we are to equal this challenge of the space age we must improve the quality of our educational program. At the rate we are now moving we will never get there. Let us all be reminded that either education in the decade ahead will more actively shape the course of change, or it will be dropped to a secondary role and, in turn, be shaped by the change teachers helped to bring about.

Philosophers and statesmen speak out boldly on the job ahead for education: Alfred North Whitehead, "We must produce a great age, or see the collapse of the upward striving of our race." G. Stanley Hall said, "Education has now become the chief problem of the world, its one holy cause. The nations that see this will survive, and those that fail to do so will slowly perish. . . . There must be re-education of the will

and of the heart as well as of the intellect; and the ideals of service must supplant those of selfishness and greed." Arnold Toynbee: "The big problems are on this planet, not in outer space. There's not much time to put this planet in order." H. G. Wells: "Civilization is a race between education and catastrophe."

Assuming my first two points are true, it would follow that we must somehow convey to the American people and to the youth of this country the importance of education. We hear a lot of talk today about a cold war—a struggle between Communism and Democracy for the minds of men—between a philosophy that holds that the individual exists for the state and a philosophy that the state exists for the individual. If this war is won by us it must be won in the classrooms throughout America. I believe our chances are good, if we choose the proper course of action and recognize the importance of education to our future. I hope we do this. To do less would be to abrogate our responsibility to our youth.

The importance of education is emphasized today more than ever before. My father could get along with just the three r's but a boy today can not do this. In the "good old days" an 8th grade diploma was considered sufficient—this is not sufficient today. Today a high school education is a pre-requisite to employment in almost all jobs. Our children will view a college education just as we viewed a high school education and even now a college education is an absolute necessity in most fields. Certainly education is more important to the Nation today than ever before. In this space age of science and technology we can ill-afford to financially suffocate our school system. The question is not what it will cost, but what will be the ultimate cost if we do not provide the necessary funds, because education is the only foundation on which a greater nation can be built. It seems to me that education in our Nation is at the crossroads. To paraphrase Robert Frost, "The road we select *will* make a difference." I sincerely hope that we receive the guidance and wisdom to select the correct road.

Never before in our history has there been such widespread discussion of public education as today. There is also widespread criticism. While we who are in education are well aware of this criticism, we have been reluctant to face it honestly. And because we have not yet met it fairly, this criticism has continued to grow.

There is a rumor going around that can't be true—that professional educationists have gotten a stranglehold on our school system and because of this our schools are gradually deteriorating, or to use a country phrase, "going to the dogs".

Some critics lump together all of the apparent weaknesses of public education, cry out loudly for quality education, and blame most of our ills on educational leadership. According to this group, the salvation of our school system lies in taking control from professional leaders and placing it in the hands of another group, more representative of the wishes of the people. In reality, the people now have control of education through the local boards of education elected by the people. But what this type of critic really wants is to place the leadership of education into the hands of another group more subservient to his wishes on matters of control and philosophy.

Herein lies the great danger. If this criticism of professional leadership is accepted by the people as being just and at face value, they will overlook a primary factor which really determines quality education. This factor is support for competent leadership. The danger lies in the fact that a large number of citizens who are misinformed and unhappy about education in general will follow this line of thinking and demand a change in leadership. This change will not improve the situation. The question frequently asked is: "Who should sing tenor in the quartet?" and Naturally the answer is: "The person who CAN sing tenor".

The third danger which I wish to emphasize here has to do with the cost of a quality program of education. I am thoroughly convinced that the public has never been made aware of the tremendous cost of quality education. If the critics succeed in blaming professional leadership, they will convince the public that the leadership of education needs to change hands. In doing this, they will blind the public to the real issue—the cost of quality education.

WHAT IS THE JOB AHEAD FOR THE TEACHING PROFESSION?

What is the job ahead for the teaching profession? As I see it the job ahead is to put education in America in its proper perspective. It is important that this movement be led by a strong united profession—well out in front of public opinion and crises such as the Sputnik affair. In order to accomplish the job ahead, and to equal the challenge, I am convinced that we must make the same order of radical change in our attitude toward education as we have made in our attitude toward defense.

First, the time has come to provide direction and leadership to educational problems in this Nation commensurate with the urgency of the situation. One of the urgent issues facing education is the strengthening of leadership at both local and state levels. A school system without leadership is like a ship without a helmsman—it's apt to wander all over the ocean.

The profession must have competent leadership and this leadership must have firm anchorage in the united support of the profession or else it will ever be weakened by the elements that have a natural hostility toward it. The profession must look toward its leadership. As Paul said in First Corinthians, "If the trumpet give an uncertain sound, who shall prepare himself to the battle." If the members of the teaching profession can not look to its own leadership, who shall prepare them for the job ahead. Educational leadership must be courageous. If everyone who got frightened by a storm could have turned the ship back to port the Indians would still own this country.

The Department of Education has been keenly aware of the importance of strengthening educational leadership, at both local and state levels. During the past four years Kentucky has made an all out effort to up-grade and improve the quality of educational leadership. Kentucky now has a continuing program of up-grading superintendents in-service.

Second, another urgent job facing education is the strengthening of the teaching profession. The time has come to empower the profession with the authority to protect and guarantee competent performance and ethical behavior of all members in the interest of both the public and the profession. I feel that the teaching profession has reached the age of maturity. It is now a mature profession. As a mature profession it must put forth a greater effort to improve its standards, assume more professional responsibilities, and protect and discipline its members. This means that the profession must be legally recognized because no profession has ever gotten to be recognized as such without some professional and legal sanctions. Look at the law profession, medical profession and many others that can invoke legal sanction.

It is true that only a quality profession can deliver quality teaching. No other single factor is as important in determining the quality of education as the quality of teaching. We can take pride in the fact that Kentucky recognized the importance of strengthening the teaching profession in 1962 when the Legislature passed an act establishing the "Professional Practices Commission".

Third, another big job ahead for the profession is to get people involved and make them aware of what must be done in order that this Nation may survive and flourish. Our educational effort today must not only be raised to meet the requirements for the present; it must be designed for an age which is coming.

We have learned that we are quite rich enough to defend ourselves whatever the cost. We must learn that we are quite rich enough to educate ourselves as we need to be

educated. We have always been able to find dollars that are needed to defend ourselves. However, in education we have not yet acquired that kind of will, but we need to acquire it and we have no time to lose.

For, if in the crucial years ahead, our people remain as unprepared as they are for their responsibility and their mission, they may not be equal to the challenge; if they do not succeed they may never have another chance to try again.

Fourth, the last big job is to plan boldly and to plan well for the future. The time has come for this Nation to start thinking seriously about a Foundation Program for education for the Nation. This challenge to educational leaders is stated forcefully in the Rockefeller Report, *The Pursuit of Excellence*. "We are moving into the most demanding era in our history. An educational system grudgingly and tardily patched to meet the needs of the moment will be perpetually out of date. We must build for the future in education as daringly and aggressively as we have built other aspects of our national life in the past."

The public must be made aware of the tremendous cost of the educational program. The thing that amazes me is that everybody wants a quality education program but nobody sees the correlation between quality and cost. Money may not be the number one cause of our trouble but it is way ahead of whatever is second.

CONCLUSION

I recall the day when I took office as Superintendent of Public Instruction in 1952. The school situation in Kentucky was deplorable. The road to educational progress was blocked and our school system was traveling the wrong road. My whole administration during my first term was largely dedicated to the task of getting education in Kentucky started on the right road.

In 1960 when I took office as Superintendent of Public Instruction for my second administration, I saw storm warnings flying. In looking back over the past four years the things I remember most are the investigations, studies, and reports. It seems that a storm of criticism hit the office of Superintendent of Public Instruction.

In early 1960 I detected a strategy designed to discredit the integrity of Kentucky educational leadership. The target was the office of Superintendent of Public Instruction. There was a move on the part of some people to change the course of the "good ship" Foundation Program.

My second administration has been dedicated to the task of keeping our school system on the right road.

Now that it's all over and the smoke of battle has cleared away, I can speak with a reasonable degree of authority. In 1952 we pitched our tent in the direction of a sound educational program for Kentucky. During the past four years the school system has come through a testing period. The significant thing about the period of testing is the fact that educational leadership kept its courage and perspective. As a result, the "good ship" Foundation Program weathered the storm and is still on its course.

B. Statements of Governor Combs on Education

1. Excerpts from Governor Combs' Message to the General Assembly at the 1960 Regular Session:

"During our campaign Mr. Wyatt and I promised an immediate and substantial increase in teachers' salaries. This budget will mean raises of \$900 this year and an additional \$200 more next year for most teachers with college degrees and somewhat smaller increases for other teachers. It provides an increase of \$5,600,000 during the next two years to put the teachers' retirement system fund in sound financial shape and to give retired teachers with 30 years of service a minimum of \$1,200 a year.

"As you know, I have proposed a central school building authority to help finance classroom building programs. As a second part of this program to correct the classroom shortage, the budget contains funds to increase the present capital outlay from \$400 to \$600 per classroom unit. It also includes an increase each year of \$900,000 for transportation and an additional \$3 million which will finance fully a free textbook program for the first eight grades and the beginning of a similar program for high school.

"At a later date I will ask you to make the Kentucky School for the Deaf a part of the Department of Education with its own independent advisory board. I recommend an increase of \$192,000 in the school budget to raise the salaries of teachers and to finance a major improvement of the school's plant."

2. Excerpts from Governor Combs' Message to the General Assembly, at the 1962 Regular Session, relating to Education:

"I think you agree with me that the average Kentuckian feels that education still is perhaps our most critical problem. I think you will agree with me that education is even more important now than ever before. I think it is even more true now than ever before that civilization itself is a race between

education and catastrophe. And the words of Thomas Jefferson were never more true, that if you expect a nation to be ignorant and free, you expect something that never was and never will be.

