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# EDUCATIONAL BULLETIN

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## ADVANCING EDUCATION IN KENTUCKY

*Challenges – Processes – Outcomes*

1956 – 1957 – 1958 – 1959



Published by

DEPARTMENT OF EDUCATION

ROBERT R. MARTIN

Superintendent of Public Instruction

Frankfort, Kentucky

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## FOREWORD

Never in the history of the Commonwealth of Kentucky has there been a more suitable climate for the advancement of public education than the years of 1956 to 1960.

As early as 1850 the distinguished Robert Jefferson Breckenridge, the Superintendent of Public Instruction (1847-55), condemned the per capita approach to state support for public education. All of the weaknesses of this method of state support finally crystallized in the early 1950's, and the citizens of the Commonwealth, with effective leadership from the teaching profession and lay organizations interested in the welfare of children, made possible the enactment of the Foundation Program Law by the General Assembly of 1954. The information and understandings gained through the united efforts exerted in amending Section 186 of the Kentucky Constitution by the voters in 1953 created the necessary back-drop for the enactment of the Foundation Program Law, and this same information and understanding practically assured the appropriation of necessary additional funds for implementation of the law by the General Assembly of 1956.

Great was the opportunity and even greater were the challenges that confronted the newly elected incumbent in the office of Superintendent of Public Instruction as the oath of office was administered to Dr. Robert R. Martin on that cold but bright day on January 2, 1956.

Only a few days later the General Assembly began enacting the necessary statutes and appropriating the necessary funds for the implementation of Kentucky's Foundation Program Law. Tremendous responsibilities for leadership on the part of the Superintendent of Public Instruction were placed clearly upon his shoulders, and the very earliest days of 1956 presented golden opportunities for a renaissance in public education in old Kentucky.

Many noble efforts and many unheralded educational leaders during several years preceding 1956 contributed to the creation of the opportunities and challenges of the years 1956-1960. Certainly, no single individual deserves to be eulogized as the sole leader responsible for progress in education during this particular brief span in the history of the Commonwealth.

However, all events in education history, just as any other historical incidents, are brought about largely because some person or

persons happen to be at a certain place at a certain time and in a certain situation. Dr. Robert R. Martin happened to be Superintendent of Public Instruction during the years 1956-60. This educational bulletin is a review of his administration, designed for general informational, educational and historical purposes.

In order to provide desirable objectivity to the preparation of this bulletin, Dr. R. E. Jagers, Professor of Education, Eastern Kentucky State College, who is also a former distinguished member of the staff of the Department of Education and eminently qualified to prepare, evaluate and edit the material from the various contributors to this bulletin, was chosen to compile and edit the bulletin. Following is an introduction in which Dr. Jagers relates the manner in which the bulletin was prepared.

Ted C. Gilbert  
Assistant Superintendent  
of Public Instruction



## INTRODUCTION

The place to start in telling the story of a four-year period in the history of education in Kentucky is to find out what goals the leader of that period was seeking, what he did as a leader to move toward the achievement of those goals, and how much advancement was made toward the goals.

The Superintendent of Public Instruction was the Chief State School Officer to whom the Legislature in 1956 assigned the leadership task of implementing the Foundation Program Law. His was the duty of recommending regulations to be adopted by the State Board of Education for the administration of the Law. He and his professional staff went to work toward implementation.

The major goal was to advance education in Kentucky on all fronts. He found and involved other people—lay and professional, in advancing education on all fronts. Considerable progress was made.

The story is presented in three parts: Part I presents addresses and excerpts from addresses made by the Superintendent of Public Instruction before groups across the State as he kept the goals before the people and the challenge of these goals; Part II describes the instruments he used in advancing education, namely, the Foundation Law itself and related instruments; and Part III gives brief descriptions of the advancement made through the action of bureau heads, division directors, and supervisory staffs. The story departs from the State level of action.

This publication is based on printed bulletins, mimeographed circulars, special reports and summaries prepared by staff members, and addresses of Dr. Martin. It was solely the responsibility of the editor of this publication to choose the materials to be included and to write the story of advancement as revealed and supported by these materials.

R. E. Jagers  
Professor of Education  
Eastern Kentucky State College

## ACKNOWLEDGEMENT

Appointment to membership on the State Board of Education traditionally has been considered as a distinct honor in the Commonwealth of Kentucky. The various lay citizens serving on the statutory seven-member Board during the years 1956-60 have, indeed, kept this tradition and rendered an outstanding and unselfish service to the cause of advancing education in Kentucky. The State Board of Education played a most prominent role in making possible the progress attained during this administration. Possibly no other state board of education in the history of the Commonwealth has served the people of Kentucky more adequately.

The following distinguished citizens served as members of the State Board of Education during the years 1956-60 inclusive:

- Dr. Robert R. Martin, Chairman, Frankfort
- Mrs. Francele H. Armstrong, Henderson
- Mr. Joe B. Bates, Greenup
- Mr. Guy Billington, Murray
- Mr. Glenn Doran, Murray
- Mr. William C. Embry (deceased), Louisville
- Mr. H. D. Fitzpatrick, Jr., Prestonsburg
- Mr. Ralph Fontaine, Shepherdsville
- Mrs. J. E. Hernandez, Lexington
- Mr. Henry E. Pogue, Jr., Ft. Thomas
- Mr. Alfred G. Powell, Lexington
- Mr. J. V. Vittitow, Owensboro
- Mrs. John H. Walls, Louisville
- Mr. Frank Wilson, Bardstown





ROBERT R. MARTIN  
*Superintendent of Public Instruction*

## PART I

### ADVANCING EDUCATION IN KENTUCKY

#### THE CHALLENGE

##### *The Challenge?*

"I wanted to advance education in Kentucky on all fronts; I wanted to do this through the Foundation Program Law; and I wanted as many people as possible involved in order that the results might be more enduring."

Robert R. Martin  
Interview  
August 13, 1959



## ADVANCING EDUCATION IN KENTUCKY

## THE CHALLENGE

The addresses and excerpts from addresses which constitute the first part of this publication show that Superintendent Robert R. Martin had a deep conviction that education should advance and could advance on all fronts at an accelerated pace. He believed that the Foundation Law when amended was the best hope to advance education on all fronts. His addresses show that the Challenge must be kept alive in all areas of the state, among the members of the teaching profession, among people at the local level, and among people at the state level.

Superintendent Martin moved across the state to meeting after meeting with both professional and lay groups. To all groups he kept the Challenge alive by reminding them over and over again of the needs and of the steps being taken to meet these needs. During his first year (1956) the emphasis was placed in his addresses upon interpreting the Foundation Program and pointing out the promise it held for better education for boys and girls at every level in Kentucky's schools. During his second year (1957) his messages kept up the Challenge to be loyal and honest with the Foundation Program. He began evaluating the program and identifying new needs which had emerged as the program was implemented. Sputnik and its implication for education demanded an evaluation and forced educators to defend the values in the State's program. Greater emphasis upon quality education became more important. In the third year (1958) the pattern of implementing the Foundation Program had crystallized, and a look at new horizons for education emerged. He shared his dreams with us. Now let us stop and read what the superintendent said in his challenges.

## "OUR CHALLENGE AND OPPORTUNITY"\*

I am honored to have this time to talk to you today about the great opportunity and challenge which faces education in Kentucky.

Friday, April 6, 1956, will forever be a banner day for education. Last Friday at 3:35, Marvin Dodson, members of the staff of the Department of Education, other school people and I witnessed perhaps the greatest single event in the history of public education in this State when Governor Chandler signed the Biennial Budget just enacted by the General Assembly.

I have full confidence that at this Fourth extraordinary Session of the 1956 General Assembly revenue measures sufficient to finance the budget will be enacted. You as members of the K.E.A., and I as Superintendent of Public Instruction are fully committed to support the necessary revenue measures.

### PROVISIONS OF BIENNIAL BUDGET

The Biennial Budget provides for:

1. A fully-financed Foundation Program including the \$80 provision and a provision that no district will receive less than it received in per capita last year. The appropriation was increased by \$20,000,000 and \$23,000,000.
2. An increased appropriation for the Department of Education in order that we may provide the services needed to improve education.
3. Substantially increased appropriations for the University of Kentucky and the State Colleges.
4. An appropriation that is sufficient, for the first time, to match in full the federal appropriation for vocational rehabilitation.
5. An appropriation to fully implement our new Teachers' Retirement Law. An appropriation of \$640,000 for prior service and an appropriation to match in full teachers' contributions. An appropriation of \$4,000,000 and \$4,300,000.
6. Medical education has been advanced tremendously. The budget provides for a new medical school at the University of Ken-

\*Address by Robert R. Martin before the Kentucky Education Association, April 12, 1956.



tucky, an increased appropriation for the School of Medicine, University of Louisville and continued appropriation for Southern Regional Education.

The General Assembly has done its part. I am convinced that more good school legislation was enacted by the 1956 General Assembly than has been enacted by any General Assembly since the school code was developed in 1934. There were twenty-one separate bills, ten sections of the Reorganization Bill and seven resolutions enacted which affect education. With two exceptions, I wholeheartedly endorse this legislation. Even in the case of the two measures, I take no exception to the motive which inspired the measures. Their purposes, however, can be better accomplished in another way. There were, on the other hand, forty to fifty measures which were positively detrimental to education which were wisely ignored by the Legislature.

#### HIGHLIGHTS OF THE LEGISLATIVE SESSIONS

The highlights of the Legislative Sessions were:

1. The amended Foundation Program Law is a vastly improved measure over the one adopted two years ago.
2. The proposed constitutional amendment will make possible the development of a professional Department of Education.
3. The Governor's Conference on Education puts Kentucky in the forefront of states which are periodically studying educational problems.
4. The amended annexation law will protect the interests of the various school districts and will allay numerous disputes.
5. The removal of maximum limits on the salaries of the presidents of the University and the State Colleges, as well as of the local school superintendents, will provide better educational leadership throughout the Commonwealth.
6. The Reorganization Act gave to the Superintendent of Public Instruction and the State Board of Education the authority to reorganize the Department of Education.
7. The Council on Public Higher Education was strengthened by being given a full-time staff and the functions associated with Southern Regional Education and Medical Education.
8. Gerrymandering of school districts was made more difficult, and, for the first time, provisions were adopted to prohibit a conflict of financial interest.

Today is the day of education's greatest opportunity; it also is the day of its greatest challenge. With the financing of the Foundation Program along with enactment of our legislative program, the responsibility for implementation has passed to our hands. Our political leaders realize this—you and I must accept the challenge. Governor Chandler has said and repeated in essence many times, "I hope to improve our system of education, for the pursuit of knowledge should be the ambition of every Kentuckian. The opportunity to acquire knowledge must be full and adequate and available to all of those who would and should pursue it.

"A heavy responsibility will be laid upon those persons charged with disseminating knowledge to young Kentuckians. We will furnish the tools—they must do the job.

"I am certain the people of Kentucky are prepared to assume the cost of the tools. I am equally certain they will demand that the tools be used wisely, vigorously, and energetically."

#### THE DEPARTMENT OF EDUCATION ACCEPTS THE CHALLENGE

The staff of the Department of Education has accepted the challenge. The full resources of the staff have been marshalled for the task ahead.

Major accomplishments:

1. On January 2 a thorough, functional reorganization of the Department was announced. It was no mere reshuffling of divisions. It meant a complete regrouping of functions according to purpose. It meant the expansion of services. The Department was reorganized into four functional Bureaus, Administration and Finance, Instruction, Vocational Education and Vocational Rehabilitation.

Under Administration and Finance all administrative and financial services were grouped into these divisions: School Finance, Pupil Transportation, Buildings and Grounds, Property Utilization, Records and Reports, Free Textbooks, and School Lunch.

Under Instruction were placed the divisions of Teacher Education and Certification, Education of Exceptional Children, and a new composite Division of Instructional Services.

We continued in Vocational Education its divisions of Agricultural Education, Home Economics Education, Education for Veterans, Trade and Industrial and Distributive Education.



In a new Bureau of Vocational Rehabilitation were placed the former Division of Vocational Rehabilitation, the School for the Blind and the Kentucky Industries for the Blind.

In our Division of Departmental Finance and Services, directly responsible to the Assistant Superintendent of Public Instruction, we have consolidated the budgeting, purchasing, personnel and service functions of the Department.

1. I can say that my campaign commitment to reorganize, revitalize and strengthen the Department of Education has been met. I, therefore, renew my commitment in order that these objectives may be before me throughout my administration.

2. Working in a cooperative manner with the State Administration, the General Assembly, the State Board of Education, the Kentucky Education Association, the institutions of higher learning, the Kentucky School Boards Association, and the Congress of Parents and Teachers, we in the Department of Education are justifiably proud of our part in securing the enactment of a sound legislative program and the approval of the budget.

3. The necessary planning is being done to implement the Foundation Program. Criteria for the special units have been developed cooperatively, carefully reviewed and approved by the State Board of Education. Four two-day workshops are planned during the first two weeks of May—April 30-May 10—to explain the administration of the Program.

### BIG PLANS FOR THE FUTURE

Someone has said, "Make no little plans; they have no magic to stir men's blood and probably themselves will not be realized."

"Make big plans, aim high in hope and work, remembering that a noble, logical diagram once recorded will be a living thing asserting itself with evergrowing insistency."

We have made big plans for the future.

1. Our new budget will permit us to expand our services by:
  - (a) Expanding our Division of Instructional Services. We want to provide:
    - (1) A supervisor of Music Education
    - (2) A supervisor of Art Education
    - (3) A supervisor of Curriculum Development



- (b) Establishing a Division of Guidance
- (c) Expanding our auditing service in the Division of Finance to eight accounting supervisors to make possible a complete audit of average daily attendance records, financial records and to begin auditing internal account records.
- (d) Expanding our Rehabilitation Bureau with the additional personnel necessary to help prepare and adjust persons whose vocational opportunities are limited by reason of serious impairment or disability.
- (e) Developing of a Division of Records and Reports to collect statistical data for the Department. A major function will be the coordination of records and reports to prevent duplication.
- (f) Expanding the supervisory services in agricultural and Home Economics Education by the employment of additional supervisors.
- (g) Employment of an additional engineer in the Division of Buildings and Grounds and the employment ultimately of a supervisor to work with maintenance problems.
- (h) Personnel to expand supervision of the lunch program.
- (i) Employment of an additional supervisor to expand our program for the Education of Exceptional Children.
- (j) As the Department expands, we will need to expand our staff in the Division of Departmental Finance and Services.
- (k) We are considering a cooperative plan with the colleges to expand our In-service training program.

2. The really big task that faces all of us in the profession is the translation of the financial support into services and facilities for the boys and girls of the State. The State is saying to the local school districts through the Foundation Program that if they will provide a minimal level of services and facilities for the education of the children of their districts and will make a reasonable effort to meet the cost, then the State will pay the remainder. It is a partnership, but one based on services. No services—no obligation on the State's part. Here we are making our biggest plans.

- (a) We shall undertake the evaluation of the total educational program in each school district. Inspection of high schools

is completely outmoded. We are confident that we have done the most thorough inspection this year that we have ever done—more than 300 high schools have been visited and about 250 of these since January 1—but we are ready for a new approach.

Next year we want to develop teams for a thorough look at the total program. In the Department of Education all of our divisions will be utilized but most especially the Bureaus of Instruction and Vocational Education. We want superintendents and classroom teachers and all the resources of the University and the State Colleges used in this extremely important undertaking.

- (b) We must constantly study our program to strengthen it. The State Senate very wisely has adopted a resolution directing the Legislative Research Commission to study the common school system to see that Foundation Program requirements are being met. I endorse that study and pledge the assistance of the Department of Education.
- (c) Further reorganization of our school districts and attendance centers is urgent. I am delighted that in the last three months three small independent school districts have seen that their advancement would be enhanced if they become a part of the county unit. The services of the Department will always be available for assisting in the cooperative merger of school districts. Many of our school centers are too small to provide efficient, modern programs. There were last year 2,093 one-teacher schools, 764 two to four teacher schools. Some of these are necessary. I hope that during these next four years all of these disappear, except the ones isolated by distance and lack of roads.