MINIMUM FOUNDATION PROGRAM:

"I think you will agree that it is the desire of the people that the Minimum Foundation Program for Education be fully financed. Appropriations to the Program in the 1960-62 budget were \$199.1 million. Increases within the legal framework of this program during the 1962-64 biennium will require \$221 million, an increase of almost \$22 million. During the last biennium the average school teacher in Kentucky received for the first year an increase in salary of \$900 per year; and for this present year an additional \$200 per year. But, even so, our school teachers are still underpaid. And I say that not for the benefit of the school teachers but for the benefit of the children of Kentucky. It is my desire—and I know yours—that salaries for Kentucky school teachers shall reach the national average as soon as possible. This budget makes as much progress in that direction as anticipated revenues will permit.

"Even though Kentucky in the year 1960 had the greatest increase in teachers' salaries throughout the nation, it is still a fact that we ought to remember that school teachers in Kentucky are still 38th in the nation in amount of pay. And, although we had—I think—the second greatest increase per capita in the nation, it is still a fact that Kentucky is 41st from the top in the amount of money that you and I pay for training and education of our children."

EDUCATIONAL TELEVISION:

"While educational television will never be a substitute for a dedicated school teacher, it can be used to improve the quality of teaching, especially in the field of adult education. The 1960 Legislature by resolution provided for a committee to make a study of this subject. The Speaker of the House of Representatives, Mr. Lowman, and Mr. Thomas Ray, a member in the last session, are chairmen of that committee. The Committee in its report has made a strong recommendation that immediate steps be taken to provide for educational television in Kentucky and to contract for those channels necessary to carry out the program. A request has already been made for a network of eight channels considered necessary to establish an adequate program in Kentucky. Pioneer work in this field already has been done by some of our educators. This is especially true on the part of Superintendent Van Hoose in Jefferson county. It is probable that legislation will be enacted by the National Congress making available federal

funds for those states which are able to qualify under this program. This is merely another instance of the importance of looking ahead in order that we may take advantage of federal programs.

"A state-wide program for educational television can be financed by the issuance of revenue bonds, should you enact very minor enabling legislation. \$50,000 is recommended in this budget for the Department of Education for preliminary planning. It is estimated that a revenue bond issue in the amount of \$6 million to \$8 million will be sufficient to implement this program in our state."

3. Excerpts on Education from Governor Combs' Report to the People of Kentucky—November, 1963:

"Since 1960 public education has made the greatest gains in the history of Kentucky. More new classrooms have been built than ever before in a four-year period; the loss of teachers to other states is slowing to a trickle; standards for teacher qualifications have been raised; a comprehensive network of vocational schools is being established; 10 community colleges will make higher education available to local areas; and the spadework is completed on what will be the most comprehensive educational television network in the United States.

"In 1959 educational opportunities in Kentucky were far below acceptable standards. Many schools were old, outmoded, and overcrowded; the one-room school was still commonplace; teachers' salaries were low; many teachers were not adequately prepared for their job, and over half the new teachers graduating from Kentucky colleges were going to other states to teach; vocational education was not generally available; and institutions of higher education needed more facilities to handle increasing enrollments.

"In the four-year program of this Administration, education received top priority because the needs in this area were greatest. State financial support for the over-all expansion and support of Kentucky's education system has increased 84 per cent over the previous four years. All new elementary teachers qualifying for full certification now must hold a college degree, and teachers' salaries have been increased an average of \$1,185 annually.

"The result is a dramatic improvement in school facilities; an expanded curriculum to help meet the demands of today's technological age; and a rapid increase in the quality of classroom instruction. . . .

"The total result is that Kentucky, long at the bottom of the educational ladder, today is leading the nation in many

areas of educational progress. Here are some of the highlights of the four-year advance:

1. A total of 4,653 new elementary and high school classrooms have been built for Kentucky's children.
2. Better-qualified teachers are improving the quality of classroom instruction and enabling schools to improve curricula.
3. Seven new vocational schools are part of the plan to make vocational education available to all Kentuckians.
4. Educational television network will be nation's most extensive.
5. New buildings at the State schools for the blind and the deaf will improve educational facilities for the handicapped.
6. Construction of five additional community colleges will make higher education available in local areas.
7. Largest building program ever initiated at the University of Kentucky and the State colleges provides for rising enrollments, expanded curricula.
8. Administrative reforms help to strengthen Kentucky's educational system".

III. SCHOOL LEGISLATION

During the Second administration of Superintendent Butler, much important school legislation was enacted:

A. By the 1960 Regular Session:

1. State Appropriation from General Fund

The Executive Budget Bill appropriated from the General Fund for all types of Education: \$129,134,265 for 1960-61, and \$141,996,145 for 1961-62. The appropriation administered by the Department of Education was: \$102,153,915 for 1960-61; and \$109,718,125 for 1961-62.

2. Exceptional Children

KRS 157.305 sets forth conditions whereby existing private schools may qualify as state schools for exceptional children; provides for prior approval by the State Board of Education of the governing body, program, personnel, and facilities; authorizes aid at the rate of \$100 per exceptional child in average daily attendance; and appropriated out of the General Fund \$75,000 for each of the fiscal years 1960-61 and 1961-62.

3. 4-H Activities Credit

The General Assembly authorized school attendance credit for pupils participating in 4-H Club educational activities.

4. Public Education Commission

The General Assembly created a Commission on Public Education as an independent agency; directed the commission to study problems and evaluate programs of public education; authorized appointment by the commission of an executive committee to act in its behalf; authorized \$25 per diem plus expenses for members attending meetings; appropriated to the commission from the General Fund, \$10,000 for the remainder of fiscal year 1959-60 and \$75,000 for each of fiscal years 1960-61 and 1961-62.

5. Public School Authority

KRS 162.510-162.620 authorized a Kentucky Public School Authority as a public corporation, to assist county and independent school district boards of education in financing public school undertakings; provided for membership, succession, and other items of administration; authorized financing of projects in the manner authorized for cities and counties as provided in KRS 162.120 to 162.300; and exempted the authority from control by the State Property and Buildings Commission, and from provisions relating to the custodianship of documents by the Secretary of State.

6. School Foundation Law

The General Assembly revised the School Foundation Law; increased the minimum school term from nine scholastic months to 185 days; changed the requirements for the allotment of classroom units, or fractions thereof; amended the allotment formula for directors of pupil personnel; revised the transportation formula to reflect population density and actual costs of operation; raised the minimum rank in which emergency teachers may be classified; increased the minimum salary for the top three ranks by \$900 for the first year and \$200 for the second year of the biennium; increased the amount to be included for other current expenses from \$600 to \$900 per classroom unit and for capital outlay from \$400 to \$600 per classroom unit; increased the minimum state allotment to local districts from \$80 per student in average daily attendance to \$120 in fiscal year 1960-61 and \$125 in fiscal year 1961-62; provided that no district shall receive an allotment increase of less than \$35 per student in average daily attendance.

7. Teachers' Certificates

The General Assembly repealed KRS 161.130 to remove the fees charged for teachers certificates.

8. Teachers' Retirement System

The General Assembly amended KRS Chapter 161, relating to the Teachers' Retirement System; extended the annual

salary computation data from July 1, 1954 to July 1, 1955; authorized \$25 per diem for members of the Board of Trustees; removed the \$10,000 limit on the salary of the board secretary; permitted servicemen to retain membership; permitted withdrawn members, or teachers who entered as "new" teachers or who declined membership, to regain credit; required all members to pay a rate of five per cent instead of graduated rates; limited the state's contribution to 30 years; permitted retirement after 20 years' service; increased the minimum allowance from \$18 to \$40 multiplied by service credit years; eliminated the maximum number of years and the \$630 minimum retirement allowance; increased from \$18 to \$40 per service credit year the minimum annual allowance of teachers retiring at age 60 by reason of disability; prohibited credit for substitute teaching unless authorized by Board of Trustees rules.

9. Television Study

The General Assembly directed the Legislative Research Commission to study the possible uses of television in the educational system of the Commonwealth.

10. Textbooks

The General Assembly provided for free textbooks for grades one through eight in the model and practice schools at the University of Kentucky and the state colleges, and for public school pupils with impaired vision in grades one through 12; authorized the State Board of Education, upon the recommendation of the Superintendent of Public Instruction, to prescribe rules and regulations to govern adoptions, purchases, and eligibility.

11. Division of Surplus Property

The General Assembly abolished and transferred functions, personnel, funds, and property of the Division of Property Utilization to a Division of Surplus Property established in the Department of Education; authorized the division to administer the surplus property program under the Federal Property and Administrative Services Act of 1949.

12. Kentucky School for the Deaf

KRS 167.015 and other sections directs the State Board of Education to manage and control the Kentucky School for the Deaf at Danville; establishes a five member advisory board appointed by the Governor; and makes other minor administrative changes.

B. By the 1962 Regular Session:

1. The Executive Budget Bill appropriated from the General Fund for all types of Education: \$153,081,052 for 1962-63, and \$159,727,160 for 1963-64. The appropriation of funds adminis-

tered by the Department of Education for the Department and the Minimum Foundation Program was \$114,850,310 in 1962-63, and \$118,787,298 in 1963-64.

2. Commission on Public Education

The General Assembly appropriated \$35,000 to the Commission on Public Education for fiscal years 1962-63 and 1963-64; required the Legislative Research Commission to provide clerical, accounting, and other housekeeping services to the Commission on Public Education; authorized interaccount charges on an actual cost basis; required that the membership of the Commission include one member of the General Assembly at all times.

3. County Boards of Education

The General Assembly amended KRS 160.280 to limit the expense reimbursement and the per diem allowed members of county boards of education incurred within the district to \$200 per annum; permitted board members to be reimbursed for actual and necessary expenditures incurred outside the district in the performance of their duties authorized by the board.

4. Deaf-Blind Children

The General Assembly authorized the Department of Education to expend funds to send deaf-blind children to any school or institution within or without the Commonwealth which provides a qualified educational program for such children.