3. We have advanced this far because we sat down with the public and studied the plight of our schools. As a result of this study, the citizens became concerned. This Fall, as a result of the request of Governor Chandler, and the approval of the General Assembly, we shall hold the first Annual Governor's Conference on Education. To this Conference will be invited 300 citizens, not more than 100 of whom may be professional educators. This periodic study of educational problems will undoubtedly advance education.

4. At the special meeting of the State Board of Education on



March 27 there was established an Advisory Council on Public Education of Kentucky to make available to the Superintendent of Public Instruction, the State Board of Education and the Department of Education the counsel and regular assistance of the Superintendents of the local school districts.

5. The school housing situation in Kentucky is thoroughly deplorable. Under the Foundation Program, the State of Kentucky, for the first time, is giving financial aid for capital outlay for elementary and secondary schools, but the amount is thoroughly inadequate to meet the tremendous need.

The second phase of the School Facilities survey has documented that by 1959-60 we will need \$350,000,000 for schoolhouse construction in Kentucky. Yesterday, at our meeting of the Advisory Council on Public Education of Kentucky a committee was established to begin work on a proposed bond issue for schoolhouse construction.

6. The spirit of cooperation and mutual help between the Kentucky Education Association and the Department of Education is at an all-time high. It has been a real pleasure for us to work with your President, Mr. Oakley, and your Executive Secretary, Mr. Dodson. They have been vigilant and effective in advancing education. Part of this feeling of cooperation has been the result of our new policy to work with the Kentucky Education Association, but not to become involved in professional politics. To implement this policy, it has been necessary that several of our staff members resign from positions in sections or divisions of the K. E. A. We believe this is right. Our services are always available, but involvement makes us subject to the charge of interference.

#### BIG PLANS IN THE CLASSROOMS

These are our plans in the Department of Education, but the educational job cannot be done in Frankfort. It cannot be done by the Department of Education and money is only one of the answers.

Education can only be improved in the thousands of classrooms across Kentucky, by the thousands of individual teachers in these classrooms. We have only one year to justify the great hope that has been placed in the Foundation Program. On May 28, 1957, before the school year is completed in many districts, the primary election will be held and the complexion of the 1958 General Assembly will have been determined. We will be called upon to give an accounting of our stewardship.

Education as usual is out—because education as usual has been a failure in Kentucky. Alibis and excuses will be completely unworthy of a great profession as will be the individuals who attempt to escape blame by using them.

### PLEDGE AND COMMITMENT

May I leave with you this solemn pledge and commitment? Will you take it as your pledge and commitment?

“Realizing that the very future of public education in Kentucky depends on the devoted and consecrated effort of every person in the teaching profession in bringing to realization the beautiful dream of the Foundation Program, I pledge that I will, in whatever capacity I find myself, work to the utmost of my ability in helping to achieve that goal.”

Make big plans. Make them now. The challenge and the opportunity are yours.



## TEACHERS AND CLASSROOMS\*

Teachers are the necessary component for education. The handicap of inadequate facilities may be alleviated or overcome. Inadequate teachers doom children to an inadequate education. What can be accomplished with trained teachers has been described by our own Jesse Stuart, distinguished author who has returned to the Kentucky classroom as principal this fall. Mr. Stuart, who will serve as our toastmaster at the Governor's Banquet tonight, wrote in his **A Thread That Runs So True**,

"I thought if every teacher in every school in America could so inspire his pupils with all the power he had, if he could teach them as they had never been taught before to live, to work, to play, and to share, if he could put ambition in their brains and hearts, that would be a great way to make a generation of the greatest citizenry America had ever had. All of this had to begin with the little unit. Each teacher had to do his share."

What do we know about the teachers in Kentucky schools this fall? It is too early to know all of the statistics, but we do know some of them. We know we have more teachers. They are better trained. There are fewer teaching under emergency permits. More Kentucky teachers stayed in Kentucky to teach in Kentucky schools. We had more Kentucky teachers in summer schools last summer. More are taking advantage of Saturday, evening and extension classes this fall than ever before. Their salaries are more adequate than ever before. But we still are losing Kentucky teachers from the profession to other states. Last year 971 teachers left Kentucky for employment in other states.

Why do we have a teacher shortage in Kentucky? There seems to be a variety of reasons. **First**, there is a shortage of trained personnel in general. From a below normal manpower pool we are attempting to recruit service personnel for a general population swelled by the "war babies."

**Second**, a general national preoccupation with the depression, the great war and post-war adjustments has made it difficult to focus attention on a realistic consideration of educational needs. Only in recent years has education gained the widespread concern of the public.

\*From the Keynote address by Robert R. Martin at the Governor's Annual Conference on Education, October 3, 1956.

**Third**, although Kentucky educates 2,000 qualified teachers each year we had been keeping less than half of these to teach in Kentucky schools. We are glad to note that 63 percent of last year's graduates are teaching in Kentucky schools this fall.

**Fourth**, the financing of the Foundation Program makes possible 2,000 additional teaching positions seriously needed to take care of the increasing school population and to provide a reasonable teacher-pupil ratio.

What can we do to secure and hold a sufficient number of trained teachers in Kentucky? These ideas may be in order.

**First**, continue to develop professional standards. All evidence points to the fact that where professional standards are established—more not less young people are attracted to the profession. Also more of the better students become interested.

**Second**, teachers must be paid adequate salaries, commensurate with their training and experience, and on a competitive basis with teachers in neighboring states and with other professions in the state. Already we have seen the result of more adequate salaries. Last year we kept 43% of the teachers trained in our colleges; this year 63% of the teacher trainees remained in Kentucky.

**Third**, working conditions must be considered along with salaries. Many of our teachers became discouraged when they were expected to teach from 45 to 60 pupils in one classroom with meager library facilities and limited instructional materials and often in sub-standard buildings.

**Fourth**, develop an effective program of recruitment. There are many facets of a recruitment program but none more important than the recommendation of the Kentucky White House Conference. That conference recommended that "Kentucky establish a system of state-wide scholarships, as exists in thirty-five sister states, to be granted on the basis of need and ability, to young men and women for the purpose of obtaining the necessary training for teaching." I hope this conference concurs in this recommendation as I am convinced that we should ask the 1958 General Assembly to implement it.

The shortage of classrooms for the school children of America is rapidly becoming a national disgrace as well as a national tragedy. We have a shortage of classrooms already for 5,000,000 American children and we are continuing to fall behind at the rate of 50,000 classrooms a year. In Kentucky the situation is deplorable. We will need



to spend \$350,000,000 in the next ten years to build the additional 10,000 classrooms that are needed and replace the 10,000 classrooms that are inadequate, obsolete and unfit.

Where can we get the financial resources to meet this need? Our local school districts are making tremendous efforts to meet the problem. Seventy-one of our 221 school districts have special voted taxes for school building purposes above the \$1.50 tax rate. On June 30, 1956, the school districts were amortizing a revenue bonded indebtedness of \$74,000,000 besides \$1,896,500 in voted bonds.

But the local school districts cannot meet the problem. They must look to the national government and the state for assistance.

I, for one, am becoming increasingly annoyed at the attitude of the Congress of the United States toward the national problem presented by inadequate classrooms for the children of America. A nation which can afford more and better automobiles, more and better television sets and more and better industrial development and jobs can also afford classrooms for our boys and girls. The Congress can develop bold, imaginative plans for the highways of America and I support those plans. It can aid in the building of hospitals for our citizens and I think this is fine. But the attitude of the Congress of the United States toward education is rank discrimination. Even the most moderate proposals for federal aid for schoolhouse construction, endorsed overwhelmingly by the White House Conference on Education, were defeated through the most obvious political maneuver. I am glad to say, however, that we had the support of the Kentucky congressional delegation for federal aid.

We have a committee of administrators who have been considering a state bond issue for schoolhouse construction. Even if federal aid of the nature of the Kelley Bill is adopted by the Congress it will only partially meet the need for classrooms in this state. I hope this conference will consider the possibility of a state bond issue with the distribution formula based on ability and need. A forthright endorsement of the bond issue in principle will be helpful in our planning.

## THIS DAY WILL NOT COME AGAIN\*

The implementation of the Foundation Program has brought to the forefront several deficiencies that can be discussed briefly under six categories:

**First, the educational program in many of our schools is inadequate** for the needs of our future citizens. It invites the question, "What should our schools accomplish?" We can answer that question with another, "Can we accomplish what we should for our boys and girls who must attend 1850 one-teacher schools, and 685 two and three-teacher schools?" I don't believe that we can look future generations in the eye with the knowledge that we doomed them to poor training by maintaining limited programs in high schools at every crossroads. And what about preparation for college? Who should we prepare? What must we do about the gifted, the retarded, the farm boy, the city boy? A program must be devised that considers the needs of all.

**Second, we don't have enough trained teachers.** The reasons for the shortage are many, and they are well known to you. What we must do to alleviate the shortage is another matter. The shortage is not the problem; what to do about it is the problem. First, we must continue to develop professional standards; second, we must pay teachers more money. We can already see the effect of better salaries. Last year we kept only 43% of the teachers trained in our colleges—this year, with higher salaries, we kept 63% of them. Third, we must lighten teacher loads, furnish them better and more teaching aids, offer them over-all better working conditions. And, fourth, we must develop an effective plan of recruitment.

**A third problem area in Kentucky education is our crying need for additional classrooms.** Specifically, we need 10,000 new classrooms in Kentucky and 10,000 replacements for those that are inadequate. This will cost about \$350,000,000. Where will we get it? Local districts have made a tremendous effort at providing buildings. But local effort is not enough to more than dent the problem. When the Congress of the United States stops making a political football out of the needs of American boys and girls, perhaps we can get the Federal Aid that we so desperately need throughout the United States. But it is evident

\*Excerpt from an address by Superintendent Robert R. Martin before the Kentucky Association of School Administrators, October 27, 1956.



that we cannot wait for this. Another possibility is a State Bond Issue for Schools Construction. A committee of the Advisory Council has been considering the aspects of this.

**Fourth, our road system in rural Kentucky is inadequate** to make possible the consolidation of our schools into efficient school centers of the type that are necessary for a modern educational program. Last year we operated 3,500 buses, transporting 275,000 pupils at a cost of \$6½ millions. Improvements to rural roads that would be forthcoming with passage of the \$100 million Bond Issue would enable us to do a much greater transportation job with that amount of money.

**Fifth, we are faced with the problem of offering more Kentucky youngsters the opportunity of obtaining a college education.** Our problem is how to handle vastly increasing college enrollments. In 1900 there were some four thousand persons in our colleges in Kentucky. Last year there were 33,585. It is estimated that by 1960—four years from now—the enrollment will be 50,000 plus; and that may be a conservative estimate. This influx will necessitate the construction of new facilities, and broadening the college program generally.

It appears that there is a need for a thorough, large scale, long range survey of the State's system of higher education.

**Sixth, there is the problem of the constantly increasing costs of education and of the improvements that must come.** The Foundation Program is a dynamic instrument designed to meet changing conditions. Financial expenditures will increase as more services are provided and that means that the appropriations for education will increase in ratio. The General Assembly wisely realized this and increased the appropriation for the second year of the biennium by \$3 million.

The Foundation Program must be periodically evaluated to determine whether or not the allotments for instructional salaries, current expense, transportation, and capital outlay continue to meet our needs.

There are, of course, other problems. As we solve old ones, we will be faced with new ones. But no longer is public apathy a block to educational progress. The direction has been reversed, and public apathy has changed to enthusiasm and concern. The citizens of Kentucky have proved overwhelmingly that they are willing to share the responsibility for a modern educational program.

They realize, and we realize, that what we have is not perfection—but the day of mediocrity has passed—and it will not come again.

## TEACHER APPRECIATION SPEECH\*

It takes many different kinds of people to make up a faculty—what assets then, should a good teacher have? I would list them in this way: **First**, a conscientious desire to teach school. This might be that inbred quality that I mentioned before; certainly there must be derived a sense of satisfaction from the job. Not only Kentucky, but many States have driven people out of the teaching profession—people who belong to it—by overloading them with work, underpaying them, and taking for granted any contribution they made to education. That latter is a community responsibility. Many agencies and programs can help lighten their load and boost their pay, but recognition for service is primarily up to the towns in which they live.

**Second**, they should be qualified for the position they hold, and they should **maintain** that qualification; i.e., they should keep up with what's going on in their field just as much as a good doctor should keep up with new ideas in medicines. The sooner we weed out those people who have no desire to get better qualified the sooner will we be on the road to better schools. We hold in our hands the lives of boys and girls; our classroom manner and instruction are all important to their future. Such a responsibility surely demands that we give them the best that we have available.

**Third**, a good teacher must command the respect of youngsters—that means that they must be 'good' people. There is no set rule for this kind of conduct. There is no textbook on how to get boys and girls to think of you as a 'good' teacher. The best way is to think of them as your children and do unto them as you would do unto your own. This above all else, we should remember, these boys and girls will be adults some day and they will look upon you, their teacher, with the thought in mind that you may also be teaching their own children.

**Fourth**, a good teacher will plan work—we never get so proficient that we can come into the classroom without some preparation for the hour ahead. Many teachers do it, but they are not very popular and they are usually referred to as 'dull' and 'uninteresting'. It is very difficult to fool youngsters in this day and time. They will size you up in a

\*From an address given by Superintendent Robert R. Martin at Corbin, Kentucky, November 1956.



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hurry. Which would you rather have them say about you. "She's really a nice person, but you can get away with murder in her class," or "She's o. k., but boy she'll work you hard." I'm afraid that sometimes teachers are more concerned with what kids will think about them, whether or not they will be liked than with how much they are getting over in class.

And, **Fifth**, a good teacher is a professional person, interested in the progress of education as a field of endeavor. Certainly, a professional minded person will be a member of educational organizations that may lend stature to the profession, and she should take part in the activities of these organizations for through them, she can advance toward being a more and better informed member of a steadily growing profession—one that is growing in every way.

## ACCOMPLISHMENT IN EDUCATION DURING 1956 AND INDICATED NEEDS FOR FUTURE LEGISLATION\*

The implementation of the Foundation Program this year and the study of the educational situation have brought to the forefront some problems in at least seven areas. I shall discuss these briefly and recommend we seriously consider them for future legislative action:

**First**, the Foundation Program is a "dynamic" program, and its financial requirements will increase as we improve the educational program for more and more boys and girls throughout the Commonwealth.

**Second**, we do not have enough trained teachers for our schools.

**Third**, we need additional classrooms to house our boys and girls.

**Fourth**, more talented Kentucky boys and girls need the opportunities of training beyond the high school level.

**Fifth**, the Teacher Retirement System needs to be strengthened and defended.

**Sixth**, the Free Textbook Law needs to be implemented through adequate financing.

**Seventh**, the profession has the opportunity to improve the administrative structure of education through the adoption of the constitutional amendment which will be voted on in November, 1957.

You have the educational, executive and political know-how to implement this legislative program. We all know that in unity there is strength, and anyone who would divide the profession does not promote public education. You also realize that in the next few days—the next few weeks at the most—candidates will be announcing for membership in the House of Representatives and the State Senate. You can advance education in Kentucky tremendously if you are active now in urging friends of public education to offer themselves for these

\*Excerpt from an address by Robert R. Maritn before the annual joint meeting at the Kentucky Association of School Administrators and the Advisory Council on Public Education at Louisville, Kentucky on December 15, 1956.



most important offices. The records of the members of the Legislature show that, by and large, it was a Legislature most friendly to education and most anxious for its advancement. This came about as a result of your activities over the last several years for developing a favorable public opinion for public education in this state and then seeing that members were chosen who reflected this favorable public opinion.