5. Exceptional Children

The General Assembly amended sections of KRS Chapter 157 to expand the educational program for children classified as exceptional, physically handicapped, speech defective, educable mentally handicapped, or trainable mentally handicapped; required school boards with eight trainable children to establish special education classes upon parents' petition; established provisions under which school boards may set up such classes; permitted districts with small numbers of exceptional children to contract with other districts for special education programs, and for their transportation; required the Superintendent of Public Instruction to employ four additional supervisors to test and classify the mentally retarded and to supervise programs for all other exceptional children; transferred from the school foundation program \$175,000 for the 1962-63 fiscal year and \$350,000 for the 1963-64 fiscal year, and from the general fund, \$175,000 for the 1962-63 fiscal year and \$350,000 for the 1963-64 fiscal year to accomplish

the purposes of this act; repealed KRS 157.300, which relates to payment by State of excess per capita cost of educating handicapped children.

6. Professional Practices Commission

The General Assembly established a Professional Practices Commission of 12 members to establish and administer criteria for professional performance by teachers and to recommend to the State Board of Education or other agencies appropriate action based upon its findings.

7. Rehabilitation Agency

The General Assembly amended KRS 163.150 to authorize the State Rehabilitation Agency in the Department of Education to make surveys to determine vending stand opportunities for blind persons on state owned or leased property; required payment of all income from vending machines on the same property as such stands to the blind operator; provided means for settling conflicts of interests between state agencies seeking to vend merchandise on the same property.

8. Removal or Suspension of School Officials and Teachers

KRS 156.132-156.146 authorized the Superintendent of Public Instruction or the State Board of Education to recommend in writing, the removal of any public school officer or teacher guilty of immorality, misconduct, or willful neglect of duty; authorized the State Board of Education to suspend any district board member or superintendent of schools for like reasons, upon recommendation in writing by the Superintendent of Public Instruction, or by majority vote in the state board; permitted the state board to suspend a district superintendent under certain conditions if the district board fails to act; provided for appeal and method thereof by the suspended officer to the board and to the courts; required the state board to fill vacancies until suspended officer can be replaced by normal means; authorized the Attorney General to take actions to recover improperly allowed funds when so recommended by the Governor, Auditor of Public Accounts, or Superintendent of Public Instruction; vested jurisdiction of actions in the circuit court of the county containing the school district; provided for selection of judge and attorneys; Established a State Committee for School District Audits composed of the Governor or his representatives, the Attorney General, and the Superintendent of Public Instruction; required audits of each board at least once every two years, the expense to be borne by the board and the committee; authorized the Auditor of Public Accounts to institute school board audits and required report to him of same; provided for selection of auditors, reports, and audit procedures; made

obstruction of audits or examinations a high misdemeanor, and provided penalties; authorized the state board to secure price contracts and regulate purchases; amended KRS 156.030 to permit the state board to elect its chairman from its members; amended KRS 156.060 to require the board to meet at least once every three months; required special meetings to be held within 20 days from date of request for meeting; raised from \$10 to \$25 the per diem for board members; made provisions relating to board organization effective January, 1964, except that the requirements governing board meetings are effective July 1, 1962; prohibited discrimination against teachers and other school employes; provided penalties for violations; amended KRS 157.390 relating to teachers rank; established a Teacher Education Scholarship Board effective July 1, 1966, to grant scholarships to teachers to further their education, and permitted scholarships to be awarded to teachers in the 1962-64 biennium, not to exceed \$200,000, this provision to be effective at any time that the funds become available from unexpended portions of the Foundation Program Fund; amended KRS 158.070 to change the minimum school year from nine months to 185 days, and regulated school holidays; repealed KRS 156.110 which had provided for removal of school board members and public school officials.

9. Teachers' Retirement System

The General Assembly amended sections of KRS Chapter 161, relating to the Teachers' Retirement System, to include administrative staff of the system within the meaning of "teacher;" established the office of Executive Secretary to the Board of Trustees; required actuarial study of the system each ten, instead of five years; authorized investment of system funds in securities guaranteed by federal agencies, and in industrial revenue bonds providing that the corporations financed by such bonds have stock listed on a major New York exchange, have income of at least twice the lease requirements, and have assets, capital, and worth of a specified value; authorized investment of 60, rather than 40, per cent of assets; authorized credit for prior service for any regular service prior to July 1, 1940; deleted authorization for transfer of retirement by teachers moving to non-educational state welfare institution; authorized survivors' benefits and set forth payment method and amounts; revised retirement age provisions and methods for determining retirement allowance; specified sections effective July 1, 1962.

10. Salaries, School Employees

The General Assembly repealed KRS 64.600 to remove salary limitations on school officers and employees.

11. School Buses

The General Assembly amended KRS 189.340 to delete the provisions which prohibit a vehicle being driven on the left side of a roadway when approaching the crest of a grade, a curve where view is obstructed, a bridge, viaduct, tunnel, or railroad crossing; amended KRS 189.450 to prohibit school buses or other common carriers from stopping in a no-passing area as described in KRS 189.340 (5).

12. School Entrance Age

The General Assembly amended KRS 158.030 to change from December 30 to December 31 the date after the beginning of school by which a child must have reached its sixth birthday in order to be eligible for school entrance.

13. School Tax Payments

The General Assembly amended KRS 157.380 to provide a method whereby the school board in school districts which receive at least 15 per cent less in deferred taxes than they would receive if tax payments were on a current basis may receive an adjusted assessment on property from the Department of Revenue.

14. Sick Leave, Teachers and Officials

The General Assembly amended KRS 161.155 to extend teachers' sick leave provisions to school superintendents, supervisors, and attendance officers.

15. State Board

The General Assembly recognized the State Board of Education as an educational agency and instrumentality of the Commonwealth; amended KRS 156.010 and 156.070 to confer upon said board certain powers for establishing area vocational schools, for establishing television in aid of education, and other proper functions.

16. Teachers' Retirement

The General Assembly permitted upon service retirement, a member of the Kentucky Employees Retirement System, the County Employees Retirement System, the Teachers Retirement System, or person in the service of the United States government to obtain credit for all or any part of the service otherwise creditable under the other systems on payment of amount such service would increase liability of system to which he belongs, the amount paid to be considered accumulated contributions of member; required payment by members of actuarially determined amounts equal to increased liability of the particular system; prohibited credit for same period of service in more than one of these systems.

The General Assembly authorized payment of \$40 per month for teachers who have reached the age of 70 as of July 1, 1962, and have taught 10 or more years prior to July 1, 1940, and are not otherwise qualified to receive payment from the Teachers' Retirement System.

17. Educational Television

The General Assembly established a network of educational television production facilities and stations; provided for the management, control, and operation thereof in the public interest by creating for that purpose a corporate agency and instrumentality of the Commonwealth to be known as the Kentucky Authority for Educational Television; prescribed its membership, organization, functions, and powers.

IV. ORGANIZATION OF THE DEPARTMENT OF EDUCATION

A new organization pattern was introduced by Superintendent Butler on taking office for his second term in 1960. The many activities and services of the Department were organized into two sections of Administration and Instruction with an assistant superintendent in charge of each section.

In the second biennium, to meet emergencies and changing conditions, several changes were required in the original organization structure. The division changes, some of a temporary nature, were mainly in central services. The subsequent reorganization of divisions, as of 1963, is shown in the following outline of bureaus and divisions:

1. Non-Bureau Divisions and Schools

Division of Guidance Services, Division of Finance Services, Division of Research Services, Kentucky School for the Deaf, and Kentucky School for the Blind.

2. Bureau of Administration and Finance

Division of Buildings and Grounds, Division of Finance, Division of Pupil Transportation, Division of Statistical Services, Division of Surplus Property, and Coordinator N.D.E.A.

3. Bureau of Instruction

Division of Instructional Services, Division of Teacher Education and Certification, Division of Special Education, Division of Textbooks and Instructional Materials, Division of School Lunch, and Division of Civil Defense.

4. Bureau of Rehabilitation

Division of Rehabilitation Services, Division of Disability Determination, Division of Services for Blind, and Kentucky Industries for Blind.

5. Bureau of Vocational Education

Division of Agricultural Education, Division of Education for Veterans, Division of Home Economics Education, Division of Trade, Distributive and Industrial Education, and Division of Adult Education.

Educational Progress: 1960-64

V. BUREAU OF ADMINISTRATION AND FINANCE

A. Division of Building and Grounds

A dramatic rise in school construction was recorded during the 1960-64 administration of Superintendent Wendell P. Butler. As a result of the increase in capital outlay funds appropriated at the 1960 session of the Legislature, construction of new buildings more than doubled in 1960-61 over 1959-60. The higher level was continued through the four years.

During the 1960-64 period, these accomplishments in the area of site acquisition and capital construction were reported by the Division of Buildings and Grounds:

TYPE OF IMPROVEMENT	FOR SCHOOL YEARS:				Totals
	1959-60	1960-61	1961-62	1962-63	
Number of New Sites Purchased.....	38	34	39	40	151
Number of Acres in New Sites.....	373	657	485	695	2,210
Number of Addition to Sites.....	23	38	34	30	125
Number of Acres in Additions.....	61	231	189	89	570
Number of New Elementary Bldgs.....	30	27	33	34	124
Number of New H.S. Buildings.....	5	15	8	16	44
Additions to Elementary Bldgs.....	44	59	62	48	213
Additions to High School Bldgs.....	20	25	28	43	116
Improvements to Buildings.....	259	265	140	118	782

The cost summary of sites, additions to buildings and new buildings was reported as follows:

TYPE OF CAPITAL EXPENDITURES	COST OF SUMMARY BY YEARS:				Total
	1959-60	1960-61	1961-62	1962-63	
New Sites	\$ 780,851	\$ 1,352,798	\$ 1,427,445	\$ 976,878	\$ 4,537,972
Additions to Sites	386,655	746,139	709,000	295,150	2,136,944
Improvements to Sites.....	344,708	435,904	930,189	331,652	2,042,453
New Buildings	11,252,093	23,925,217	17,409,254	25,218,779	77,805,343
Additions to Buildings.....	6,060,860	7,104,359	10,771,128	14,642,882	38,579,229
Building Improvements	2,059,651	2,029,585	2,736,803	2,691,912	9,517,951
Equipment	1,407,395	2,150,808	2,457,508	1,131,316	7,147,027
TOTAL	\$22,292,213	\$37,744,810	\$36,441,327	\$45,288,569	\$141,766,919

The average expenditure of approximately \$35.5 million per year for the 1960-64 period exceeded the highest previous year of 1956-57 by ap-

proximately four million dollars. Reflected in these data are the increased local efforts of many school districts to provide modern school plants to house expanded school programs for Kentucky youth.