This has been a most interesting and challenging year. We are at the beginning of a period of educational awakening in this state. You have done and you are doing a great job in advancing public education in Kentucky.

## STATEMENT ON THE NEED FOR FEDERAL AID FOR SCHOOLHOUSE CONSTRUCTION\*

The task of providing school buildings in Kentucky is a two-fold one. The rural areas of the State are served in the main by one, two, and three-room schools, completely and totally inadequate by any standard. On the other hand, the several rapidly growing urban industrial centers face the problem of housing thousands of additional pupils each year in buildings already greatly overcrowded.

Both problems have a common source—inadequate financial resources to meet even the most imperative needs. State assistance to school districts under the Foundation Program Act was increased during the current fiscal year by \$20,000,000, creating a State School Fund of \$54,785,500, but the fact still remains that Kentucky's tax resources are completely inadequate to replace the thousands of dilapidated, worn-out school buildings and provide new classrooms for ever increasing enrollments.

### The Need for Schoolhouse Construction

The facts speak for themselves—Kentucky needs a comprehensive school building program and needs it now to prepare for the enrollment increases of future years; to overcome the backlog of needs from the depression and war years; and to replace its many inadequate schools. Kentucky, at both the local and State level, has made every effort to meet these needs but it becomes increasingly apparent that these efforts are not sufficient to solve the problem.

The Foundation Program enacted in 1954 and financed in 1956 provides that a portion of State funds may be used for schoolhouse construction in the local districts. This year approximately \$5,335,000 is being distributed to the 221 school districts for capital outlay purposes. However, the plain truth is that State funds alone is not the answer. Because of the great needs which must be met now, nearly all school buildings erected in Kentucky are financed with School Building Revenue Bonds. Thus, the limiting factor on schoolhouse construction continues to be the assessed valuation of property in the local school district. It matters not that State aid is available to help amortize the indebtedness, the obligation is still on behalf of the local district and the indebtedness incurred is in direct ratio to the value of real property located in the district.

\*From statement made by Dr. Martin before the U. S. House of Representative Sub-Committee on Education, Washington, February 13, 1957.





Kentuckians at the general election in November, 1956, approved a \$100,000,000 Highway Bond Issue. The proceeds from the sale of bonds will be used to match Federal road appropriations and to release current State highway funds for use on non-Federal road projects. This program will greatly improve rural roads throughout the State, making school consolidation more feasible and more imperative. Thus, the road improvement program as it extends good roads into remote areas will increase the need for replacing isolated small schools with modern educational plants.

Federal assistance in providing physical facilities will permit State and local funds to be used for current operating costs to a greater degree, improving the instructional program for Kentucky children. It will also encourage the State to provide matching funds for schools as it now does for highways, hospitals, and public assistance program. **What are Kentucky's Building Needs?**

During the second phase of the **SCHOOL FACILITIES SURVEY** Authorized by Public Law 815, staff members of the Kentucky Department of Education visited every school district in the State to ascertain the nature of classroom construction needs. The results of that survey indicated that during the next five years, we will require 10,000 additional classrooms. This figure represents, (1) additional classrooms needed to meet increasing enrollments; and (2) those needed to replace classrooms presently being used that are outmoded and unfit—many of which are unsanitary, inaccessible, and beyond repair.

By the beginning of the 1959-60 school year, membership in the Public Schools in Kentucky will have increased 4.2 percent, or 23,800 pupils—just two years from now. This estimate is based on the increase in pupil membership during the last nine years, since 1946-47, which increase was 13.4 percent, or 65,658.

Table I shows the gradually increasing membership since 1946-47 and the estimated membership between 1956-57 and 1959-60. Membership has been used as it is the most valid measure of the need for classroom space.



TABLE I

## ANNUAL MEMBERSHIP GRADES 1-12 PUBLIC SCHOOLS

SCHOOL YEAR	MEMBERSHIP
1946-47	499,542
1947-48	497,340
1948-49	512,364
1949-50	527,225
1950-51	517,954
1951-52	519,971
1952-53	531,959
1953-54	545,096
1954-55	557,232
1955-56	565,200
1956-57 (estimates)	570,852
1957-58	576,400
1958-59	583,200
1959-60	589,000

Kentucky needs now 7,620 new classrooms to replace unsafe, unsanitary, and outmoded classrooms. We need 1,600 additional classrooms to house the overflow from crowded classrooms, and 1,000 additional in the next five years to house the increased enrollment. This is a total of 10,220 classrooms with the necessary central facilities to provide safe and reasonably satisfactory housing for Kentucky's children. This estimate is based on actual visitation of staff members of the Department of Education who have visited all of the school districts during the Second Phase of the **SCHOOL FACILITIES SURVEY** which was authorized by Public Law 815 and is corrected as of July 1, 1956.

#### What is Kentucky Doing to Meet the Need for Schoolhouse Construction?

Kentucky school districts are using every available resource to provide more adequate building facilities. The latest figures available indicate that during 1955-56 a total of 441 classrooms, largely one-room, were abandoned while 1,098 rooms were made available. Of this number, 622 were newly constructed, 123 were other spaces remodeled for classroom use and 353 were old classrooms being reoccupied. Then there was a net gain of 657 classroom spaces in 1955-56. Many of the reoccupied and remodeled rooms are substandard and should be replaced immediately.

Many school districts have found it necessary to issue revenue bonds to be retired from money which would otherwise be available for improving the current educational program. I mean by this, they are using revenue within the \$1.50 statutory maximum tax rate. Sixty-four of the 221 school districts, including our wealthier school districts such as Louisville, Jefferson County, Fayette County, Owensboro, Paducah, Danville, and Henderson, have been successful in voting a Special School Building Fund Tax of five to fifty cents per one hundred dollars assessed valuation under the Special Voted School Building Fund Tax Law, enacted by the General Assembly in 1950. This will produce in 1956-57 a total of \$7,975,000 locally for capital outlay purposes.

During the 1955-56 school year \$15,579,500 was used by Kentucky school districts for capital outlay purposes. This amount will be increased in the current year due to the increasing pupil load and the availability of funds from the Foundation Program.

During 1956-57, 44 new buildings were constructed and there were 65 additions, consisting chiefly of classrooms. Improvements were made to 195 buildings by repairing roofs, rewiring, relighting, installing inside toilets, new gutters, central heating systems, and by painting and the performing of other necessary repairs which recur periodically. Sixty-two new sites were acquired and 81 site improvements made.

On the basis of estimates determined in the Second Phase of the **SCHOOL FACILITIES SURVEY**, it will cost approximately \$360,000,000 by 1959-60 to provide Kentucky school districts with the needed new facilities and the renovation of old facilities. A fifty-cent school building fund tax in any district would be sufficient to amortize bonds equal to 7 to 8 per cent of the assessed valuation, assuming that the bonds were marketed at four and one half per cent for twenty years. Assuming that all of the school districts of the State voted a Special School Building Fund Tax of fifty cents, and that needs for schoolhouse construction and financial ability to meet this need were evenly divided throughout the State, the proceeds of this tax would be sufficient to amortize only approximately \$235,000,000 in schoolhouse construction.

Since we already have outstanding more than \$75,000,000 of school revenue bonds, there would be revenue for only \$160,000,000 additional in school revenue bonds. Accordingly, there would still be a deficit of \$200,000,000 between the ability of Kentucky school districts to finance



the needed school building program and the estimated total cost of the program. Actually, the deficiency would be greater because some Kentucky school districts are fifty times as able to finance a school program as are other Kentucky school districts.

In the past ten years, the local school districts and the State have increased the tax support of public school systems as is indicated in the table below:

	1947-48	1956-57 (estimated)	Per cent Increase
State	\$22,525,000	\$ 54,785,000	143
Local	27,917,000	63,466,000	127
TOTAL	\$50,442,000	\$118,251,000	134

Included in the local revenue for 1956-57 is \$8,071,000 which is being produced by 64 of the 221 school districts in Kentucky as a result of voting the special school building fund tax of 50c per \$100 assessed valuation under the Special Voted Building Fund Tax Law enacted by the General Assembly in 1950.

Not only is Federal assistance necessary but it is necessary now. We have already delayed entirely too long in this matter; the future welfare of the Nation demands that positive action be taken immediately.

Today we are a mobile people, moving about from place to place in the Nation as never before in history. Our strengths and our weaknesses cannot be isolated. That which affects a state affects the country as a whole. Therefore, the Federal responsibility in the matter of school building assistance to the states seems clearly indicated. The local, state, and Federal governments have joint responsibilities, and the time is long past for the Federal responsibility to be ignored.

In addition to this revenue, which is earmarked for construction in new buildings, addition to and renovation of existing sites or buildings or the amortization of indebtedness, it is estimated that approximately \$9,000,000 additional will be spent in 1956-57 for the purposes indicated above. This amount will be realized within the \$1.50 statutory maximum local tax rate and the State appropriation for support of the common school system.

It is interesting to note that in 1947-48 the local school districts of Kentucky had outstanding indebtedness in the amount of \$14,329,000 while as of June 30, 1956, this total had increased to \$75,927,000. In 1947-48, the debt service on these bonds outstanding amounted to

\$2,032,000, while in 1955-56, the amount was approximately \$12,000,000. In addition, in 1947-48, \$3,206,000 was spent for capital outlay on a current basis. In 1955-56, this amount had increased to approximately \$6,000,000.

Included in the total amount of money available in 1956-57 indicated above, is \$8,960,000 which is earmarked, under the State Foundation Program, for capital outlay purposes. This is a partnership arrangement in which the local districts are required to supply approximately \$3,625,000, while the State invests \$5,335,000.

### Kentucky's Emergency Needs

Eastern and Southeastern Kentucky have recently experienced the most devastating flood in modern history. Thousands of people have suffered overwhelming losses, but there are plans in the making to help relieve these unfortunate citizens.

While my primary purpose here is to support vigorously Federal Assistance for school buildings construction, I would be amiss if I did not urge the Congress to provide emergency aid to the school districts affected by the flood. The staff of the Department of Education has just completed a preliminary survey of the damage to schools in the flood area. Our estimate of losses to school districts, based on this survey, is \$1,200,000. This was a preliminary survey only and further investigation of the situation may reveal much greater damage.

In the Knox County and Barbourville School Districts we estimate damage of approximately \$155,000. The loss in the Pike County Schools will exceed \$35,000, and \$93,000 in the Pikeville Independent School District. The Floyd County School District has suffered damage estimated at over \$300,000, and the damage to the Hazard Vocational School will run over \$300,000. These losses place the school districts in an extremely critical condition. You are no doubt well aware of the general economic conditions existing in Eastern and Southeastern Kentucky. The buildings and equipment lost and damaged represent investments that have been accumulated over long periods of time. They cannot be repaired or replaced in any reasonable period with the financial resources available to the local school districts.

I urge the Congress to give high priority to direct aid to the school districts which suffered these terrible losses.

### Conclusion

It is my understanding that the Committee on Education and Labor now has before it two Federal Aid proposals, that of the Presi-



dent of the United States and the Kelley Bill. I have studied these proposals at length and find that they have many similarities. The Kelley Bill does provide a larger appropriation. However, the President's proposal recognizes the factor of "need" between the several states and provides funds, on a matching basis, for administration of the program within the states. These two factors seem to be highly desirable.

The school building needs of Kentucky and other states must be met. I do not propose that the Federal Government assume the entire responsibility, but I am completely and thoroughly convinced that Federal assistance is absolutely necessary if adequate school buildings are to be provided.

## PROBLEMS AND THEIR POSSIBLE SOLUTIONS FROM THE STATE LEVEL\*

A few weeks ago I heard a story about a six-year old who started to school in the first grade. He had always been a bit of a problem to his parents because they never quite knew what he was going to say next. I'm sure you know the type — rather precocious, but bright as a new dollar.

One day not long after the term began, the lad came home from school in somewhat of a depressed mood, and his parents — concerned that he get off to a good start — asked him about it.

"Well," he said, "I guess I'm going to have to quit this school business. I've been going almost two weeks now and I can't read a darn word."

Those of us who are charged with some of the responsibility for trying to find solutions to the perplexing problems facing the public schools today can understand that youngster's frustration.

The problems that confront education have been minutely outlined, analyzed, scrutinized, discussed, reiterated, and redefined dozens of times. Scarcely a day passes that some educational dilemma does not present itself. As I see it, all of these are merely the separate components of a single issue. The real problem is education itself. If that seems like an oversimplification, I can qualify it only by reasoning that when we improve any specific phase of education—when we solve a single problem—we also improve the total status of education. Our problems are like a river system; each one tributary and contributory to the basic stream.

In defining the educational problem it is certainly necessary to isolate the various factors that have helped to build it. But if our solutions to these various problems are not consistent in their relationships to the overall program of education and its objectives in our modern society, then we have wasted our energies in the creation of nothing.

\*An address by Robert R. Martin before the Secondary School Section, Kentucky Association of Colleges, Secondary and Elementary Schools, University of Kentucky, October 25, 1957.



CONCLUSIONS

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In the guidance of learning, which is really the function of education, there have always been three necessary components: people, ideas, and facilities. Throughout the history of formal education, there have been few times when at least one of these components has not met with difficulties, but there has never been a time when the entire structure of education has been more severely challenged than it is in our time.

The solution to many of our problems isn't always just a need for more money, although certainly that is the basis for our greatest concerns. But the public school system is an institution that owes its existence to the taxpayer. We meet precious few people during the course of a normal day who are willing to admit that they can afford better schools.

There is a story about a woman who brought her automobile into the garage for some badly needed repairs. On the seat was a note listing the various things that were wrong with the car. This note afforded the mechanic who read it quite a bit of amusement, because penciled across the bottom of the list was this message: "Please stop when you reach \$15."

I'm sure that \$15 worth of repairs was all that the lady could afford at that particular time. How much education can the public afford? Evidently, it can afford a great deal more than many believe. Today the schools are being almost as severely criticized as they are challenged. That is a most healthy sign. It denotes an awakening of interest by the people in the conduct and control of their schools. It suggests that people everywhere are beginning to ask themselves the same question that we have been asking for years. It reflects public sentiment and a desire to know more about the schools and their problems. Criticism of the schools has resulted in more bond issues for schools construction and improvement than perhaps any other factor. Because it opens the way to enlightenment.

In Kentucky today, we are faced with the same kinds of problems that are facing all of education in the nation. In some cases ours are more severe and in others they are less so than in many of our sister states.

Thus if we can solve a specific educational problem in Kentucky we can contribute to the solution of similar problems in every other state. All of education advances when any of it improves.

Of many problems with which we are faced, I should like to call

your attention this afternoon to only those that I believe to be of paramount importance and to some possible solutions that might be effected from the State level.

### THE TEACHER PROBLEM

One of the most pressing matters with which we are faced is the critical teacher situation. If the teacher shortage was an isolated problem—one that was exerting pressure on only a few states, it would be a much less complex matter to find a solution for it. However, as you well know, that is not the case. On the contrary, latest authoritative predictions disclose that we will require 200,000 new teachers each year until 1965.

In Kentucky last year there were 22,617 teachers which represented an increase of more than a thousand over the previous year. Although figures are not yet available on the present school year, it is reasonable to assume that this increase will be repeated.

The teacher shortage is not a problem that can find its complete solution on the state level nor for that matter is any problem going to be solved primarily through the efforts of any one agency. The need for additional qualified teachers must be met cooperatively by the teacher-training institutions, the State Department of Education and the local school district. The teaching profession has gained new prestige in recent years. Obviously much of this has come through the personal contact that teachers have in the community with parents, students, and friends of the schools. The role that local school districts have to play in erasing the shadow of a teacher shortage is an important one. Administrators should constantly strive to improve the status of the local school teacher in the eyes of their public and make teachers themselves more aware that the local superintendent's office has a sympathetic understanding of their needs and their problems. Of equal importance in the fight to obtain new teachers, is the necessity that we retain those teachers we now have.