B. Division of Finance

The Division of Finance has as its major duties and responsibilities the administration and supervision of the following functions: (1) budgeting—general and close estimate budgets, (2) administration of the salary schedule, (3) supervising the financial program in the local school district, (4) bonding of treasurers and depository institutions, (5) analysis of revenue bonds for school construction, and (6) analysis of monthly and annual financial reports from local districts.

During the four-year period of Superintendent Butler's second administration, the Division expanded its services to local school districts and made significant contributions to the improvement of local school finance programs and fiscal management. Among the Division's many developmental activities were:

1. Worked with a State Committee on School District Audits set up under State Department of Education leadership to study school district auditing practices and to recommend policies and procedures to be followed by certified public accountants in making independent audits of school accounts. The recommendations of this committee, in large measure, were included in the new State School Audit Law enacted by the General Assembly in 1962.
2. Following up the recommendations of the State Committee, the Division secured approval of the State Board of Education to establish a program of supervision of local school finance by state and district accounting supervisors.
3. Worked with bureaus and divisions to coordinate related aspects of the several programs and improve over-all efficiency of the department in working with local school districts.
4. Made substantial gains in improving reporting practices by local school districts, the analysis and verification of data, and the reporting of financial data of interest to local school districts and the public.

C. Division of Pupil Transportation

The development of Pupil Transportation from the very beginning of this public school service has paralleled the continuing pattern of consolidation and building of new and larger school centers throughout Kentucky. This growth and expansion received its greatest impetus under the Foundation

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33 Totals

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213
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782

buildings

Total

4,537,972
2,136,944
2,042,453
77,805,343
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9,517,951
7,147,027
141,766,919

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Program, and particularly in the 1960-64 period when many accomplishments were recorded. This progress was facilitated by revisions in the Minimum Foundation Program Law and regulations of the State Board of Education:

New formula for calculating allotments for pupil transportation. Under the revised pupil transportation allotment formula law KRS 157.370 implemented in June, 1960, the biennial Report for 1963 stated:

"Money is allotted on the Average Daily Attendance of pupils actually transported a mile or more to school. This entitles a district to receive money for the service it actually performs. This offers an incentive for good school attendance."

Major Accomplishments and Activities

1. **Saving on school bus purchases.** A breakthrough in the State plan for cooperative purchase of school buses through price agreements established by the Superintendent of Public Instruction enabled the local school district to save approximately \$750,000 on school buses for the two years, 1962 and 1963. These savings were mainly due to the large decrease in the price of school bus bodies.

This saving also contributed to the purchase of some 100 more buses in 1963 than were normally purchased in previous years, due largely to more favorable state bids as reflected in the following prices for the most used capacity— a 60 passenger bus:

Year of Purchase	Chassis Price	Body Price	Total Price	Price of Reduction
1960	\$2,677 [#]	\$3,013 [*]	\$5,690 [*]	\$
1961	2,657	3,086 [*]	5,743 [*]	
1962	2,638	2,096	4,734	1,019
1963	2,567	2,057	4,624	110

[#] All prices rounded to nearest dollar.

^{*} In 1960 and 1961 the districts bought school bus chassis through **State Bids** and bus bodies through **local bids**. The chassis price for these two years is the price delivered to one particular body plant. The bus body price under local district bidding in 1960 and 1961 is the average price bid to fifteen representative districts.

2. **Expanded liability insurance coverage.** In response to national trends and recommendations of the Division, a majority of school districts increased their Liability Insurance Coverage up to a maximum of \$300,000 for any one accident. Also, in 1963, the Division recommended that Medical Payments Coverage of \$1,000 per person be added. Most of the districts now have this coverage.

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3. **Increased Division services to local districts.** One field supervisor was employed in January, 1963. This was the first increase in staff for the division since it was established in 1948 with a director only. The increased need for supervision was further partly alleviated by the addition of a second supervisor in September, 1963.
4. **Improved delivery of new school buses.** "Through placing the orders earlier, improvement in purchase order, procedures, and close checking of production schedules, all 350 of the school buses purchased within the guaranteed period in 1963 were delivered on time ready for use when school opened in the Fall."

D. Division of Statistical Services

1. On February 13, 1959, the Kentucky Department of Education inaugurated "A State Plan for Improvement of Statistical Services." This action marked the first official step at the state department level in Kentucky to implement Title X of Public Law 85-864, popularly known as the National Defense Education Act. The United States Office of Education approved the Kentucky "State Plan" on February 19.
2. After Mr. Wendell Butler became Superintendent of Public Instruction in January of 1960, it was decided that automatic data processing should be a separate division of the Department of Education rather than be a part of the Division of Records and Reports. The name "Division of Statistical Services" was assigned, although it was not made official until later.
3. The first machines did not arrive until January, 1961, although before that time one operator had begun punching cards on machines made available by another department. By February of the same year, the Division had obtained one card punch machine, one card verifier, a sorter, and a numeric collator.
4. A combination of circumstances caused numerous difficulties as the school year 1961-62 began. In addition to being without a director, the Division had to contend with other resignations, and with a new policy in state government of abolishing positions when they became vacant. Although this employment "freeze" was temporary, the Division of Statistical Services was severely handicapped at a time when its new projects were to go into operation. Yet, personnel of the Division gained valuable experience, and carried out, in limited scope, certain plans that had been projected for 1961-62.
5. A milestone during this period was the decision to construct a room in the basement of the State Office Building to house the data processing machines of the Division. Early in Jan-

uary, 1963, the machines were moved to the new quarters. Additional storage and work space, improved production, and higher morale resulted from this change of location.

6. Although the Division of Statistical Services struggled through a long period of problems of space and staff, its accomplishments have been numerous. Furthermore, basic data have been collected, procedures have been developed, and forms and techniques have been tested. The foundation work has been done. Progress in the future should be rapid.
7. In August, 1962, the Division of Records and Reports was merged with the Division of Statistical Services. On November 1, 1962, the position of Supervisor of Attendance and Pupil Personnel was transferred from the Division of Instructional Services to the reorganized Division of Statistical Services. This reorganization served to consolidate the related programs for the improvement of attendance, all pupil accounting, and the verification of pupil personnel units into one comprehensive administrative unit.

E. Division of Surplus Property

Prior to 1960, the Division of Surplus Property was operated under an Executive Order of the Governor and regulations of the State Board of Education. By an Act of the 1960 General Assembly, the Division was legally made a part of the State Department of Education and officially named Division of Surplus Property.

A steady increase of utilization of surplus property had continued up to 1961, leveling off about March, 1961. The acquisition cost of surplus property and handling charges by biennial periods were as follows:

Fiscal Years	Acquisition Cost, Property Received	Handling Charges Received
1959-61	\$11,142,905.00	\$602,223.00
1961-63	6,833,118.00	450,516.00

While the volume of personal property handled had declined during the second biennium the real property section increased in importance and responsibilities during 1961-63. The Division assisted Federal agencies in the transfer of real estate and related personal property valued at \$3,314,322.00 which was declared surplus within the State.

During the four-year period, 1960-1964, emphasis was placed on broadening the utilization of surplus property for instructional supplies for classroom teachers. Assistance was provided through in-service workshops, a surplus mobile van display, and related exhibits showing adaptations of surplus property to classroom use.

F. National Defense Education Act: Title III

Funds from Title III were used to strengthen instruction in science, mathematics, and modern foreign languages. The approved activities for the four-year period are summarized by number and costs for the two biennial periods:

Period	Science Projects Approved	Math. Projects Approved	MFL Projects Approved	Approved Cost of Science Projects	Approved Cost of Math. Projects	Approved Cost of MFL Projects
1959-61	1,320	618	300	\$4,429,317	\$ 806,074	\$ 745,045
1961-63	2,145	629	372	3,864,065	619,728	579,834
TOTALS	3,465	1,247	672	\$8,293,382	\$1,425,802	\$1,324,879

Total actual expenditures for the biennium 1959-61 were \$4,221,596; the second biennium, \$3,798,366. All expenditures were matched: 50 per cent Federal funds, and 50 percent local funds.

Excerpts from official reports:

Major contributions of Title III to the three instructional programs were summarized as follows:

1. The most pronounced changes have been in modern foreign languages instruction. The major change was the installation of a complete language laboratory in fifty high schools during the first biennium. Before NDEA, Kentucky schools had none. A second change was the introduction of foreign languages in a number of elementary schools at as low as the third grade.
2. Science projects accounted for 64 per cent of all projects for the four-year period. The total cost for science projects accounted for 75 per cent of the \$8,019,962 invested in capital improvements, equipment, and instructional materials for the four years, 1959-1963.
3. In the field of mathematics, instructional equipment has been placed in almost every elementary classroom and high school mathematics classroom across the state.
4. In the 1961-63 biennium, 95 per cent of the school districts in Kentucky had projects approved. At the end of Fiscal 1963 there remained only three districts, enrolling a total of 842 children, that had never participated.
5. In addition to the procurement of laboratory equipment and materials, audio-visual equipment was eligible for purchase under Title III. A large part of the funds have been used for motion picture projectors, filmstrip projectors, overhead projectors, television receivers, tape recorders, and record players to be used in all three subject fields.

6. Nearly 10 per cent of the funds have been expended for library and reference books in all three fields.

VI. BUREAU OF INSTRUCTION

A. Division of Instructional Services

The major programs and activities of the Division of Instructional Services during the 1960-64 period were directed toward the improvement of educational opportunities and the quality of instruction in general education from kindergarten through grade twelve in elementary and secondary schools.

1. Elementary Education

There was a concerted effort to improve the quality of instruction in the elementary schools. Perhaps the greatest achievement during this period was the expanding program of supervision and recognition accorded elementary schools through a state-wide plan of accreditation for schools with eight or more teachers.

The scope of this program and the progress made from 1959-60 to 1962-63 were reflected in the changing classification pattern of elementary schools of eight or more teachers for these two years:

School Year	Standard	Provisional	Approved	Total
1959-60	201	545	118	864
1962-63	359	415	173	947

During this period, eighty-three additional elementary schools were brought into the state accreditation plan. This was accomplished through consolidation, expanding enrollments in schools of less than eight teachers, and improvements in quality of program to the point where borderline schools could meet the state's minimum requirements.

The progress made by Kentucky school districts in the consolidation of many small elementary schools into larger and more efficient units was a further significant advance in elementary education during the second administration of Superintendent Butler.

Size of School	Number of Elementary Schools		Net Change
	1958-59	1962-63	
1-teacher	1382	853	—529
2-teacher	434	285	—149
3-teacher	149	113	— 36
4-teacher	126	102	— 24
5-teacher	57	53	— 4
6-teacher	68	76	+ 8
7-teacher	27	49	+ 22
Totals	2243	1531	—712

2. Secondary Education

Significant gains in secondary education for this period were made in: (1) expansion of educational opportunities, (2) tremendous growth in enrollment reflecting increases in school-age population and holding power, and (3) improvement of instructional program.

a. Growth in enrollment

Four-year enrollment in all high schools increased from 151,025 to 189,466, distributed as follows:

School Year	Enrollment in Grades 9-12				Total
	Grade 9	Grade 10	Grade 11	Grade 12	
1959-60	45,594	38,455	36,346	30,630	151,025
1962-63	60,467	56,691	42,767	29,541	189,466
Net change	+14,873	+18,236	+6,421	-1,089	+38,441

The variability in enrollment growth by grades reflected the changing birth rate in the post World War II period.

Including the seventh and eighth grade enrollment in high school organizations, the total high school enrollment in 1959-60 was 195,177; in 1962-63, the enrollment had increased to an all-time high of 233,462.

b. Consolidation

Growth in enrollment accompanied by consolidation of small units has increased the size of high schools and reduced the total number of units in the state.

High schools reached an all-time high of 848 units in the school year 1934-35. The trend toward consolidation, started in 1935-36, has continued to shift toward fewer and larger units each succeeding year and through the present four-year period, 1960-64:

School Year	Number of Complete High Schools by Size Groups						Total
	0-99	100-199	200-299	300-499	500-999	above 1,000	
1959-60	48	120	93	124	66	19	470
1962-63	38	83	79	119	94	39	452
Net change	-10	-37	-14	-5	+28	+20	-18

The changing pattern of high school organization was accompanied by additional programs and services to more nearly provide for the needs of all youth. The broadened program and higher requirements for high schools are reflected in the classification of schools for 1960-64:

Classification	1959-60	1962-63	Net change
Comprehensive	24	48	+24
Selective	2	3	+ 1
Standard	173	205	+32
Provisional	213	170	-43
Incomplete	10	11	+ 1
Emergency	76	45	-31
Temporary	29	24	- 5
Totals	527	506	-21

In 1959-60, there were 412 fully accredited and 115 conditionally accredited high schools; in 1962-63, there were 426 fully accredited and 79 conditionally accredited high schools.

3. Supervision in Special Areas

The program of **health-safety and physical education** was expanded to reach more students. Bulletins were published on "Health Policies and Procedures" and "A Dental Health Guide." Driver Education received increased support. The major emphasis was on physical fitness which stimulated both improved and expanded physical education programs. The LaRue County Physical Fitness pilot programs received national acclaim. The main problem in the way of most schools was lack of adequate facilities to provide a complete program for all students.

The **music education** program continued to grow both in terms of numbers and breadth of program. There was a substantial increase in offerings in general music, music history and music appreciation. Major advancements in the music program during this period were: (1) improvement of the elementary program, (2) sharp increase in full-time music teachers, and (3) more and better qualified music teachers.

Art education. In 1959-60, there were 166 special art teachers in the public schools, and 18 in the private schools. In 1962-63, there were 258 special art teachers in the public schools, and 30 in the private schools.

The allotment of ASIS units for art education reflected this growth. The 97.2 units in 1959-60 had increased to 189.6 in 1962-63.

Types of courses offered in the 184 high schools in 1962-63 were: General Art I, 277; General Art II, 75; Special Art I, 26; and Special Art II, 11 schools.

An increasing number of elementary schools had art supervision or other consultant help in planning and aiding the classroom teachers in integrating creative learning experiences in the daily learning program.

Library Services. Noteworthy expansion and improvement of library services were made during the 1960-64 period. In 1959-60, there were 390 librarians in public and private schools; in 1962-63, the number was 627 or an increase of 61 per cent. The number of librarians with 18 hours or more of library science increased from 463 librarians in 1959-60 to 627 librarians in 1962-63.

The major advances in library services were made in the elementary program. During the 1959-60 school year, there were 103 qualified elementary librarians, and in 1962-63, this number had increased to 214, or an increase of 57 per cent.

Increased appropriations for both elementary and secondary schools were made by all types of districts and private schools:

School Year	Average Expenditure per pupil	
	Elementary	High School
1959-60	\$0.57	\$1.46
1962-63	1.29	1.93
Increase	0.72 (126%)	0.47 (32%)

Kindergarten-Nursery Education

In 1956 the General Assembly authorized the Superintendent of Public Instruction to supervise the operation of private facilities for children under six. Permits were issued and programs supervised according to regulations of the State Board of Education. In 1962 legislation was enacted which placed the licensing of Day Care Centers under the Department of Child Welfare.

Part-time supervision by the State Department of Education was provided to November 1962. At this time, the program was expanded to provide full-time supervision for Kindergarten-Nursery Education which included private kindergartens, nursery schools and day care centers. In 1962, sponsorship of the centers which enrolled 5,732 children was as follows: privately operated, 69; church sponsored, 91; and operated by civic groups, 22.

The status of the Kindergarten-Nursery Program in the school year 1962-63 by type of organization was:

	School Districts	Number of Schools	Number of Teachers	Enrollment
Separate units		182	359	5,732
Units operated by				
Non-public Schools..	9	23	24	724
Federally Supported				
Schools	2	9	19	1,114
Public Schools	12	16	23	1,185
Totals	23	230	425	8,755

Science Education

Supervision in science education was provided by two supervisors. Major emphasis during the four-year period was devoted to: improving science curricula, in-service activities and institutes, and consultant services on laboratory facilities.

In 1962-63, it was estimated that 75 per cent of public high schools had well-equipped science laboratories, 10 per cent, partially equipped, and 15 per cent with no facilities and a limited amount of equipment. The impact of the National Defense Education Act on the improvement of science facilities in elementary and high schools was noted under the National Defense Education Act report.

B. Division of School Lunch

Since the enactment of the National School Lunch Law in 1946 as a measure of national security and economy, the Kentucky program has expanded in quantity and quality to the point where it is fully recognized as an indispensable part of the educational program.

The magnitude of the program and its potential for health and education is indicated in a four-year summary:

Year	NSLP Allocation to Kentucky	No. Schools Participating	Total Lunches Served	Total Lunches Served Free	Avg. Daily Child Participation
1959-60	\$2,468,844	1,414	56,148,151	7,040,642	337,564
1960-61	2,410,192	1,444	60,129,128	8,031,365	355,224
1961-62	2,353,772	1,446	62,543,267	8,440,005	367,579
1962-63	2,756,775	1,593	65,719,866	8,937,901	392,423

In 1954, the National School Lunch Program was supplemented by the National Agricultural Act which established the Special Milk Program. The Federal reimbursement or incentive payments for the use of milk were made available to any and all types of schools of high school grades and under, as well as kindergartens, nurseries, summer camps and other child-care institutions. These payments made it possible for the participating units to inaugurate or expand milk services by offering milk to children at reduced prices or by increasing milk consumption by other methods.

The scope of this program and its value to the health and welfare of Kentucky children may be realized, in part, by the

Division report for this activity for the four-year period, 1960-64:

Year	SMP Allocation to Kentucky	Number Units Participating	Number ½ pints milk served
1959-60	\$1,334,032	1,613	35,949,093
1960-61	1,441,119	1,690	38,352,658
1961-62	1,635,016	1,962	43,627,996
1962-63	1,674,736	1,974	45,258,380

From the combined data for the National School Lunch Program and School Milk Program, it is indicated that the federal reimbursement has increased from \$3.8 million dollars in 1959-60 to \$4.4 million dollars in 1962-63; an over-all increase of \$628,635 or 16.5 per cent in four years.

School lunches served were increased by 9.5 million or 17 per cent. Free lunches served were increased by 1.9 million or 26.9 per cent.

The School Milk Program showed an increase of 9.3 million half-pints of milk served in 1962-63 as compared to 1959-60. The increase in this program was 25.9 per cent.

It is not intended to imply that the values of these programs can be adequately measured by quantitative data alone. Only the parents, teachers, and pupils in the local schools and communities throughout Kentucky can estimate the true value in terms of better health, improved health practices and, undoubtedly, better education.

C. Division of Special Education

Rapid expansion, increased public support and improved teacher training programs have marked the progress of special education programs for exceptional children since the full implementation of the Foundation Program Law in 1956. Significant advancement in this field was particularly apparent during the 1961-63 biennium.

Most important legislation recognizing the acute needs of Special Education was passed by the General Assembly in 1962. Both in the Budget bill and in special acts, the expansion of the Foundation Program provided improved opportunity for the realization of a sound educational program for exceptional children.