One of the first steps in solving the problem of critical teacher shortages in Kentucky is continuing to increase teachers' salaries in the State. Although the average salary for teachers in this State is yet lower than the national average (some \$4,300 annually), we can nevertheless already see the effects of better compensation under the Foundation Program Law. By and large, teachers' salaries were increased some \$600 across the State during the last two years. In direct relation to this has been the fact that last year, the number of teachers



graduated from our colleges and from the University who left the State to accept teaching positions outside Kentucky decreased by nearly 50% over the previous year. In addition to that, Kentucky's crops of teachers has exhibited a new spirit—a higher morale, if you will, since the enactment and financing of the Foundation Program Law.

Higher salaries commensurate with the status of the professional responsibilities that teachers are expected to assume are a vital factor in supplying the teachers we so badly need. But better salaries alone are still not enough. So long as the productive capacity of this nation continues at its present rate or even at a slightly lesser rate, industry and technology will continue to be in a better position to bargain for the services of college trained people than will education.

The significance of teaching as a **Profession** is our best weapon for warding off the more attractive overtures of industry and business. One way of strengthening the profession is to further strengthen the teacher retirement system by adding the so called fringe benefits and some other security benefits.

It is my firm conviction that a program of state-financed scholarships for teacher training awarded on the basis of merit and ability can also be of great assistance in combatting the teacher shortage. I would propose that such a scholarship program require accepted candidates to teach for a specified period in Kentucky upon successful completion of their course.

The State Board of Education recently adopted a policy for permitting college graduates to teach in Kentucky schools who have not had the necessary educational course work in another attempt to ease the teacher supply problem. Adopted with a full understanding of the problem, this policy has apparently met with approval in the State. These people would be obligated to meet educational requirements upon acceptance of a teaching position.

As long as enrollments continue to increase there will be new demands for teachers. If education is to be able to meet these constant demands, teaching must offer to young people a secure future, and a satisfying life.

### THE CLASSROOM PROBLEM

As critical as the teacher situation is, there is yet another problem that is of equal gravity if not more so that confronts education now. I refer to the almost universal need for additional classrooms. We are beyond the crisis stage in our inability to adequately house the school

population of this nation. It is tragic and it is ridiculous—but it is a fact.

The population of the United States is growing at such a rapid rate that we find it difficult to keep track of it. Forty years ago our population was 100,000,000. Ten years ago, it was 141,000,000. It is now 170,000,000 and conservative estimates predict a population of 221,000,000 by 1975.

The number of babies per year per one thousand women of child-bearing age has increased from 86 in the 30's to more than 120 today. Families are larger than ever. There will be a total of \$4,200,000 new babies born this year representing an all time high; but next year it will be even higher.

We know what this holds in store for our already overburdened schools. By 1965, there will be 30 per cent more children in our elementary schools and 50 percent more in our high schools.

It would be enough of a crisis if our only problem was providing for these increases in enrollments, but in addition to that we must also provide replacements for unsanitary and obsolete classrooms now in use, as well as build still more rooms to relieve overcrowding.

This again is a problem that faces all of education in the United States, but in terms of our needs and our separate abilities to meet these needs, there are few states that find themselves in a more difficult position than does Kentucky.

During the next five years, Kentucky will require about 10,000 new classrooms. These are needed to replace those that are unfit, to relieve overcrowding, and provide adequate facilities for increased, and increasing enrollments.

#### HOW TO FINANCE THIS NEEDED CONSTRUCTION

The problem here obviously, is not the need for new construction, but finding feasible methods of financing this necessary construction. The first source is now and must continue to be local effort. Our local school districts have done a tremendous job in schools construction. However, with the present revenue structure, it is impossible to meet all school building needs with local effort.

There remain two other possible solutions:

1. A state-wide bond issue for schools construction
2. Federal assistance

On numerous other occasions, I have discussed the possibility of a



statewide bond issue similar to the recently approved bond issue for highways construction. The amount of that bond issue will depend on an analysis of the situation at the time and a revised survey of facilities needed.

A significant study is presently underway which can have important implications on future building plans for Kentucky schools. I refer to a study by a committee of the Advisory Council on Public Education in Kentucky directed toward investigating methods and means of cutting costs in the construction of schools. This committee, composed of school administrators, architects, contractors, and staff members of the Department of Education has had several meetings and a report of their findings should be forthcoming in the near future.

School people throughout the nation have waged an intensive and realistic battle for Federal assistance for schools construction. Although this legislation received much notoriety and met with some controversy, it is still a practical possibility and one for which we must continue to expend every effort. If the present school crisis is allowed to continue unabated, the so called Federal Control which opponents of the proposal feared, could conceivably become a necessary reality.

#### PROBLEMS OF IMPROVEMENT OF THE EDUCATIONAL PROGRAM OVERALL

From the point of view of time and action, the problems that I have been discussing should be classified as immediate and acute. These are matters that demand solutions just as quickly as we can find them.

There are, however, other problems that I would classify as being of a less perilous nature—but certainly of not less importance. These are the many problems that arise in connection with the day to day work of educating.

We in education sometimes become so engrossed with a particular problem that we lose sight of the fact that dealing with such problems is a big part of the job we have chosen to do. What sets us apart as a profession is our dedication to the solution of problems aimed toward creating a constantly new and a consistently better educational opportunity. This involves continuous efforts on the part of everyone associated with education to improve, expand, and advance the program. It is therefore important that we occasionally evaluate the status of the public schools in Kentucky in order to know how well we are doing our jobs, and how we can do them better.

In considering problems of general improvement, we are faced with matters relating to pupils, instruction, administration, and public relations.

In administrative matters there are numerous areas that deserve our attention. One that comes to my mind immediately pertains to problems that are the result of the present structure of school districts. Because the school district is the basic organism for administering the program of public school education and since this organism has remained relatively unchanged for many years, many of our sister states have undertaken to reorganize their school districts into more unified and more efficient units.

Through merger of small districts, with the county districts in which they are located, Kentucky has done a great deal toward simplifying its administrative set-up. There are presently a total of 216 school districts in this State compared to eleven other states that have more than 2,000 school districts.

The experience of many states has shown that a sound and equitable system of school finance requires a district structure capable of using funds effectively—in other words, providing the best program possible at the most reasonable per pupil cost. This is of course, the greatest advantage of redistricting.

In line with evaluating our educational position, there seems to be ample evidence that our program of establishing accreditation standards warrants some revision. This is another area for which solutions to problems may originate on the state level.

Of course it is axiomatic that curricula, and general instruction must be constantly expanded. The Department of Education stands ready to do whatever it can in providing assistance, guidance, and consultative services in these areas.

There is one final area that merits the attention of the profession in relation to problems confronting education in Kentucky. The importance of maintaining good relations with school patrons—with the communities in which our public schools are located is paramount in awakening public sentiment to the needs of the schools. Whether we label this function as public relations, community-school relations, or 'How to win friends and influence people'—it is still a part of the educator's job even though he may not always be aware of it. A defined program of local school public relations can be a tremendous asset not only for informing the people of the progress and needs of



education in the community but also for preventing misunderstandings from arising and creating a favorable climate for advancing the local school program.

Again may I reiterate that the basic problem with which we are all faced is education itself. What affects adversely any one phase of education also adversely affects all of education. That which aids any phase of education has a favorable effect on all of education.

Our task grows more difficult each day and our problems are not diminishing. And yet, when we look at existing conditions and take note of the accomplishments that we have made, there is much to give hope and confidence in a brightening future for education in Kentucky.

## CRISIS AND OPPORTUNITY\*

This meeting of the Kentucky State Association of School Administrators comes at a particularly auspicious time. Our nation has become more education conscious in the last month than it has been since the struggle to establish free public education through the twelfth grade.

Two months ago, on September 25, at the Second Annual Governor's Conference on Education, I made an address from which I would like to repeat one paragraph.

"We live in a world in which education is all important. It is education more than any other single factor that has made America the greatest industrial nation in the world's history. It is education more than any other single factor that has enabled the Soviets to develop the Russian nation to the point that it now poses a threat to American supremacy. It is education which has given our Western culture its dominant position in the world for the last 400 years, and it is the growth of education that has now enabled new nations in Asia and Africa to shed Western political dominance and join with the Western nations as free and equal partners in world community."

I made that statement as I have said on September 25 of this year—that was before the Russians launched their first Sputnik. Although the Conference was covered by the press, the statement I have just repeated did not make the newspapers. At that time such a statement was not news; it was the kind of thing we educators have been telling each other for a long time, of course—that education is the foundation upon which our entire civilization is built—but it was not news which the general public would have been interested in reading about in their daily newspapers.

Today I have repeated that statement which I made two months ago and I dare say that once again it will not be reported in the newspapers but this time for a very different reason—since the Russian launching of Sputnik I and Sputnik II, the whole nation has been asking how the Russians got ahead of us and the answer seems to be through education. The papers have been filled with news stories comparing Russian education with American education. My statement

\*An address given by Superintendent Robert R. Martin at the Annual Meeting of the Kentucky Association of School Administrators, Louisville, December 14, 1957.



to the effect that education is the very foundation of our whole civilization will not be reported in the press this time because it is no longer news—by now everybody already knows it.

This new-found public awareness of the importance of education is an opportunity, a challenge, and also a potential danger for American education.

It is the opportunity that we have needed and have waited for to bring about real public understanding of what all of us in education have known and have been trying to tell people for a long time—that public education is in bad shape because of public neglect. The public has neglected to finance our schools, to pay our teachers, to build buildings, and to interest themselves in the day to day operation of our schools. We now have the opportunity to correct this.

It is a challenge to public education to actually come across with the better schools which we have promised we could produce if only we were given the opportunity.

It is a potential danger because in their concern during this moment of crisis, educators may not make themselves heard or the public may not listen to them and may choose the wrong ways of meeting the crisis and do permanent damage to education in America.

I would like to dwell on these three points—the ways in which the present crisis constitutes an opportunity, a challenge, and a potential danger to education.

### THE OPPORTUNITY

That the present crisis is an opportunity for educators to be listened to at long last is already abundantly apparent. Each day's newspaper now has three to four articles comparing Russian education with American education.

Many of the things educators have known and have been trying to say for a number of years are now being said for them by the press. I find that some of the facts which I have known for some time take on a new and frightening appearance when I read about them in the newspapers. For instance, a Russian elementary and high school teacher earns one and one-half times as much as a Russian skilled worker, whereas, an American teacher earns less than a skilled worker. Class size in the Soviet Union is limited to 17 or 18 students, whereas, Americans have become accustomed to 30 or more students in the

classroom. Russian schools now graduate 60,000 engineers a year and American schools graduate about half that number—about 34,000. The Russian child graduates from high school in ten instead of 12 years and in those ten years he has had five years of physics, four years of chemistry, five years of biology, and ten years of mathematics including algebra, geometry, and trigonometry. In many Kentucky schools we are still trying to find the funds to build the laboratory and pay a teacher who will teach our children one year of physics or one year of chemistry before they graduate from high school.

These figures are startling; they are frightening; they are being presented to the American public with all the skill possessed by our great American free press. The result is greater public concern over American education. We are just beginning to feel this public concern. Without doubt, it will grow stronger and stronger in the next few months. The public is becoming convinced that there is something wrong with American public education. We who are in education have been trying to tell them that for a long time.

Here are some of the things we have been trying to tell them in Kentucky. At the time of Pearl Harbor, Kentucky employed 18,800 teachers who met full certification standards at the time and there was a large oversupply of qualified teachers. Before the close of the 1940-41 school term, Kentucky started running out of qualified teachers and issued 164 emergency certificates. The number increased rapidly until it reached 5,300 in 1947-48. The number then declined for a few years but has started upward again and this year we will issue 3,000 emergency certificates in order to fill vacancies.

If all the teachers prepared in Kentucky colleges had accepted teaching positions in Kentucky, there would be no great shortage of teachers. The Kentucky colleges have produced, during the last 10 years, 15,389 college graduates qualified as elementary or secondary teachers. During that 10-year period, 20,000 teachers have withdrawn their teacher retirement funds and quit the profession in Kentucky—most of them going into the teaching profession in other states.

The State Department of Education has given to the public, through its own releases and through the *COURIER-JOURNAL* and other papers, these facts year by year as an evidence of its deep concern about the quality of education. It is poor economy to prepare teachers for other states when Kentucky children do not have qualified teachers.

A large percentage of the best prepared teachers moved on to



other states where salaries were higher and the poorly prepared teachers used their own meager salary to upgrade themselves year by year. In 1939-40, the last normal year just prior to Pearl Harbor, only 40 per cent of Kentucky teachers were college graduates. This past year, 60 per cent of the teachers in Kentucky were college graduates.

The State Department of Education has indicated its concern for improving the quality of education as it made efforts to consolidate the small one, two, and three teacher schools. It took buildings and roads to make it possible to consolidate. Kentucky was concerned about the education the children received in these schools as it made efforts to consolidate the schools and bring the children into larger schools.

Prior to World War II, there were 5,367 one-teacher schools. In 1949-50, there were 3,127. Today, there are 1,523.

We have been concerned about improving the quality of education in Kentucky in our effort to extend the term length. Any advance we make in education in Kentucky represents long years of struggle. For example, the Legislature of 1842 set the minimum length for the first time—the term was three months. Fifty-one years later, 1893, the minimum term was set at five months. Eleven years later, in 1904, it was advanced to six months. After another 20 years, in 1924, it was fixed at seven months. Then, in 1946, 22 years later, we had the beginning of a period in which every child in the elementary as well as in high school was guaranteed a school term of eight months. It was not until 1956 that the Legislature guaranteed to every child in Kentucky a term of nine months and, even now, Kentucky ranks seventh from the bottom in the number of days Kentucky children attend school. In Kentucky, the children go to school 172 days while in our neighboring state, Illinois, where the school term is the longest, the children go to school 187 days. The average in the United States is 178 days.

Research in the State Department of Education shows that in 1944-45, when there were 405,830 children in membership, 81,118 failed to be promoted—approximately 20 percent. Twenty-six per cent of those enrolled in the schools with the shortest term length—seven months—were not promoted. Twenty-one per cent of those enrolled in schools that had eight-month terms were not promoted and 12 per cent of those in schools with nine and ten-month terms were not promoted.

The supply of teachers as well as the caliber of the people who choose to prepare for teaching is related to salaries. In 1956-57, Kentucky ranked 46th among the states for salaries of teachers with an average of \$2,900. Mississippi, with an average of \$2,500; and Arkansas, with an average of \$2,430, are the only two states which fall below Kentucky in average salary of instructional staffs in the public schools. The Arkansas Legislature this year made an added appropriation of \$14,300,000 which will increase teachers' salaries on an average of \$800, raising the average to \$3,200. This will leave only Mississippi with salaries below Kentucky. The average in the nation is \$4,330 and the top average is found in New York where the average is \$5,700. In Illinois, it is \$4,785, and in Ohio, \$4,500.

The problem of teacher shortage—the problem of securing and retaining a good teacher for every classroom remains a pressing problem for the total leadership in every local community and for the leadership of the total Commonwealth.

This mounting public concern over education is the opportunity that we have waited for. Now is the time for all of us to exert every effort to tell the people just what it is that is wrong with education. In each community it is somewhat different but it follows the same general pattern all across our Commonwealth and across the Nation. Teacher's salaries are too low. We cannot recruit promising young people into the profession. We cannot even hold people in the profession who have trained themselves in college to be teachers. We do not have enough buildings in which to house our schools and too many of the buildings we have are old and inadequate. Even if we had enough teachers we could not appreciably reduce the size of our classes because we do not have buildings in which to put them. If the Federal government were to give us the money to hire science teachers tomorrow, many of our schools would not have laboratories in which they could work. In many communities we do not have the active support of the public for any part of the school program except athletics, (and in some communities the public does not even support athletics.) The Russians have given us the opportunity to tell these things to a newly interested and a newly-frightened public. We must grasp this opportunity while it is ours.

#### THE CHALLENGE

The present crisis is a challenge in many of the same ways in which it is an opportunity. It is a challenge to make ourselves heard; it is a challenge to take advantage of the opportunity; but it is a chal-



lenge in another way, too—it is a challenge for us to **produce** in some of the areas in which we have been doing a lot of talking. If we take advantage of the opportunity which the Russian Sputnik has given to American education, we will undoubtedly have more to work with in the next few years. The public will become more willing to build buildings and more willing to pay teachers. The public will be asking questions about curriculum and teacher training and a lot of other subjects, and if we take advantage of our opportunities, they are going to follow our advice on a lot of these matters. Therein lies the real challenge. When we are given the wherewithal to improve American education, how successful will we be in actually bringing about improvement? How much of what we have been saying we want to do can we actually put into practice and make work? Many of you will soon have the opportunity to put a lot of things into operation that we have been pleading for in vain heretofore. What we accomplish when we are given this opportunity will determine the future of education in this country.

### THE DANGER

I said that the present crisis is potentially dangerous to education. It is potentially dangerous because the public is becoming excited and it may follow the wrong leadership. There are those who blame the American schools for the present crisis without tempering their judgment with consideration of what the schools have been given to work with. These people and others would offer their own solutions to our educational problems regardless of whether their proposals conform with the best in educational research and educational thought. Educators can forestall this danger by seeing to it that the public is made aware of the real problems in education and the real solutions to them.

There is an acute danger in the present situation that attention will be focused exclusively on mathematics and the sciences. Science and mathematics are important, but other subjects are important too. We would be foolish, indeed, to let the present Russian breakthrough on the scientific front convince us that science and mathematics to the exclusion of other subjects would do permanent damage to our young people and to our schools. Furthermore, a crash program in science would certainly be only the beginning of a series of crash programs each time the Russians displayed superiority in some new field. What is actually needed in our schools is a balanced improvement in the quality of the entire program.

I would like to discuss this need for a balanced program for a moment. We have been told in the last month or two that American schools are behind Russian schools in teaching science, mathematics, and foreign languages. This is true. We are told that we must close the gap in these fields and produce scientists, mathematicians, and foreign language experts in the same quantity and the same quality as the Russians or the Russians will eventually conquer us. I expect this is also true.

On the other hand, the defenders of American schools point out that there is a difference in purpose between American and Russian schools. One of the major purposes of Russian education is to turn out scientists, mathematicians, and language experts. American schools, on the other hand, are broader in their purpose. They train students from many backgrounds for many fields of endeavor and in addition to academic training they seek to teach all young people how to live in a democratic society. At their best, our American schools achieve both of these goals. Many others do remarkably well with limited resources. Some, unfortunately, use such phrases as "Training for Democracy" as a camouflage for an inadequate program. At its best, nevertheless, the American school seeks to train broadly and to train for democratic living.

Some of the recent articles in the press have made it appear that Americans must choose between a good academic program in science and mathematics and the broader purposes which have heretofore characterized American schools. This is not true. Part of the challenge which now faces American schools is the development of a program which will achieve something comparable to what is being achieved in Russian schools and hold to the ideals of American education. This is a greater challenge than the one that faced Russian educators before they developed their present system of education because we must achieve in our schools what they have achieved in theirs and we must do this without sacrificing the essential elements that characterize American education.

#### A PLAN FOR ACTION

We must examine very carefully the impact upon American life and upon our free institutions of the recent developments in the fields of science and technology. Along with this re-examination, I believe we should reaffirm our faith in the American system of education with its democratic goals of educational opportunity and freedom of choice for all youth, and recognize that it still constitutes democracy's most



effective weapon for combatting the threats posed by the Soviet Union and its satellite nations.

I call upon all boards of education, school and college authorities and their faculties to meet fully and effectively their increased responsibilities in this period of crises by taking the following actions:

1. Each school should examine its curriculum in order that we may determine that it is adequate for the stern requirements of this day.

The State Board of Education has authorized the Superintendent of Public Instruction to appoint three committees composed of lay citizens and professional educators in order that we may thoroughly examine our accreditation standards and our program of studies for all the schools across the State. It is imperative that each school district do this same thing for itself.

2. While public opinion at this time is essentially focused on science and mathematics, it is essential to improve the teaching of other basic studies and activities required for proper balance in education. As has been stated, "The defense of our democratic society lies in a citizenry whose members have attained an emotional and intellectual balance, high standards of moral and spiritual values, and the ability to make intelligent decisions as individuals and as a group."

3. Our public schools and colleges should strengthen their guidance and counseling services in order that each student may be assisted in making wise choices to the end that his capabilities will be realized to the maximum extent. We know that all students cannot become mathematicians and scientists—it would be foolish to undertake such a proposition.

4. Principals, supervisors, teachers, and all others who are in any way associated with the learning process should redouble their efforts to assume in a new way their responsibilities for identifying talent and ability and in motivating and encouraging students who possess unusual talent and ability to develop it fully.

5. School districts should give attention to the reorganization of elementary and secondary programs by the establishment of schools which are large enough in size to permit the development of, in an efficient and economical manner, a broad program of education which will make it possible for students to develop to the maximum extent.

6. Schools should experiment with and explore practical ways to enrich the program of gifted youth. This may be done through longer school days, special plans for further development during vacation periods, as well as through individual attention and instruction.

In order that we who work directly in the field of education may have the strength and encouragement equal to the task which faces us, I call upon our State and National leaders in government, industry, agriculture, and labor; and more especially on each individual citizen to give support and understanding to our schools and universities in this time of national crisis. The ultimate responsibilities which are necessary in order that education be improved to meet the challenge of this day.

There are no panaceas—no easy solutions—the neglect cannot be overcome by crash programs, but only by thorough analysis of the American education program and the willingness to give to it the support and understanding which are necessary for its fulfillment.

Kentucky has made a great investment in education—hundreds of thousands of dollars, as well as the time, talent, and devotion of thousands of dedicated teachers. All of this has been with the aim of assisting young people of the State in securing a good education and to preserve and strengthen the American Way. Therefore, I think it is fitting that I call upon each student in the schools of this State that the student recognize his responsibility for greater effort to work to his full measure in order that he develop his abilities and talents to make him a worthwhile citizen in the years which lie ahead. Only in this way can he serve in the highest sense his country as well as himself.

This is the day of new opportunity for all of us in education, it is the day of a new challenge fraught with imminent dangers. I know you will seize the opportunity, you will accept the challenge in order that we may avert from education and from American life the inherent dangers of the present situation. You will be equal to the task.



## REVIEW OF EDUCATIONAL PROGRESS IN KENTUCKY\*

It is a real privilege which you have accorded me to permit me to come here today to bring greetings from your Department of Education. One of the very rich and rewarding experiences which has come to me as Superintendent of Public Instruction has been the opportunity to work very closely with our professional organization, the Kentucky Education Association, and with your officers and staff. The leadership which they have evidenced, I am sure, reflects the fine type of leadership that you are giving to the improvement of education throughout Kentucky. We have seen the Kentucky Education Association grow until today I rate it as the greatest professional organization in our Commonwealth. Some real achievements have been brought about as a result of the close cooperation between the K.E.A., our professional organization; and the Department of Education, the constitutional and statutory agency for education in this State.

I think it is well in the beginning that we attempt to review briefly the progress we have made, as we point out the problems that still confront us, and as we make plans for their solution in the future. In a very real sense, I think we can say that we have come a long way as a united profession dedicated to the improvement of education in the State, but with a clearly defined program for that improvement. We might go back a generation and review our efforts to improve education through our efforts to equalize educational opportunities in this State. Those efforts were culminated in the movement of the profession to amend Section 186 of the Constitution and to write into law a Foundation Program for Education in this State. These efforts consumed our best efforts for a period of several months.

As a result of those efforts, we have moved forward with our program which has been accepted by the people and financed in full by the 1956 Legislature. As a result of that financing by the 1956 Legislature, continued by the 1958 Legislature, we have seen a total of \$97,000,000 of new State monies added to the State appropriation for public elementary and secondary schools. Along with that financing of the Foundation Program, we have seen our Teacher Retirement System

\*Address by Superintendent Robert R. Martin before the Kentucky Education Association, April 10, 1958.

fully financed, and at the 1958 Legislature we were able to secure the enactment of our Teacher Retirement legislation which adds to our Teacher Retirement program fringe benefits such as survivor and death benefits and increased annuities for members of our profession who have already retired and those who expect to retire in the next few years. This means that our Teacher Retirement System is fully matured and is one of the better teacher retirement systems in the entire nation.

May I pause to pay tribute to Mr. N. O. Kimbler who has served so faithfully and so well as Secretary of the Teacher Retirement System from its organization in 1940 until his retirement last year. Since that time, Mr. Kimbler has followed the progress of the program very carefully and, in large measure, the pride of authorship for new legislation must be given to Mr. Kimbler. It came as a result of his careful study over the years. I have said before and I say again that no man in the entire history of public education in this State has made a more significant contribution in a particular field than that contribution which Mr. Kimbler has made in carefully nurturing, safeguarding, and developing our Teacher Retirement System.

I could consume a great deal of time recounting the fruits of the Foundation Program. It has been pointed out on many occasions the effect it has had on teachers' salaries, on the provision of additional personnel, on the improvement of the transportation system, and in the provision of classrooms for our boys and girls. These fruits must not be lost sight of as we plan for the future, because they provide the sound base on which we can build and on which we must build for the future.

But the Master Teacher said a long time ago "No man who puts his hand to the plow and looks back is fit for the Kingdom of God." So it must be with us.

We know we have still with us the two basic problems which confront education and which must be solved before we can begin to rest on our laurels. The first of these problems is the ever-present problem of finding enough competent, well-trained teachers for the instruction of our boys and girls; and the second problem is the basic one of securing adequate schoolhousing in order that our boys and girls may have the advantage of living and learning in a wholesome situation. We are convinced, however, that the soundest approach to the solution of the problems is the approach through the Foundation Program for Education. The Foundation Program is a sound vehicle,



but the level on which it has been financed was the level set in 1953. It can be seen, therefore, that seven years will have elapsed by 1960 without the program being adjusted to reflect the changed conditions which have come about during that time.

Therefore, I submit to you that while we need to keep the Foundation Program a balanced program, meeting the basic needs of education, attention must be given without delay to the matter of teachers' salaries. Actually we are today in a worse competitive position so far as teachers salaries are concerned than we were in 1956 at the time our program was financed. The expectation is that Arkansas and Mississippi will both move ahead of us as these states reward their teachers at a higher level than is the situation in Kentucky. This is a sorry prospect for Kentucky. We know that our program must be adjusted to reflect the changing situation in other current expenses, in capital outlay, and in transportation.

In fact, the time has come for a thorough evaluation of our Foundation Program in order that we may understand fully what has been accomplished by it and what adjustments need to be made in it for the days that are ahead. I commend this project to the profession because it is necessary that we take a new look at the Foundation Program and that we do that in a thoroughly objective manner, that we again involve some of the citizens across the State as we take a new look at our school program looking toward the future.

I have said on other occasions that with Sputnik and the beginning of the Space Age our citizens are concerned as they have never been before in the quality of education. You know and I know that the quality of education is basically dependent on the quality of teaching in our schools. You know and I know that in this time of economic recession that the Congress of the United States can use schoolhouse construction as an anti-recession measure even if the basic reasons are overlooked for needed classrooms.

The shortage of qualified classroom teachers continues to be a problem that is appalling. If all the teachers prepared in Kentucky colleges had accepted teaching positions in Kentucky, there would be no great shortage of teachers. The problem of the teacher shortage—the problem of securing a good teacher for every classroom—remains a pressing problem for the total leadership in every community and for the leadership of the entire profession.

The inter-relationship between the economic well-being of the Commonwealth and education is intimate and continuing. Each one

is dependent upon the other. Our schools are financed through taxation and taxes can only be levied upon whatever business industry, and personal income there is within the Commonwealth. Without strong industries we cannot have adequate teachers salaries. Without strong business we cannot construct the school buildings we need. Without a healthy agriculture we will never be able to provide every child with educational services to which he is entitled. Education is dependent upon the general economy for its financial lifeblood.

By the same token, the economic well-being of the Commonwealth is dependent upon education. Industry no longer operates on brawn; it operates on brains. The lowliest unskilled worker must be able to read and write or he cannot follow directions. The ranks of skilled labor must be largely high school graduates and in many cases they have had additional education in trade schools or trade extension classes. Administrative and professional people must have a college education, often including a good deal of graduate work. People no longer just "go into business" for themselves the way they once did, either. Today's young businessman has gone to college and majored in business administration. And farmers need more education than ever before, too. Farmers not only must learn how to farm, they must also learn how to fill out government forms.

I don't think I need to labor the interdependence of business, industry and education. It is self-evident. One only needs to name off the great industrial states of our nation—New York, Michigan, California—to illustrate the parallel. This parallel is no accident. These are great educational states because they have an economic base which will finance education; and they have that economic base because they have an educated population which has attracted business and industry and made it prosper. Which came first—education or the thriving economy? I submit to you that they grew up together. They grew up together and they will continue to grow so long as they realize their interdependence and support each other.

Today in Kentucky, business, industry, and education are growing together. The growth of business is highlighted by the fact that between 1940 and 1950 the number of people employed in managerial, clerical and sales positions in Kentucky increased by 25 to 50 percent. The growth of industry has been phenomenal. In the nine years between 1946 and 1955 the number of jobs in manufacturing industries in Kentucky grew by over 40 per cent. Most of these new jobs came from new industries which located in Kentucky. In 1956 alone, 65



firms announced they would construct production facilities in Kentucky. In the same year, 1956, the Foundation Program for Education was fully financed and State funds for the common schools increased by twenty million dollars. Business, industry, and education are growing together in Kentucky. The continued growth of each of them, of course, will depend on the continued growth of them all.

I hope that our profession will assume the leadership in developing a program for the future which will be realistic in terms of what we can do but also realistic in terms of what we must do if our boys and girls are not to be denied their educational birthright. That program must give attention to salaries of teachers. It must give attention to services for boys and girls whether they be handicapped or normal, retarded or gifted. That program should give attention to education for the pre-school as well as training for adults who need to improve their academic as well as vocational training. That program must give attention to providing the textbooks and materials which are needed in our classrooms. That program must make every provision for helping our school districts provide for nearly adequate housing. That program must give attention to the needs of our colleges and universities in order that these institutions of higher learning will be available to the thousands of young Kentuckians who will seek to enter them in the years which are upon us. At the same time, the needs for additional training for our youth who do not plan to attend college must be provided in fields of vocational training in our area trade and industrial schools, with greater opportunities in distributive education, in clerical, nursing, and other fields; and at the same time, we must keep in mind that Kentucky is still primarily an agricultural state so that provision must be made for the continuing agricultural education for our young men on the farms across the State.

This is a bold program which I have outlined to you. Study it carefully. Develop it in such a way that it can be understood. Develop it in such a way that we may remain a united profession dedicated to the improvement of the educational program for all of our boys and girls across the Commonwealth. See that each member of the profession is committed to the program and that the public is involved so that our citizens will be no less zealous in their promotion of this program than they were of the Foundation Program.

I commend you—I congratulate you—I am quite convinced that a united profession with a carefully prepared program can continue to advance education in this Commonwealth.

## NEW HORIZONS IN CURRICULUM CONCEPTS\*

In a book written by George S. Counts and J. Crosby Chapman and concerned with some principles of education, a schoolmaster is depicted as greeting his pupils with this question:

What would you learn of me?

And the reply came:

How shall we care for our bodies?

How shall we rear our children?

How shall we work together?

How shall we live with our fellowmen?

How shall we play?

For what ends shall we live?

... And the teacher pondered these questions, and sorrow was in his heart for his own learning touched not these things."

The same idea is the purpose of this conference this year. To spend some time in discussing and planning together for New Horizons in Curriculum Development.