The steady growth of Special Education in the 1960-64 period is indicated by these data:

Type of Handicap and Classroom Unit	No. of Units and Average Daily Membership by Years:							
	1959-60		1960-61		1961-62		1962-63	
	No. of Units	ADM	No. of Units	ADM	No. of Units	ADM	No. of Units	ADM
Crippled and Special Health Problems	60.3	627.1	64.4	686.9	77.2	669.1	99.2	986.1
Visually Handi- capped	9.0	82.3	8.8	84.1	8.7	124.4	9.0	129.3
Speech Handicapped	16.2	1874.0**	26.4	2739.0**	24.1	2438.0**	32.1	3041.0**
Hearing Handi- capped	9.0	78.2	8.5	78.2	6.0	59.1	9.5	98.9
Mentally Retarded..	83.7	1444.7	106.9	1765.0	127.5	2072.3	171.3	2827.6
Total Units Used..	178.2	2232.3**	215.0	2614.2**	245.3	2925.0**	321.1	4041.8**
Total State Allot- ment	180		215		268		325*	

*The Budgetary Law and KRS 157.295 of 1962 designated 400 classroom units for the school year 1963-64.

**Children with speech defects are not included in total Average Daily Membership figure. These children are counted in membership in regular or other special programs.

The above table is a condensation of the data covered in much more detail in the biennial reports for the period. Derived data from the above table shows the growth of the five major programs of special education for the four-year period:

1. Crippled and Special Health Problems was increased by 38.9 units or 64.5 per cent; membership was increased by 359 pupils in ADM or 57.2 per cent.
2. The Visually Handicapped program maintained its level at 9.0 units for the four-year period. However, important gains were made in pupil membership. The increase was 47 pupils in ADM or 57.1 per cent.
3. The Speech Handicapped Program was increased by 15.9 units or 98.1 per cent; membership was increased by 1167 pupils in ADM or 62.3 per cent.
4. The Hearing Handicapped Program was maintained at approximately the same classroom units level; the membership in the program was increased by 20.7 pupils in ADM or 26.5 per cent.
5. The Mentally Retarded Program was increased by 142.9 units or 80.2 per cent; the Average Daily Membership was increased by 1382.9 pupils or 95.7 per cent.

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9.0	129.3
2.1	3041.0**
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In order that this tremendous growth of the Special Education program may not mislead the reader, excerpts from **Problem Areas and Critical Unmet Needs** are quoted from the 1963 Biennial Report:

"PROBLEM AREAS AND CRITICAL UNMET NEEDS

Continued expansion and development of programs for exceptional children stresses the need for more adequate provisions under the Foundation Program to solve the following problem areas and critical unmet needs:

1. No special education programs were provided in one hundred sixteen (116) local school districts in Kentucky in 1962-63.
2. The three hundred twenty one and one-tenth (321.1) classroom units for special education in 1962-63 provided for only 14% of the need for 2 200 classroom units for the estimated 80,000 exceptional children in Kentucky needing special education.
3. Program expansion is hindered by the budgetary limitation of the number of classroom units for allotment to local school districts. The number of classroom units for allotment during each biennium is controlled by the Budgetary Law passed by the General Assembly.
4. State aid is needed for special transportation of handicapped who are unable to ride regular school buses.

D. Division of Teacher Education and Certification

Improvement in teacher preparation during the 1960-64 period has been phenomenal. This improvement has resulted from public and professional support for higher quality of elementary and secondary education. The chief determinant of the quality of education in the elementary and secondary schools is the teacher and the quality of the teacher's preparation. The Division of Teacher Education and Certification has offered leadership nationally as well as on a state basis to bring about teacher preparation and certification programs which will result in an adequate supply of competent teachers.

On the national scene, the Division of Teacher Education and Certification continued its active participation in and support of the national movement to advance teacher education and certification programs during the four-year period 1960-64. Significant national studies during this period were: Preparation of Teachers of Mathematics and Science, and Preparation of English Teachers. A two-day State Conference on the Preparation of Teachers of Mathematics and Science

was held in Louisville, in December, 1962. The national conference which terminated the study was held in Kentucky in April, 1963.

At the state and local level, activities and programs were stepped up sharply as the Division continued its task of implementing the legal provisions and expanding the far-reaching concepts inherent in the Foundation Program Law.

Some of the significant advances in teacher education during the past four years include the following: raising the standards of preparation for school administrators; implementing plans for better selection of teacher candidates in the thirty-four colleges and universities which prepare teachers in Kentucky; developing strong programs of teacher preparation and certification in all areas of special education; continuing and strengthening the plan for certifying liberal arts graduates; placing greater emphasis upon scholarship and academic preparation of teachers; and strengthening the state's unique in-service teacher education program in cooperation with the institutions which prepare teachers.

The effective target date of September, 1964 was set for the implementation of a six-year program of preparation-certification for beginning school superintendents. Kentucky was honored by being the first state to secure the endorsement of the sixth year standard for superintendents from the three pertinent agencies—the Kentucky Association of School Administrators, the Kentucky School Boards Association, and the Kentucky State Department of Education.

A State Study Committee on Selection and Admission to Teacher Education Programs was appointed by Superintendent Butler in response to a request from the Division of Teacher Education and Certification. As a consequence of this study, every teacher education institution in Kentucky established formal programs of selective admission and retention of teacher candidates and filed written descriptions of these programs which were then published in the April, 1963, Educational Bulletin of the State Department of Education. This was the first state-wide effort in the nation to improve the quality of the classroom teachers through better selection processes of the teacher candidates in college.

In many ways, the educational progress of Kentucky for the Second Administration of Superintendent Wendell P. Butler was reflected in the "facts and figures" that described the changing professional profile of teachers for this period:

1. The number of emergency teachers was reduced from 2,750 in 1959-60 to 1,951 in 1962-63. Of the 1,951 emergency teachers, only 237 had preparation below the two-year college level.

2. The number and per cent of qualified teachers increased from 21,894 or 88.8 per cent in 1959-60 to 25,230 or 92.8 per cent in 1962-63.
3. The phenomenal increase in academic preparation of teachers was reflected in the shifting pattern of ranks as shown in the distribution of teachers by ranks for the first and fourth years of Butler's Second Administration:

Year	Rank I	Rank II	Rank III	Rank IV	Rank V	Rank VI	Rank VII	Total
1960-61	575	4,335	14,296	3,562	2,276	623	142	25,809
1962-63	901	4,787	17,703	2,274	1,338	222	33	27,258
Net Change	+326	+452	+3,407	-1,288	-938	-401	-109	+1,449

4. Certification as indicated by type of certificate held by secondary personnel has made great gains during the period 1960-64:

Type of Certification	1959-60		1962-63	
	No.	per cent	No.	per cent
Full Certification based on completed teacher preparation program	7,725	89.5	9,932	94.6
Professional Commitment type Certification	443	5.1	380	3.6
Emergency Certification	467	5.4	186	1.8
Totals	8,635	100.0	10,498	100.0

5. The preparation of professional personnel in Kentucky public school districts for the period 1960-64 made tremendous gains as shown by a comparison of academic levels for 1959-60 and 1962-63:

PREPARATION LEVEL	1959-60		1962-63		Net Change	
	No.	Per cent	No.	Per cent	No.	Per cent
Master's degree plus 24 sem. hours and above	433	1.8%	873	3.2%	+ 440	+101.6%
Master's degree through 23 sem. hours above	3,809	15.4%	4,717	17.3%	+ 908	+ 11.2%
Bachelor's degree through 32 sem. hours above	12,981	52.7%	17,823	65.6%	+4,842	+ 37.30%
Total Bachelor's Degree and Above	17,223	69.9%	23,413	86.1%	+6,190	+ 35.9
96-128 Sem. hrs.	3,181	12.9%	2,197	8.1%	- 984	- 30.9%
64-95 Sem. Hrs.	3,093	12.5%	1,332	4.9%	-1,761	- 56.9%
32-63 Sem. Hrs.	864	3.5%	210	0.8%	- 654	- 75.7%
0-31 Sem. Hrs.	294	1.2%	29	0.1%	- 265	- 90.1%
Total Less Than Bachelor's Degree	7,432	30.1%	3,768	100.0%	-3,664	-49.30%
GRAND TOTAL	24,655	100.0%	27,181	13.9%		

The greatest percentage increase in a single category was recorded at the Master's plus 24 semester hour level. The number of teachers and administrators at the state's top preparation level was slightly more than doubled. The most significant gain from the standpoint of showing up the quality of education was the dramatic increase in the total number of professional personnel in Kentucky's schools with the bachelor's degree or above. More than 6,000 degree teachers or a 36 per cent gain over the number of degree teachers in 1959-60, helped to move the preparation level upward from 69.9 in 1959-60, to 86.1 per cent of all personnel with a bachelor's degree or above.

Nowhere was the rate of progression and the accumulation of benefits of the Foundation Program more evident than in the impact of its many built-in provisions to raise the level of teacher preparation in Kentucky.

During the period 1955-59, the number of degree teachers in Kentucky public schools increased from 12,680 or 59.0 per cent of all personnel in 1955-56, to 17,233 or 69.9 per cent in 1959-60—an increase of 4,553 or 10.9 per cent.

For the period 1960-64, the increase in degree teachers was 6,190 or a net gain of 16.2 per cent.

Teaching as a career is now attractive to higher quality young men and women and 57 per cent of the college graduates of the 24 senior colleges and universities in Kentucky during the past three years have been prepared for the teaching profession. Annually, 3,640 young teachers are completing college and receiving teaching certificates.

According to projections based upon research by the Division of Teacher Education and Certification, the level of teacher preparation will continue to increase, and by the beginning of the 1966-67 term, 99 per cent of the total teaching staff will be college graduates.

E. Division of Textbooks and Instructional Materials

Major changes in textbook laws in 1960 were reported under legislation. Briefly, they were: (1) provided free textbooks to State Model and Practice Schools, (2) permitted multiple textbook adoptions by local school districts, and (3) provided for purchase of large-type books for pupils with defective vision.

Other activities of the Textbook Division under Superintendent Butler's Second Administration were:

1. Textbook Appropriations

- a. The annual appropriations for the purchase of elementary

textbooks for the four-year period were: \$2,300,000 for 1960-61; \$2,300,000 for 1961-62; \$2,400,000 for 1962-63; and \$2,400,000 1963-64.