We have seen during the last twenty-five years, new and increasing emphasis placed on the importance of the curriculum. For some of those years the curriculum and its place in the school was primarily the province of educators; theirs were the voices heard, albeit not always listened to. But in more recent times, curriculum has become the avocation of everybody from the man in the street to the presidents of our great corporations.

Thus where once upon a time, the objectives of education were relatively static and moderately unchanging, the curriculum needed little revision in order to achieve a satisfactory measure of success in meeting those static objectives. There was no argument with the status of either the curriculum or educational objectives because there was neither social nor cultural motivation for changing them.

No longer is this true and many schools are faced with varying degrees of the same frustrations as faced the schoolmaster—their pro-

\*Address given by Robert R. Martin before Conference on Advancing Education in Kentucky, August 18, 1958.



grams and their philosophy have not properly equipped them for meeting the requirements of youth today.

Now why should this be so?

There are a multiplicity of reasons of course. Some of them lie in the area of administration and finance and include basic problems that cannot be solved within the framework of the educational structure alone. Such problems are primarily the result of constantly increasing school enrollments. These are quantitative matters that must be met by a combined effort of educators and public alike. Efforts to solve these quantitative problems must be coordinated with efforts to solve qualitative problems, otherwise no educative program regardless of its design for instructional effectiveness and social value can achieve either of those general goals.

But while the problems of providing facilities for meeting quantitative needs are fairly well defined and understood, those relating to educational quality are more complex. And in any discussion of quality, curriculum emerges as a dominant issue.

Someone has said that all problems relating to curriculum can be listed under three general questions: First, What shall we teach? Second, How shall we teach it? And third, How well are we teaching it? Perhaps this is an oversimplification. It leaves out the all important question—**WHY should we teach it?** Stated another way, we must first decide what are our objectives—that is the 'Why'; following that we can and must be concerned with content, methods and evaluation.

### WHY SHOULD WE TEACH IT

When we arrive at a decision regarding our reasons for teaching a specific course of study, we will have accomplished a large portion of our tasks as developers of a curriculum because methods and content must follow the pattern set by those reasons. Evaluation will determine how well the reasons are being met and revisions can then be made as the cycle begins again.

Our reasons for teaching a specific course of study are obviously the objectives of our curriculum. As all of you are well aware, the objectives of education today are an endless subject of debate and discourse. "What should our schools accomplish?", was one of the basic questions in the White House Conference agenda; it is the first question of importance in curriculum planning.

Consider with me briefly this matter of educational objectives as it relates to the task of developing curriculum.

I said previously that there was a time—not too long ago—when the objectives of education were relatively static. In that era and for half a century prior to it the school's basic purpose was to prepare persons for college. Its philosophy held that persons who did not plan to go further in education would be the better for having been exposed to the rigours of rigid disciplines with classic contents. American education was thus merely reflecting the idea that fathered it.

Although Thomas Jefferson believed in a democratic ideal for education and this ideal became fused in the American mind, it did little to revise the classic philosophy. In fact, when American political, economic and social thinking began to venerate the theory of "rugged individualism," democratic concepts of an education-for-all as defined by Jefferson, lent itself well to the tenor of the times. Education was an individual function and the emergence of the high school only enhanced the predominant idea that persons of ambition and intellect could be prepared for higher learning. The elementary school was thereby thought to serve the needs of the many—the high school, the needs of the few.

This pattern of divisionary and selective education became well established in the cultural soil of America because the culture itself was not so complex and diversified. We still find much evidence of it in the present-day curriculum. One example as defined by an Illinois University professor concerns the practice of debate in our high schools. Where there was once a time when debate was a useful social tool — a time when there was limited means of communication, there is today no similar social logic. There is rather a need for understanding the principles of panel discussions, symposiums, and forums. In an age of television, the process of 'opening statements' and 'rebuttals' is as outmoded as the chautauqua tent. Why do we continue to teach it? Because many of our objectives still do not satisfy the criterion of social adequacy but are carry-overs from a former age.

The objectives of education today are no longer the province of educators. Indeed most educational objectives are not defined by educators, but by social groups, pressure groups, organizations, corporations, individuals, and individuals in groups. Following the standard salutation regarding the weather, the next topic of conversation on many of this nation's street corners today is — quote, What's wrong with education anyway? Unquote. There usually follows, if time permits, an individual philosophy of education full to the brim with what's wrong and what needs to be done and often the opinions expressed



merely reflect the point of view of the individual's group. It may be labor, management, or the Society for the Prevention of Cruelty to Animals.

One disturbing element in this picture is a growing and irrational attitude to **return** to the methods and content of a former age. It is irrational because it is like expecting to make a fortune from the manufacture of buggy whips.

In the area of curriculum, the term "Social Perspective" has much significance for educators. B. Othaniel Smith has defined this term as "...the basic orientation of the curriculum."<sup>1</sup> He discussed it in terms of being able to discern the signs of transition that indicate cultural transformation. These are the things that shape our future or at least influence the patterns of human relationships in times as dynamic as these. Some of these developing patterns of transition are:

1. A growing dependence on each other with its counterparts of specialization in labor, commerce, industry and responsibility. No longer does the individual control the economic climate of his own productiveness; nor does he maintain independence in social and cultural matters. He lives in an evergrowing society of interdependence and if public education is to serve his needs, it must do so in terms of this condition — not in terms of conditions of a by-gone era when the opposite condition was a reality.
2. There is—along with this interdependence—an increasing desire for economic conformity at least with respect to material well-being. In a society wherein each of us is equally dependent on others of us, it stands to reason that if the prosperity of some of us breaks down, the prosperity of all of us is threatened. Under specialization even with automation, there are a great many more producers than ever before. This is the result of the mass productive system with its assembly lines and new technology; but more important, it is made possible by the fact that there are more consumers who use the products that they make. Credit policies have encouraged this process and interdependence is increased and multiplied. It has spread to practically every aspect of society and has helped to create new complexities.
3. Another sign of transition is a definite emergence of public impatience with discrimination against race, creed, and color and these minority groups are asserting their rights to the things

1. Smith, Stanley & Shore, *Fundamentals of Curriculum Development*, World Book Company, Yonkers on Hudson, New York, 1957

apparent in democratic ideals. The old mores and social customs can not withstand the onslaught of an enlightened public opinion which is the target of that little electric window known as television.

4. The advent of rapid transportation and communication permits the youth of today to get a better understanding of persons and events around the world. The effects of this have lead to 'world-mindedness' on a grand scale and have resulted in new and vigorous demands for the settlement of international controversy by some form of adjudication. This kind of progress will of course, be tedious and tense, but the shape of the pattern is unmistakable. The handling of the current crises in the Middle-East is a manifestation of this pattern and the effectiveness of the United Nations over the last dozen years is a further indication that world order may be a reality in our time.

5. There are new values emerging out of the changing cultural scene and resulting from phenomenal advances in science and technology.<sup>1</sup>

These are the signs of transition and dictate the conditions of the future. Any discussion of redeveloping a curriculum that does not take them into consideration is meaningless and useless.

#### WHAT IS THE TASK OF EDUCATION IN THIS TRANSFORMATION

The task of education in this cultural transformation is not an easy one. It is true that there have been upheavals before. History is full of them from the passing of Greco-Roman civilization through the Renaissance, the Reformation, and to the industrial revolution and the rise of nationalism in our own time. But if the present period of change was like others in kind it is vastly different in degree.

As in other periods of change, men today find themselves in a new economic and social status and they have managed to adjust to this new status with some degree of success. But there is a new adjustment demanded by the present cultural metamorphosis that is more profound and more subtle than in any previous period. One might call this new demand 'Psychological accommodation'. It could be defined as the ability of man **not** to lose his sense of personal importance.

The United States has found itself geographically well suited to the demands of the new technology which is the motive power for the

1. Ibid.



cultural alterations now in process. With the wealth of natural resources and productive know-how, the United States possesses unlimited power and as a result, the exemplification of changing social and economic patterns is nowhere more apparent than in our own nation. In the midst of this wealth, the individual should feel a new sense of importance and stability but this has not been the case. Instead, there is ample evidence that individuals have never felt more insecure or less confident.

Our task as educators is to make available to our students the means by which man can recapture his own sense of importance and significance in a rapidly evolving environment.

### THE CURRICULUM MUST BE DYNAMIC

If this is our task — to help man make the psychological accommodation that is necessary to his own sense of common purpose in life, what kind of curriculum must we develop?

First of all, it must be dynamic; it must be adaptable to the constant changes that are occurring; it must satisfy the criterion of social adequacy. That is, it must meet conditions as they **are** — not as they **were**. It must meet the needs of all — the academically talented as well as the vocationally minded; the exceptional, the average, the dull; the poor, the rich; the white and the colored. The kind of curriculum that will accomplish this is certainly not the only important consideration. The curriculum itself can only help in meeting the task. Other elements must share the burden of the job. What kind of high school organization? What kind of teacher and what services will be required other than instruction?

The answers to these questions seem obvious. The high school must be comprehensive. The extremely small high school cannot do the job. The teacher must be competent and well trained for his role in the dynamic program. There must be a realistic and functional program of counseling services available and this guidance must be integrated in the over-all program. The curriculum must be thorough and broad enough to accommodate the variety of interests and abilities that will be exhibited by the enrollment. Such a curriculum must be several-sided, but throughout, it must provide the student with knowledge that is useful, practical, and disciplines; with experiences that are wholesome, and with concepts that point toward the formulation of good judgment. This is the kind of curriculum we want—one that provides knowledge, experience, and judgment.

### THE CYCLE OF CURRICULUM DEVELOPMENT

To insure that the curriculum will be dynamic, we cannot initiate a particular program of studies and then forget it for twenty years, making changes in it only when we are forced to do so. If the curriculum is to be truly adaptable to the times, we must follow a definite cyclical procedure in its development.

There are four basic steps in this cycle. First, we must define our objectives; second, we plan around these objectives; third, we develop programing, and fourth, we evaluate our over-all effort. In the light of the fourth step, evaluation, we should then be in a position to reappraise our objectives and revise them in the light of what we have learned. This is a continuing process and it must be a continuing process if we are to have the kind of curriculum that does the job we believe it should do.

### THE DEPARTMENT OF EDUCATION AND CURRICULUM

I have tried briefly here to discuss something of the philosophy of the Department of Education in the area of curriculum. Such a philosophy is consistent with the thinking of a great many of our educators today; our problem is well stated in Chapter 6 or the 1958 Yearbook of the American Association of School Administrators, *The High School in A Changing World*, by this question: "Shall the educator stand on the safe ground of the past, transmit its values, state its problems, and rationalize its solutions; or shall he brave the future and accept the risk of failure in the establishment of any values, or the definitions of any problems, or the presentation of any method of reaching solutions?"

The answer is obvious to us. The "safe ground of the past" is safe only because it is past. You cannot transmit the values of the past and also expect them in every case, to be the same values that are needed in the present any more than you can expect the values of the present to also be the values that will be required in the future. Does that mean then that there are no lasting values? Certainly not—but neither does it mean that all values are lasting.

### THE COMPREHENSIVE HIGH SCHOOL

In the Department of Education we believe that a high school, if it is to serve the needs of all, must be a comprehensive high school. The comprehensive high school however, does not refer to mere size alone but to shaping the program, services, and effectiveness of large schools so that there is balance between size and scope.



During the past ten years, we have seen more than 100 per cent increase in the number of schools with enrollments over 300. In 1946-47 there were only 75 high schools in Kentucky with such enrollments. In 1956-57, there were 168. There is every indication that not only will this trend continue but enrollments in such schools will also grow so that many schools will find their enrollments reaching 500-800 within the next few years.

Some of these schools are in fringe areas, or in suburban residential sections adjacent to urban industrial areas. These schools face many problems that are totally different from those faced by growing schools in rural or static communities. Nevertheless there are many services they must provide and many needs they must meet that are common to both.

The needs that the high school of today must meet are of course, varied but if we are to adhere to the generally accepted idea that society requires of its members the development of their maximum potential in certain skills, we must be able to define such skills for curriculum purposes.

Again, the 1958 yearbook of the AASA gives us a rather good list of such skills; they are:

1. Technological skills—Relating to a better understanding of the world of work.
2. Adaptability to mobility—We are a nation of “movers”; students should have help in planning for resettlement.
3. World responsibilities—Traditional methods of teaching civics and history have apparently had not enough effect in developing better understandings of our nation's role in world affairs.
4. The Armed Services—We know that compulsory military training offers much concern to our youth and we should give this concern more significance.
5. Family Living—When given the opportunity, youth shows a keen interest in matters relating to family life and the role of the family in our society.
6. Group-working skills—It is axiomatic that as citizens, our students will become members of numbers of organizations and groups; understanding of the individual's role in groups is a definite need.
7. Emotional Maturity—Our schools can contribute to emotional maturity by providing students with opportunities to come to terms with themselves and act on the basis of intelligent thinking.

8. Creative Thinking—Too often we unconsciously stifle creative thinking in our students by limiting their discussion of challenging issues and opinions and by discouraging them from examining controversies.

9. Making decisions—This is closely associated with “emotional maturity”; but it deserves attention as a specific skill since today’s citizen must make a great many personal, political, and social decisions and make them more often and more rapidly than in any previous generation.

10. Using money wisely—Today’s high school student, as all of you are aware, has more money to spend than his parents had (and I sometimes think they **have** more **now** than their parents have). Also, when they enter the world of work, they will probably get beginning salaries higher than their fathers and mothers received after many years on the job. This is a definite area of instruction.

These are some of the skills that the comprehensive high school can successfully provide, but they are skills that **all** schools **should** provide. The program in a comprehensive high school should offer forty or fifty units of credit covering a variety of subject matter; it must have a high quality, effective guidance and testing program to determine who will take what, and why, and such services should enable the administrative staff to change a student’s program if it is not satisfactory.

### NEW HORIZONS IN CURRICULUM

I believe that our philosophy regarding curriculum is fairly well defined. Moreover, policies of the Department of Education, regulations of the State Board, and the same in local school districts are sound as they relate to curriculum development.

These things have been pointed out before. In the first Advancing Education in Kentucky conference held in August, 1956, when many considerations were given to ways and means of improving the status of education in Kentucky, discussions of curriculum occupied a significant place. Again last year when at this conference emphasis was placed on the improvement of instruction, curriculum concepts were a major force in your deliberations.

Now in examining in more detail, the importance and substance of the curriculum, I want to bring to your attention a few of the things that I consider to be **NEW HORIZONS IN TODAY’S CURRICULUM**.

First, I believe **COOPERATION** is essential. If this is not a ‘new



horizon' in the usual sense, let us make it one. Last August at the second annual meeting of this conference, I said something about cooperation that I believe bears repeating now. I said, "In addition to a clear vision of our task, the courage to face facts and to act in light of them, we need cooperation in solving this problem of quality instruction." I repeat, without the cooperation of educators throughout the length and breadth of this Commonwealth as our number one HORIZON, we can forget all others as a waste of effort.

Second, a COMPREHENSIVE HIGH SCHOOL. I have talked in some detail of the importance of a school offering a program comprehensive enough to meet the needs of the individuals in terms of their future societal well being.

Third, WORLD MINDEDNESS. Though I have also touched briefly on this 'horizon', there is one disturbing factor relating to it that I also want to mention. In an age when the United States finds herself in the position of a 'super-power' among nations of the world and the acknowledged leader of free world opinion, there is a glaring paradox in the programs of our high schools. I refer to a lack of emphasis on foreign languages. It is vital that we make languages available to our youth for they are growing up in the world—not just in the United States.

The fourth and last HORIZON, I will call QUALITATIVE BALANCE. Certainly we must give more attention to science and mathematics in our high schools because it is our responsibility to identify through these programs, our future doctors, engineers, scientists, and technicians; but we must also remember to identify along with these people, our poets, our teachers, our laborers, our plumbers, our truckdrivers and our service occupations. We must never lose sight of the basic tenet of democracy—that all of our citizens are contributors and creators of our way of life. As such, each is responsible for a portion of the function of our future.