- b. Annual appropriations for the purchase of high school textbooks were: \$540,000 for the 1960-61 school year and \$550,000 for the 1961-62 school year. No appropriation was made for the purchase of high school textbooks in 1962-63 and purchases were discontinued after two years.

2. Textbook Expenditures

- a. Textbook expenditures, grade enrollment served, and grades supplied, by years, were:

School Year	Annual Expenditures	No. Books Purchased	Grade Enrollment	Grades Supplied
1959-60	\$1,319,621.07	772,177	478,919	1-8
1960-61	2,622,067.89	1,362,586	611,357	1-12
1961-62	2,693,299.77	1,351,589	618,801	1-12
1962-63	2,295,142.61	1,403,155	481,555	1-8

- b. Estimated Cost for Required Subjects

The estimated cost of a complete set of textbooks for required subjects and optional subjects, per grade for each pupil, in 1959-60, was:

GRADE	REQUIRED SUBJECTS		OPTIONAL SUBJECTS	
	Grade Cost Per Pupil	Total Cost	Grade Cost Per Pupil	Total Cost
1	\$ 3.99	\$ 292,000.17	\$ 4.66	\$ 341,032.78
2	3.51	226,514.34	4.89	315,571.26
3	8.43	547,233.45	5.88	381,700.20
4	13.77	890,216.73	6.18	399,530.82
5	15.42	1,010,025.42	6.87	449,991.87
6	15.51	915,090.00	7.35	433,650.00
7	16.74	833,283.72	7.14	355,414.92
8	18.21	839,153.22	7.80	359,439.60
Average —	\$11.95	\$ 694,189.63	\$ 6.35	\$ 379,541.43

F. Civil Defense Adult Education

The Civil Defense Adult Education Program provides a course of instruction for personal and family protection in case of disaster. It alerts and informs the class participants about hazards inherent in living in our nuclear age. Through this program, a twelve-hour course entitled "Personal Preparedness in the Nuclear Age" is made available to out-of-school youth and adults in communities throughout the state as a result of local, State and national leadership and cooperation.

The Civil Defense Adult Education Program was incorporated into the Kentucky Department of Education effective July 1, 1959. The Civil Defense Adult Education Coordinator works through local school officials to recruit well-qualified educators to teach the local course, inform the community about the program, and set up classes. The local educators are trained by the State Coordinator and his staff in workshops or institutions, and are then certified to teach the course in their communities. The teachers are reimbursed by Federal funds for instructing the twelve-hour course.

One hundred and three counties have participated in the program during the biennium 1961-63. These counties have had 1,595 teachers trained, and there has been a total of 52,695 adults take the course in their communities.

The break-down by fiscal year is given in the following table:

	1959-60	1960-61	1961-62	1962-63	Total
Teachers trained	311	449	621	254	1,595
Classes completed	315	470	543	460	1,788
Adults trained	5,395	12,490	20,997	13,813	52,695

VII. BUREAU OF REHABILITATION SERVICES

Significant gains and accomplishments were recorded by the three divisions of the Bureau of Rehabilitation Services during the four-year period 1960-64. Noteworthy was the advancement of Kentucky among the states in the number of rehabilitated persons. In 1963, Kentucky advanced to 21st among the fifty states in the number of rehabilitated persons, 61 per 100,000 population, as compared to a rank of 24th in 1962, and 38th in 1958.

A. Division of Rehabilitation Services

The total program was characterized by many new benchmarks for the period. Among these were:

1. A record of 1,881 mentally and physically handicapped Kentuckians were rehabilitated during the 1962-63 fiscal year. Of this number, 84 received special assistance through the Division of Services for the Blind.
2. A total of 4,585 disabled citizens of Kentucky were provided services in all counties in 1962-63 as compared to a previous record of 4,371 in 1961-62. There were 1,641 persons of the 4,585 provided either college or vocational training during fiscal year 1962-63.
3. Two new programs were established: (1) The opportunity Workshop of Lexington, Inc., in 1961 in cooperation with a

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group of interested citizens; and (2) a second rehabilitation house, The Stepping Stone, in the same year, to assist clients in bridging the gap between hospital discharge and independent community living.

4. Another first was the completion of a cooperative agreement with the Department of Mental Health and each of the four state mental hospitals to establish, staff, and operate four rehabilitation facilities for the purpose of providing rehabilitation services to the institutionalized mentally ill.

B. Kentucky Industries for the Blind

In early 1963, a new workroom was added to the Kentucky Industries for the Blind which provided 3,000 square feet of additional work space to expand opportunities beyond the 18 permanent employees and some 70 other part-time individuals.

C. Division of Services for the Blind

Other services provided for the adult blind were: (1) home-teaching program, (2) placement program, and (3) Kentucky Business Enterprises Program for the Blind. Significant was the statement, "During the period herein reported (1961-63), the Bureau of Rehabilitation Services has successfully placed more blind men and women than in any other comparable period in its history." Of the 84 blind rehabilitations, 27 were housewives served by the home-teaching program, and 57 were placements in the competitive labor market.

D. Division of Disability Determination

During the period 1959-61, approximately 22,000 disability applications were evaluated and determined. For the second Biennium, 1961-63, the Division wrote approximately 26,000 disability decisions affecting disabled workers in Kentucky. At the close of the fiscal period, Social Security disability benefits were being paid to approximately 50,000 Kentucky residents in the approximate amount of \$2,500,000.00 each month.

VIII. BUREAU OF VOCATIONAL EDUCATION

All programs of Vocational Education made substantial progress during the 1960-64 period. The total expenditures from federal and state funds amounted to more than \$21 million dollars.

This distribution of funds does not include expenditures for programs of veterans education and new federal programs under

the Manpower Development and Training Act and Area Redevelopment Act.

The scope of the Vocational Program and the support provided through federal assistance were reflected in this summary:

Service	Total 1959-63	Federal	Federal Per Cent	State & Local	State & Local Per Cent
Agriculture	\$ 7,544,434	\$1,998,310	26.5	\$ 5,546,124	73.5
Home Economics	7,450,087	990,786	13.4	6,459,301	86.6
Trade and Industrial	4,227,314	638,743	15.1	3,588,571	84.9
Distributive Education	632,745	179,946	28.4	452,799	71.6
Practical Nurse	574,758	283,729	49.4	291,029	50.6
Technical	861,743	426,907	49.5	434,836	50.5
TOTALS	\$21,291,081	\$4,518,421	21.2	\$16,772,660	78.8

Major accomplishments of the vocational education program for the 4-year period. 1960-64, are summarized by divisions.

A. Agricultural Education

The influence of school consolidation on the vocational agriculture program was reflected in the gradual decrease in the number of departments and the increase in corresponding years of the number of teachers and pupil enrollment. This strengthening and expansion of the program was reflected in the statistics for the separate programs for the years 1957-63.

New federal programs were started in agricultural education in 1963 in implementing the provisions of Manpower Development and Training Act (MDTA) and the Area Redevelopment Act (ARA).

B. Home Economics Education

The home economics program in the secondary schools of the state continued to increase during the four-years. The potential growth was curtailed by limitations in the number of vocational home economics units available for the 1960-64 period. The extent of growth and changes in the over-all program are as follows:

Type of Program	1959-60		1960-61		1961-62		1962-63	
	No. of Depts. or Programs	Enroll- ment	No. of Depts. or Programs	Enroll- ment	No. of Depts. or Programs	Enroll- ment	No. of Depts. or Programs	Enroll- ment
Secondary Departments	317	24,490	310	25,854	312	27,773	308	29,672
Young Adult Programs	32	508	41	724	24	414	56	841
Adult Programs	138	2,366	189	3,097	228	3,571	215	3,563
Food Conservation								
Adult Courses	11	1,873	12	2,092	7	1,837	4	829
Rural Development								
Adult Classes	16	151	17	152	22	197		
TOTALS		29,388		31,919		33,792		34,905

C. Trade and Industrial and Distributive Education

The period 1960-64, in many respects, was a time of great expansion for Trade and Industrial Education in Kentucky. Of major importance was the increased emphasis placed upon the expansion of facilities for nine existing area vocational schools costing approximately \$4,500,000. The biennial report ending in 1963 stated:

"It is anticipated that the over-all scope will increase by at least 25 per cent per annum for the next five years."

In 1962 by legislative action, seven of the area vocational schools previously operated by local boards of education were made state schools operating directly under the State Board of Education. These schools were: Ashland, Harlan, Hazard, Jefferson County, Madisonville, Somerset, and Western (Bowling Green).

Under the stimulation of the Foundation Program the establishment of trade and industrial education extension centers provided additional opportunities for many Kentucky youth and adults. The dramatic advances in this area of service were reflected in the increased enrollment in day-trade and part-time and evening extension classes:

Year	Pre-Employment Day-Trade	Part-Time & Evening Extension	Total
1959-60	3,928	5,737	9,665
1960-61	4,637	6,064	10,701
1961-62	4,641	6,351	10,992
1962-63	6,240	13,821	20,061

Other areas of growth and expansion in Trade and Industrial Education were Practical Nurse Training, Technical Education, and the Manpower Development and Area Redevelopment Acts.

Major developments in these areas were:

1. Total students enrolled in Practical Nursing Education classes increased from 389 in 1959-60 to 818 in 1962-63.
2. Through the NDEA Title Eight Program, started in the first biennium, 1959-61 and rapidly expanded during the 1961-63 period, ten of the thirteen area vocational schools offered one or more courses for the training of highly skilled technicians under the National Defense Education Act. A high percentage of the 579 graduates in 1961-62 and the 633 in 1962-63 were placed in the technical fields for which they were trained.
3. The ARA Program was established in 1961-62. A total of 41 projects were approved during the biennium to train 1,042 adults in clerical, service, skilled, semi-skilled, and unskilled

occupational groups. The over-all average length of course was 11.7 weeks; the average cost per trainee, \$157.00, and the total amount approved for the biennium was \$163,718.00.

4. The new Manpower Development and Training Act followed close on the ARA Program to provide more extensive training over a longer period of time. A summary of the programs underway in its first year of operation, 1962-63, provides some indication of its potential for Manpower development in Kentucky:

Major Occupational Groups	No. of Projects Approved	No. of Trainees	Amount Approved for Training	Average Cost Per Trainee	Length of Course (Wks)
Semi-Professional	4	72	\$ 68,733	\$ 955	51.5
Clerical & Kindred	11	479	229,613	482	38.2
Personal Services	4	147	13,895	95	9.5
Skilled	35	746	791,007	1,060	49.8
Semi-skilled	2	60	4,218	70	4.0
TOTALS	56	1,504	\$1,107,466	731 (avg.)	43.4

The above new Federal programs introduced a new concept in Trade and Industrial Education—The cooperative effort of the State Vocational Schools to train and the Division of Employment Service to plan for and locate job opportunities for the trainees.

D. General Adult Education

The Division of Adult Education was organized July 1, 1962. Prior to this time limited adult general education programs on a pilot basis were begun in February, 1961 under the Rural Development Program. The major costs of the program were supported by a special state appropriation by the 1960 General Assembly.

During the abbreviated two-year period, a total of 5,051 adults attended classes in 20 county and 3 independent school districts. The growth and importance of this program is reflected in the following summary:

1. The pilot program of adult education in 1961-62 reached 3,044 adults in 181 classes. The amount of reimbursement by the state to the local school districts was \$36,952 or an average of approximately \$12.00 per adult.
2. The Division of Adult Education participated in a tri-state effort to combat illiteracy through the telecasting of "Operation Alphabet" by WCPO-TV in Cincinnati and WSAZ-TV in Huntington, West Virginia. A forty-county area in Kentucky was reached by the two stations. The results were highly gratifying.

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3. Under the direction of the Division 163 or 80 per cent of the school districts in Kentucky participated in the high school equivalency program. During the biennium 1962-64, 1,008 certificates were issued.
4. In 1963, the Division contracted with five public institutions of higher education to produce basic instructional materials for use in the adult education program.
5. In 1963, the Division extended its services and programs to Federal and State health and correctional institutions in Kentucky in a cooperative educational and rehabilitation program.

IX. DIVISION OF GUIDANCE SERVICES

The Division of Guidance Services continued to provide educational leadership in the State Program of Guidance which contributed to the development and improvement of programs of Guidance Services in the Public Schools. This included promotion, establishment, development and improvement of guidance services in both the elementary and secondary schools. These programs encompassed the State-wide Guidance Program grades 1-12 and administration and supervision of the "NDEA Title V-A Program, Guidance, Counseling and Testing Activities for Secondary Schools."

During the 1960-64 period an increasing interest has arisen in guidance among school administrators, teachers and other school personnel. This interest has been manifested in several ways; the number of teacher in-service training programs in guidance, counseling and testing that have been held throughout the State; requests for the ASIS Guidance Counselor Unit; requests for consultative and supervisory services in guidance; requests for guidance information materials; and in the number of superintendents and principals who have expressed the desire to improve their programs of guidance services.

The Program of Guidance Services continued to make marked progress during the four year period: 1960-64. Table I shows increases for organized programs, certified counselors, and approved units.

Table I

Year	Organized Programs in High Schools		Certified Counselors		Approved Units (ASIS)
	No.	% H.S.	No.	% H.S.	
1959-60	245	56.3	162	21.5	121.9
1960-61	261	60.2	192	36.8	146.9
1961-62	267	62.4+	210+	40.2	204.5
1962-63	222	*54.6+	235	46.5	204.5

*Decrease due to upgrading program

The National Defense Education Act of 1958 included as one of its ten titles, Title V-A, Guidance, Counseling and Testing. The purpose of this program is to provide financial assistance to the States to establish and maintain, (1) a testing program in secondary schools to identify students with outstanding aptitudes and ability; and (2) a program of guidance and counseling in the public secondary schools to encourage students to complete their secondary school education in preparation for their entrance into institutions of higher education and to enter such institutions.

During the four year period (1960-64) Kentucky received \$1,111,000.00 of Federal funds under the Title V-A Program to assist in the establishment and maintenance of local guidance programs. State Funds under the Foundation Program and Local Funds were also used to strengthen the guidance program.

Table II shows the expenditure of Federal, State and Local Funds for establishment, improvement and maintenance of Guidance Services for each of the years and the total for the four year period.

Table II

1959-60	\$ 936,886.01
1960-61	1,141,269.98
1961-62	1,281,096.61
1962-63	1,403,739.17
Total	\$4,762,991.77

X. TEACHERS' RETIREMENT SYSTEM

The Teachers' Retirement System is a separate agency governed by a Board of Trustees consisting of seven members, four of whom are elected by the members of the system. The remaining three serve by virtue of offices within State government. These members are the Attorney-General, the Superintendent of Public Instruction and the Treasurer.

At the 1960 session of the General Assembly the Teachers' Retirement System was further strengthened and improved. The minimum annuity for all teachers retiring at age 60 or older with 30 or more years of service was increased to forty dollars for each year of service. Provision was made for reinstating lost service credit and many teachers have taken advantage of this opportunity.

During 1961-62, \$75,500 was paid to the beneficiaries and estates of deceased teachers and \$43,215.14 was paid to the survivors of deceased active teachers in the form of monthly benefits. The sum of \$2,983,680.23 was paid in annuities to retired teachers. As of June 30, 1961, the Retirement System had assets of \$78,017,394.79.

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By amendment during the 1962 session of the General Assembly the Teacher's Retirement System reduced the requirement for a vested interest from twenty years to fifteen years of service, and provided service credit for members who served in the Armed Forces of the United States prior to their teaching service.

Improvement was made in the Law by the reduction from five years to one year the consecutive service immediately before retirement that a teacher is required to have in order to qualify for disability retirement.

It also provided that retired teachers who are less than age 70 may waive their annuities and return to teaching. Deferred retirement privileges were extended from age 60 to 65.

During 1962-63, \$74,000 in death benefits were paid to the beneficiaries and estates of deceased teachers, and \$122,285.83 was paid to the survivors of deceased active teachers in the form of monthly benefits. The sum of \$3,720,125.74 was paid in annuities to retired teachers. As of June 30, 1963, the Retirement System had assets of \$104,311,459.37.

WENDELL P. BUTLER
Educational Publications

XI. DEPARTMENT OF EDUCATION BULLETINS

1960

Volume Number

- | | | |
|----|---|---|
| 28 | 1 | <i>Conference of Ky. School Administrators (Personnel Adm.)</i> |
| 28 | 2 | <i>A Report of the Fourth Annual Conference</i> |
| 28 | 3 | <i>State Plan for Vocational Education in Kentucky</i> |
| 28 | 4 | <i>Supplement to the 1958 Edition of the Ky. Common School Laws</i> |
| 28 | 5 | <i>Kentucky High Schools 1959-60</i> |
| 28 | 6 | <i>Policies, Rules, Regulation for Boards of Education</i> |
| 28 | 7 | <i>Kentucky School Directory 1960-61</i> |

1961

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|----|----|---|
| 29 | 1 | <i>Reorganization of School Districts in Kentucky</i> |
| 29 | 2 | <i>Science Education</i> |
| 29 | 3 | <i>Organization, Growth and Services of State Department of Education</i> |
| 29 | 4 | <i>Guidelines for Programs of Teacher Preparation-Certification</i> |
| 29 | 5 | <i>Graduates Kentucky High Schools, 1960</i> |
| 29 | 6 | <i>Library Service for Kentucky Schools</i> |
| 29 | 7 | <i>The Program of Vocational Agriculture in Kentucky</i> |
| 29 | 8 | <i>Kentucky High Schools 1960-61</i> |
| 29 | 9 | <i>Pupil Accounting for Kentucky Schools</i> |
| 29 | 10 | <i>Kentucky School Directory 1961-62</i> |
| 29 | 11 | <i>A Civil Defense Curriculum Guide for Kentucky Schools</i> |
| 29 | 12 | <i>Report of Superintendent of Public Instruction</i> |

1962

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|----|----|---|
| 30 | 1 | <i>Guidelines for Program of Teacher Preparation-Certification</i> |
| 30 | 2 | <i>Uniform School Financial Accounting</i> |
| 30 | 3 | <i>Summary Report Holding Power and Graduates Kentucky High Schools 1956-1961</i> |
| 30 | 4 | <i>Classification and Listing of Schools-High Schools</i> |
| 30 | 5 | <i>Kentucky Common School Laws 1962</i> |
| 30 | 6 | <i>List and Classification of Schools-Elementary Schools</i> |
| 30 | 9 | <i>Exceptional Children</i> |
| 30 | 10 | <i>Kentucky School Directory 1962-63</i> |

Note: Numbers 7, 8, 11, 12 were not published.

1963

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|----|----|---|
| 31 | 1 | <i>Kentucky State Textbook Program Textbook Adoptions and Purchases and Utilization</i> |
| 31 | 2 | <i>Reporting Progress in Preparation of Kentucky's Teachers</i> |
| 31 | 3 | <i>Vocational Rehabilitation Services in Kentucky 1954-1962</i> |
| 31 | 4 | <i>Selection and Admission in Teacher Preparation—Toward Quality Teachers for the Future Through a Program of Selection</i> |
| 31 | 5 | <i>List and Classification of Schools-Kentucky High Schools 1962-63</i> |
| 31 | 6 | <i>List and Classification of Schools-Kentucky Elementary Schools 1962-63</i> |
| 31 | 7 | <i>Vocational Industrial and Technical Education</i> |
| 31 | 8 | <i>The Program of Industrial Arts Education in Kentucky</i> |
| 31 | 9 | <i>Administrative Guide for Speech Correction Programs in Public Schools</i> |
| 31 | 10 | <i>Kentucky School Directory, 1963-64</i> |
| 31 | 11 | <i>History of Education in Kentucky, 1939-64</i> |
| 31 | 12 | <i>Report of Superintendent of Public Instruction For the Biennium ending June 30, 1963</i> |



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