In closing, may I leave you with this thought, which, in its simple way, defines that which we want the youth of this state to understand. As expressed by Paul Harvey, it goes this way:

"Some day, I hope to enjoy enough of what this world calls success so that somebody will ask me, 'What is the secret of it?' I shall say simply this: 'I get up when I fall down.'"

As always it has been a happy privilege for me to address you. I am sure that as you meet together here in the two days of this conference, you will again make a lasting contribution to the noble effort of advancing education in Kentucky.

## **PART II**

### **ADVANCING EDUCATION IN KENTUCKY**

#### **THE PROCESS? THE FOUNDATION PROGRAM**

##### ***The Process:***

"While the Foundation Program Law is a financing instrument it has had significant implications for the improvement of instruction."

Robert R. Martin  
Address at Western  
July 11, 1958



## ASPECTS OF THE FOUNDATION PROGRAM LAW

The Foundation Program Law opened the door for the citizens of Kentucky to go as far as they want to go toward making education improve the quality of life in the State. All Kentuckians should be proud that the door to present opportunities and to future promise has been opened. We broke tradition when we laid the Foundation. The pioneer spirit was revealed by the peoples' boldness in amending the constitution so educational changes could be made; leaders showed great wisdom in the formulation of the Foundation Program; the people showed pioneer devotion as they stood solidly behind the program; and the lawmakers showed great courage when they provided financial support, and broke all past records in the amount of money appropriated for education in Kentucky.

The Foundation Program Law, enacted in 1954, was amended by the 1956 Legislature. This revised law has been the legal basis of the present educational program.

In its declaration of legislative intent in enacting the Foundation Law, the Legislature declared that,

"In KRS 157.310 to 157.440 and subsection (2) of KRS 157.990, it is the intention of the General Assembly to assure substantially equal public school educational opportunities, through a Foundation Program, for those in attendance in public schools of the Commonwealth, but not to limit nor to prevent any school district from providing educational services and facilities beyond those assured by the Foundation Program; and to provide, as additional state funds are available for public schools, for the use of such funds for the further equalization of educational opportunities. KRS 157.310 to 157.440 and subsection (2) of KRS 157.990 shall be interpreted as a measure to provide for an efficient system of public schools throughout the Commonwealth, as prescribed by section 183 of the Constitution of Kentucky, and for the manner of distribution of the public school fund among the districts and its use for public school purposes, as prescribed by section 186 of the Constitution."

A Foundation Program Fund was established by section KRS 157.330 with provisions that (1) "there is hereby established the public

school program fund consisting of appropriations for distribution to districts in accordance with the provisions of KRS 157.310 to 157.440;" and (2) "The resources of the public school Foundation Program Fund shall be paid to the State Treasury, and shall be drawn out or appropriated only in aid of public schools as provided by statute."

The Foundation Program Law provided four areas of support, each representing a major aspect of a functional education program. These aspects are: (1) A school plant in which the school is to be housed; (2) Transportation to get the learners to school; (3) A qualified professional staff to lead the learning activities; and (4) Materials and supplies for program operation.

The Law set out general procedures for determining the needs under each major aspect of the program.

Instead of distributing state funds on a census-pupil basis, the funds go for the education of those pupils who actually attend the schools. Thus average daily attendance is the ultimate basis for distributing the Minimum Foundation Funds. This is shown in 1 to 4 as follows:

1. The basic classroom unit is determined by dividing the average daily attendance by 27. Other classroom units may be allotted for special administrative, supervisory, instructional, and service personnel, but the ultimate basis is the average daily attendance of pupils.

2. The basic transportation unit is the average daily attendance of those who are transported to school at public expense and who live one or more miles from school by the nearest traveled road; provided that handicapped children may be included who live less than this distance from school. The number of basic transportation units is determined by dividing the average number transported daily by 80.

Other transportation units are determined by the square miles and by the quality of roads to be traveled, as follows:

a. One transportation unit shall be allotted for each 50 square miles if 75 percent or more of the total miles of bus routes is hard-surfaced.

b. One transportation unit shall be allotted for each 45 square miles if between 40 and 74 percent of the total miles of bus routes is hard-surfaced.

c. One transportation unit shall be allotted for each 40 square miles if less than 40 percent of the total miles of bus routes is hard-surfaced.



The total funds allotted a district for transportation is determined by the total number of transportation units multiplied by the amount allotted per unit.

3. **Funds for capital outlays** are allotted to districts on the basis of total classroom units multiplied by the allotment per unit (Classroom unit is:  $ADA \div 27$ ).

4. **Funds for operational supplies and materials** are allotted on the basis of total classroom units multiplied by the allotment per unit.

The amount of funds allotted to the district for each major aspect depends upon the total funds appropriated. The amount allotted to each major aspect by the 1956 Legislature is as follows:

1. For Capital outlays—\$400.00 per classroom unit.
2. For operational supplies and materials—\$600.00 per classroom unit.
3. For transportation—\$1,600.00 per transportation unit.

4. **For teachers' salaries** the allotment is determined by the number of teachers in each rank, multiplied by the allotment for that rank. These ranks and allotments are as follows under the 1956 Foundation Program Law for regularly certificated teachers and having:

Rank I—Master's Degree plus 24 semester hours	-----\$3,500
Rank II—Master's Degree or its equivalent	----- 3,200
Rank III—Approved four-year college degree	----- 2,900
Rank IV—96 to 128 semester hours college credit	----- 2,400
Rank V—64 to 95 semester hours college credit	----- 2,100
Rank VI—32 to 63 semester hours college credit	----- 1,800
Rank VII—Fewer than 32 semester hours college credit	----- 1,500

Note: Persons holding emergency certificates shall not be classified higher than Rank V.

The manner of distributing funds is designed to: (a) maintain a high attendance level, and (b) make preparation for teaching a major salary determinant.

The funds under the Foundation Program are designed to get full value for every dollar spent. Each dollar allotted is channeled to a specific end. Units of service must actually exist before funds may be allotted. Funds are allotted on the basis of educational service rendered. A classroom unit must exist before funds for capital outlays, teachers salaries, or operational supplies and materials may be allotted.

Likewise there must be transportation units existing before transportation funds are allotted.

The major responsibility for the implementation of the Foundation Law was placed on the Superintendent of Public Instruction and the State Board of Education by the Legislature. The Foundation Law as amended in 1956 contains slightly less than twelve printed pages. The Legislature, elected by the people, set the limits as to what might be done for education under the law and what officials should do that was lawful to do. It is obvious that a legislature cannot and should not write into a law all the details of administering that law, therefore, after setting out safeguards as to what may be done under the law, the Legislature assigned the task of administering the Foundation Law to the Superintendent of Public Instruction under regulations adopted by the State Board of Education under the laws of the Commonwealth.

In defining "Regulations of the State Board of Education", section 157.320, subsection 10 defines it in this language; "'Regulations of the State Board of Education' means those regulations which the State Board of Education may adopt upon the recommendation and with the advice of the Superintendent of Public Instruction. The Superintendent of Public Instruction shall recommend for adoption of the State Board of Education such rules and regulations as he deems necessary for carrying out the purposes of KRS 157.310 to 157.440."

Under this subsection there is placed upon the Superintendent of Public Instruction and the State Board of Education major responsibility for implementing the Foundation Law. The expenditure of approximately one hundred million dollars for the ends set out in the Foundation Law for the education of more than 520,000 children demands an effective, professional administrative staff. Dr. Martin took steps to provide such a staff. The State Board of Education adopted such regulations as would permit such reorganization of the Department of Education as was needed to do an effective job. The reorganization of the State Board of Education is described in the next succeeding statement.



## REORGANIZATION OF THE DEPARTMENT OF EDUCATION

The three years or more immediately prior to the incumbency of Superintendent Robert R. Martin as Superintendent of Public Instruction were highlighted by an intensive campaign on the part of citizens of the Commonwealth along with the professional organizations in an all-out effort to bring about some drastic and much needed changes in the program of public education provided the children of Kentucky. Section 186 of the Kentucky Constitution was amended by an overwhelming vote of the people in the General Election of 1953. This action brought about a termination of the antiquated system of state aid to education commonly referred to as the "per capita" system of state aid.

Thus in the General Assembly of 1954, the legislators were given a mandate from the people to enact a Foundation Program Law for the purpose of distributing state aid for public education more in keeping with the needs and abilities of the respective school districts of the Commonwealth. The General Assembly of 1954 did enact a Foundation Program Law, but did not appropriate money to finance it. Full implementation of the Foundation Program Law was delayed for action of the 1956 session of the General Assembly. The General Assembly of 1956 made several revisions of the original Foundation Program law as enacted by the 1954 session and appropriated funds for financing and implementing Kentucky's Foundation Program Law.

With the change in the philosophy of support for public education in Kentucky, it became very evident to the incoming Superintendent of Public Instruction in January, 1956, that the Department of Education must be reorganized to meet increased responsibilities assigned it under the Foundation Program Law.

Prior to 1956, the Department of Education's pattern of organization consisted principally of: The Superintendent of Public Instruction, Assistant Superintendent, and an Executive Assistant, the Bureau of Administration and Finance, Bureau of Instruction, and the Bureau of Vocational Education. A breakdown of the Divisions placed the Division of School Buildings and Grounds and Division of Surplus Property under the direct administration of the Assistant Superintendent of Public Instruction.

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

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

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

#### **The Department of Education was Reorganized.**

Generally speaking, this pattern of organization had served as the framework of operations for the Department of Education for several years prior to the year 1956. At the outset of his incumbency as Superintendent of Public Instruction, Superintendent Robert R. Martin brought about a complete reorganization of the Department of Education. The reorganization called for the placement of the divisions of the Department of Education under the Assistant Superintendent of Public Instruction and four bureau heads in accordance with the functions performed by the respective divisions. In other words, the new approach to the organizational pattern of the staff of the Department of Education was principally that of a "functional" basis.

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

2. The Bureau of Administration and Finance was given the responsibility of administering the following divisions which were primarily involved in administrative and financial functions of the State Department of Education: Division of Finance, Division of Records and Reports, Division of Pupil Transportation, Division of Buildings



and Grounds, Division of School Lunch, Division of Property Utilization, and the Division of Free Textbooks.

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

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

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

Once the pattern of organization had been determined by the Superintendent of Public Instruction, he immediately set out in the early days of his incumbency to utilize the training and experiences of staff members already employed in the Department of Education by assigning them to positions to which they were best suited within the new framework of the organization. The Superintendent of Public Instruction also recruited from the public schools and colleges of the Commonwealth outstanding educators to be placed in key roles in the newly organized Department. Three of the four Bureau Heads and the Assistant Superintendent of Public Instruction employed were persons recruited from the professional ranks of public education in Kentucky. Several of the New Division Directors employed assumed duties in keeping with their specialized experiences as educators.

Within a short period of time, it became quite evident the over-all reorganization of the Department of Education was to be one of the outstanding contributions to education in Kentucky during the administration between the years of 1956-60. A high degree of leader-

ship, team work and efficiency was manifested by the staff of the Department of Education.

Basically speaking, the general pattern of organization for the Department of Education remained very much the same during the period 1956-60. However, with the enactment of the National Defense Education Act of 1958 by the Congress of the United States, federal funds were appropriated for certain educational programs in the respective states. Four Titles of the National Defense Education Act of 1958, including Titles III, V, VIII, and X appropriated funds which involved the Department of Education in its relationships with the local school districts of the Commonwealth.

In order to implement the provisions of the Act, it was necessary to appoint a Coordinator of the National Defense Education Act to serve on the staff of the Department of Education. This coordinator was assigned to a position under the direct supervision of the Superintendent of Public Instruction and given the responsibility of coordinating National Defense Education with the various Bureaus and Divisions within the Department of Education.

The National Defense Education Act of 1958 also made possible the creation of the Bureau of Guidance Services in January, 1959. The Bureau was created for the purpose of implementing the provisions of Title V of the Act and assigned to the task of strengthening the program of guidance services to pupils throughout the Commonwealth.

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.

Possibly one of the most significant accomplishments during the four-year period in relation to the general framework of public education in Kentucky was the codification of all the regulations of the State Board of Education. At the direction of the Superintendent of Public Instruction, Mr. Gordie Young, the distinguished and able former Assistant Superintendent of Public Instruction, was called out of retirement and given the difficult task of creating a codification system by which all regulations of the State Board of Education might be organized, published, and disseminated to the various local school districts and institutions of higher education in the State. The completion of this project placed Kentucky in an enviable position of being one of the very few states to have its State Board of Education Regulations readily available in such a usable and unique form for the responsible school authorities in the Commonwealth.



## FOUNDATION PROGRAM FULLY

### IMPLEMENTED\*

1959-1960

Beginning with the school year 1956-57, Kentucky's Foundation Program Act was fully financed for the first time. The General Assembly meeting in Regular Session in 1956 appropriated \$54,785,500 to the Public School Foundation Program Fund. This represented an increase of \$20,000,000 in the annual appropriation to the school fund.

Under full financing of the program, the state school census no longer was the basis for State Aid. Instead, the average daily attendance of schools the prior year and the staff employed during the current year became major factors in determining the apportionment of the school fund among the districts.

It became necessary, therefore, for the Accounting Supervisor to audit the Teachers' Registers and other records of school attendance to verify the data reported by the district. In addition, it became the responsibility of the Bureau of Instruction to visit each school district to classify all schools with less than 100 pupils in attendance the prior year and to verify the number, qualifications and facilities of all classroom units requested by the district. This increased the work load of the Department of Education considerably and made necessary the addition of Accounting Supervisors and Supervisors in the Bureau of Instruction.

### CLASSROOM UNITS ALLOTMENTS INCREASED

A portion of the story of the Advancement of Education in Kentucky may be told by data from the calculations of Foundation Program Allotments during the period covered by this study. Units allotted for the first three years of full financing were:

\*This summary on full implementation of the Foundation Program was prepared by the Director of Records and Reports, August, 1959.

**TABLE I**  
**FOUNDATION PROGRAM CLASSROOM UNITS ALLOTTED**  
**1956-57 THROUGH 1958-59**

TYPE UNITS	1956-57	1957-58	1958-59
Basic Classroom	19,061.2	19,550.1	19,885.3
Vocational	626.4	665.2	679.3
Exceptional Children	113.5	129.1	150.9
ASIS			
Supervisor	2,120.5	2,235.7	2,341.6
Director Pupil Personnel	134.2	158.9	177.1
Loss Factor	-----	-----	23.6
Growth Factor	-----	-----	533.0
Total Classroom Units	22,250.2	22,930.2	23,984.4

Table I shows that the number of classroom units allotted has increased each year in all categories except Director of Pupil Personnel units. This overall gain in total classroom units in 1957-58 over 1956-57 was 680.0 units or an increase of three and one-tenths (3.1%) per cent. The increase in total classroom units in 1958-59 over 1957-58 was 1,054.2 units or an increase of four and six-tenths (4.6%) per cent. The gain in the two year period was 1,734.2 units or a gain of seven and eight-tenths (7.8%) per cent.

One factor entering into the greater gain in 1958-59 was the implementation, for the first time, of both the loss factor and the growth factor. The loss factor makes upward adjustments in units allotted when a loss in average daily attendance the prior year resulted from epidemics, floods or similar events. The growth factor provides for an increase in units allotted when the current year attendance shows an increase.

The loss factor became operative in 1958-59 due to severe epidemics of flu during the winter of 1957-58 and flood conditions in some sections of the state. The growth factor became operative in 1958-59 since that year, for the first time, the Foundation Program Fund was large enough to finance this provision.

#### AVERAGE DAILY ATTENDANCE INCREASED

A portion of this gain in units was directly attributed to increased average daily attendance. Table II shows the adjusted attendance used



as the base for entitlement of classroom units. In this table, the attendance for the years prior to 1956-57 through 1958-59 was used since it served as a base for the calculation of the years considered.

**TABLE II**  
**AVERAGE DAILY ATTENDANCE ADJUSTED FOR**  
**FOUNDATION PROGRAM PURPOSES**  
**1955-56 THROUGH 1957-58**

	AVERAGE DAILY ATTENDANCE	INCREASE OVER 1955-56	PERCENT INCREASE
1955-56	529,270.5	-----	----
1957-58	538,755.6	9,485.1	1.8%
1958-59	552,662.2	23,391.1*	4.4%

\*Adjusted Upward under Growth Factor

It is interesting to compare the per cent gain in average daily attendance with the per cent gain in classroom units allotted. This gain in total units over the period was seven and eight-tenths (7.8%) per cent while the gain in average daily attendance was four and four-tenths (4.4%) per cent. The conclusion must be proposed that the greater gain in classroom units resulted from improved pupil-teacher ratios and broader educational opportunities for pupils.

#### **TOTAL COSTS OF THE FOUNDATION PROGRAM INCREASED**

The progress of Kentucky's educational program is further shown by a study of the increase in total costs of the Foundation Program. These costs are theoretical in that they are based on dollar provisions contained in the Foundation Program Act rather than on actual expenditures by school districts. These costs are accumulated as costs for instructional salaries according to the rank of each unit, costs for other current expense at \$600 per unit, costs for Capital Outlay at \$400 per unit and costs for transportation at \$1,600 per transportation unit. Costs for the years 1956-57 through 1958-59 are shown in Table III

**TABLE III**  
**FOUNDATION PROGRAM COSTS**  
**1956-57 THROUGH 1958-59**

ITEM	1956-57	1957-58	1958-59
Instructional Salaries	\$59,524,725.36	\$62,274,602.70	\$66,103,998.40
Other Current Expense	13,350,120.00	13,758,120.00	14,390,640.00
Capital Outlay	8,582,880.00	8,942,080.00	9,362,040.00
Transportation	6,233,760.00	6,465,120.00	6,551,840.00
<b>TOTAL COSTS</b>	<b>\$87,691,485.36</b>	<b>\$91,439,922.70</b>	<b>\$96,408,518.40</b>

The total Foundation Program Costs increased by \$3,748,437.34 or by four and three-tenths (4.3%) per cent in 1957-58 over 1956-57 and by \$8,717,033.04 or by nine and nine-tenths (9.9%) per cent over 1956-57.

#### INCREASED TEACHER PREPARATION INCREASED COSTS

Foundation Program total costs increased more rapidly than did average daily attendance or total class room units allotted primarily because the training levels (years of college training) of teachers increased. This is further borne out by a study of the per cent of teachers in each rank for the years of the study. Table IV presents such data.

**TABLE IV**  
**THE PER CENT OF CERTIFIED PUBLIC SCHOOL**  
**EMPLOYEES IN EACH FOUNDATION PROGRAM TRAINING**  
**RANK**  
**1956-57 THROUGH 1958-59**

RANK	1956-57	1957-58	1958-59
I	1.1%	1.4%	1.5%
II	13.8%	14.2%	15.3%
III	45.9% (59.9%)	46.8% (62.4%)	49.4% (66.2%)
IV	12.9%	13.4%	12.9%
V	20.5%	17.8%	15.8%
VI	4.1%	4.0%	3.4%
VII	2.6%	2.4%	1.7%
	100.0%	100.0%	100.0%

It is readily seen from the data in Table IV that the per cent of teachers in each rank for training at the college degree level or above increased during the period. In aggregate, the per cent of teachers with college degrees or more training increased from 59.9% to 66.2% during the period covered by the data. Correspondingly, the per cent of teachers in Rank V (the highest rank for an emergency teacher) and below decreased during the years of this study. This gain is enhanced by the fact that during this time, the number of teachers employed increased significantly.



## THE LEGISLATIVE ACCOMPLISHMENTS FOR PUBLIC EDUCATION BY THE KENTUCKY GENERAL ASSEMBLY IN 1956 AND 1958\*

Most of the legislation enacted during the 1956 session of the Legislature was in the atmosphere surrounding the Minimum Foundation Program idea. While not a part of the specific Foundation Law, most of it was related in differing degrees to the implementation of the Foundation Program by opening legal doors to educational movement.

The 1958 Legislative session met after two years of work in implementing the Foundation Program. Some additional legislation was enacted to strengthen the program. This legislation is included here:

### LEGISLATION IN 1956

I. Legislation enacted by the 1956 session in the interest of public education follows:

1. The Foundation Program was **fully financed** by the provision of \$54,785,500 for the year 1956-57, and \$57,785,500 for the fiscal year 1957-58. The appropriation for the first year of this biennium was approximately \$20,000,000 more in State aid for public education than had been appropriated for the fiscal year 1955-56.
2. The approved Executive Budget for the biennium also included a **substantial increase in the budget of the Department of Education**, thus providing sufficient funds for a more adequate staff. This permitted a complete reorganization of the Department of Education essential to the provision of great efficiency of services for its work in conjunction with the various local school districts in the Commonwealth.
3. The Executive Budget approved by the 1956 session of the General Assembly also included an **increase** of approximately 35% in the funds provided for the **State colleges** and the **University of Kentucky**.
4. The **Teachers' Retirement System** received **full financial** support of its program from the General Assembly. This added support gave Kentucky one of the best teacher retirement systems in the

\*Summary by Ted C. Gilbert, Assistant Superintendent of Public Instruction, August 1959.

nation. It provided a sound annuity system which was to provide, when fully operative, half pay for retired teachers.

5. The General Assembly of 1956 authorized a vote on a constitutional amendment providing for a constitutional State Board of Education and an appointive Commissioner of Education. Passage of this amendment would have removed the Department of Education from partisan political involvement, and the amendment was designed to provide continuity of leadership and long-range planning for public education. Although great effort was exerted on the part of many members of the teaching profession and state-wide organizations, complete unity within the profession on the desirability of the amendment was never attained, and the amendment failed to receive favorable support from the electorate in the General Election of 1957.

Other legislative actions of the General Assembly of 1956, related to public education but listed not necessarily in order of importance, are as follows:

6. A provision whereby free tuition was provided to any state-supported institution of higher education to children of fathers who were killed as a result of military service.

7. An act authorizing the Superintendent of Public Instruction to recommend to the State Board of Education the establishment of such divisions in the Department of Education as he deems necessary for the successful administration and supervision of the common schools and other educational agencies placed under the management and control of the State Board of Education. He was further authorized to group the established divisions under such bureaus as he deems wise.

8. Provision was made whereby the Department of Education could reorganize and strengthen the state-wide program of in-service teacher training.

9. The Kentucky Industries for the Blind was established as a part of the Bureau of Rehabilitation Services, and the Kentucky Workshop for the Blind was transferred to the Kentucky Industries for the Blind.

10. The statutes containing provisions for the division of county school districts into five divisions were revised so as to prohibit the gerrymandering of county educational divisions.

11. The statutes pertaining to the appointment and terms of office for members of boards of regents of State colleges were revised,



including a revision whereby the **remaining members of the board of regents can make appointments** to fill vacancies on their respective boards in the event the Governor of the Commonwealth should fail to make such appointment within thirty days after the expiration of the term of any members.

12. The **Council on Public Higher Education** was reorganized for the purpose of coordinating the activities of the various State colleges in conjunction with the Commonwealth's participation in regional compacts related to public higher education. The Council was also given authority to provide for a program of medical research and education in the Commonwealth with any recognized school of medicine located within the State. Provision was also made for a secretary to serve the Council.

13. The Superintendent of Public Instruction was authorized to secure **private contract agreements** for the **purchase of school buses** through the Division of Purchases of the State Department of Education with said buses to be purchased in accordance with standards and specifications established by the State Board of Education.

14. The statutes were revised so as to change the title "**attendance officer**" to "**director of pupil personnel**." This change also provided for the change in qualifications so as to require the same general **qualifications of director of pupil personnel as other teachers** in the public school districts. Detailed description of the duties of the director of pupil personnel were also provided in the new statute.

15. All school buses were required to have a folding sign containing the word "STOP" installed so as to provide greater safety for school children loading or unloading the buses.

16. Chapter 61 of the Kentucky Revised Statutes was revised so as to provide **social security** coverage for **teaching personnel** in the **State colleges**.

17. The Foundation Program Law was amended so as to provide at least **\$80 per pupil in average daily attendance for local school districts** and combine the old per capita and equalization accounts into a single Foundation Program Fund.

18. Other amendments to the Foundation Program in the 1956 session of the General Assembly included a **revision of the ranking of teachers in accordance with their professional training**; established certain **requirements for the local school district** for full

participation in the Foundation Program; established safeguards for the allotment of teachers' salaries under the Foundation Program, and made provision for the establishment of a separate account for each local board of education for the administration of capital outlay allotments appropriated to the respective school districts.

19. Approved legislation requiring boards of education to maintain instructional facilities for as many as 12 mentally handicapped children living in a school district.

20. Provided for the amending of the statutes concerning the annexation by independent school districts of territory in county school districts.

21. Amended the statutes in Chapter 163 of the Kentucky Revised Statutes making possible a stronger program of vocational education.

22. Made provision for counties containing cities of the first class to impose license fees on businesses, trades, occupations, or professions for revenue purposes providing a majority of the voters in such school districts approve such action at an election called by the board of education.

23. Set up legal provisions for the operation of preschool child care centers including the requirement of a permit issued by the Superintendent of Public Instruction for the operation of such centers.

24. Approved statutes requiring local school districts to report changes in school district boundaries to franchise taxpayers on or before the first day of January.

25. Amended the statutes pertaining to the treasurer of local boards of education so as to require the treasurer to furnish the board of education a bond guaranteed by a surety company, thus eliminating personal bonds for treasurers for local boards of education.

26. Amended the statutes pertaining to budgets of local schools districts so as to require budgeting of adequate funds to guarantee payment of principal and interest on outstanding bonds, thus enhancing the attractiveness of investments in Kentucky school revenue bonds.

27. Enacted statutes requiring the binding of worn free textbooks which upon inspection by the Superintendent of Public Instruction



or persons delegated by him, are considered to be economically worthy of rebinding.

28. Senate Resolutions approved by the 1956 General Assembly included provisions for:

- a. The Legislative Research Commission to study the advisability of establishing homes for retarded children;
- b. The Legislative Research Commission to study the advisability of diagnostic training and treatment centers of children with cerebral palsy;
- c. Memorialized Congress to provide federal aid for public school construction;
- d. Authorized the Legislative Research Commission to study the entrance age of pupils entering the common schools;
- e. Authorized the Legislative Research Commission to make a study of the Teacher's Retirement System.

29. A House Resolution approved by the General Assembly included:

- a. Authorization of the Governor to call an annual conference on education.

## LEGISLATION IN 1958

II. Legislation enacted by the 1958 session in the interest of public education follows:

There were some 143 pieces of legislation introduced in the 1958 regular session of the General Assembly which directly or indirectly affected education. Much of this legislation, though introduced in good faith, would have had an adverse effect on progress of public education in the Commonwealth. Actually, there seemed to be an unusual amount of bad legislation proposed during this session. This fact necessitated endless hours of consultation on the part of the Superintendent of Public Instruction, his staff, Kentucky Education Association leaders, and other agencies interested in good legislation for the schools.

A great many bills which could have greatly benefited public education were not enacted into law, because some of them did not get out of committees or were too far down in the orders of the day in both Houses to get the necessary legislative action for passage.

It is generally agreed that the legislation pertaining to the Teachers' Retirement System was certainly among the outstanding

actions of the General Assembly affecting public education. Companion measures introduced in the Senate and later passing both Houses and enacted into law provided for the first time death benefits in the sum of \$500 for members of the Teachers' Retirement System. The measure also includes survivors' benefits for widows, minor children, or dependent parents; **increased annuities 30%** or provided an annuity of **\$25 per service year** whichever is greatest to retired teachers; and increased benefits to teachers retiring in the ten years after July 1, 1955. Requirements for **disability retirement** were reduced from 20 years' membership in the Retirement System to **10 years**. The companion measure made possible the investment of a greater percentage of Teachers' Retirement System funds in corporate bonds and school building revenue bonds. This latter action will increase the yield on investments of the Retirement System. Also provided in the measure was the placement of the Executive Secretary of the Teachers' Retirement System in a position to receive a salary as specified by the Classified Employees' Pay Plan which governs the payment of other State employees.

It is generally agreed that the passage of these two measures provided Kentucky teachers with a retirement program that is much more attractive to members of the teaching profession. Such action was also essential to the provision of adequate benefits to members of the Retirement System. It is interesting to note the Executive Secretary of the Retirement System reported an estimated 58 millions of dollars in assets as of June 30, 1959.

Although the budget bill approved by the General Assembly provided only about **60% of the funds** requested to fully implement the Free Textbook Law, the **bill did provide sufficient funds to continue full financing of the Foundation Program for the biennium**. An increase from \$1,023,950 to \$1,275,000, a total of \$252,000 additional, each year was finally approved by the General Assembly for free textbooks.

Improved teacher **retirement benefits** and continued **full financing** of the **Foundation Program** highlighted the session from an educational viewpoint; however, the following measures did provide great benefits to public education:

1. Section 162.010 of the Kentucky Revised Statutes was revised in order to make an exception to the fee **simple title requirement** in the **acquisition of property for school purposes when property is being received from the federal government**. According to the



act, this exception can be made only after receiving the approval of the Attorney General.

2. Since several millions of dollars in franchise assessment was involved in a litigation by the Department of Revenue and the Kentucky Tax Commission and five pipeline corporations, the passage of an amendment to KRS 131.110 relating to the **protesting of corporations against assessments by the Department of Revenue** was a **most timely measure**. The amendment of this statute provided that the payment of county, state, school, and other taxes payable by these corporations must be made on the unprotested portion of the assessment with the protested portion of the assessment bearing legal interest should the protested part of the assessment be sustained by the courts.

3. The **colleges and universities** of the Commonwealth received substantial assistance through the passage of a measure which provided that **colleges and the universities may pledge revenues from any building rather than revenue derived solely from the new building**. This act made possible a substantial increase in the construction of much needed dormitory facilities on the campuses of the colleges and universities of the Commonwealth.

4. Provision was made for the appropriation of \$171,301 for the purpose of making up the deficit existing in the Foundation Program appropriation for the fiscal year 1956-57. This action made it possible for 36 districts to receive their full share of the Foundation Program funds.

Some of the proposed bills which were introduced but failed to be enacted into law included: An act requiring certification of approval by the Superintendent of Public Instruction of independent business schools and conferring power to the State Board of Education for certification of such schools and providing for the establishment of an Advisory Committee to consult with the State Board of Education in the development of regulations and standards for independent business schools. An effort to make provisions whereby county boards of education in counties embracing cities of the first three classes or independent boards of education of such cities to request their tax levying authorities to levy a one to fifty cents tax on each \$100 valuation for the purpose of providing special funds for the erection and equipping of new school buildings failed. Hope for passage of this measure prevailed until the very last day of the session. Also failing to secure passage was an act authorizing the appointment of an Assis-

tant Attorney General to act as counsel for the Department of Education with the provision that compensation for such an Assistant Attorney General was to be made from the appropriations of the Department of Education.

Educators and persons working in the interest of public education with the General Assembly of 1958 generally agreed that, over-all, the 1958 session of the General Assembly was most beneficial to public education and would ultimately contribute to the advancement of education in Kentucky.



### PART III

#### EDUCATION ADVANCED IN KENTUCKY

#### SOME OUTCOMES

"Since the education program is now well crystallized in Kentucky—we will not be overly premature in examining the record of—stewardship in this office to date."

Robert R. Martin  
From address at Western,  
July 11, 1959

## OUTCOMES THROUGH TEAMWORK

The outcomes of a state-wide program of education with a specific focus are difficult to measure when viewed for only a four-year period. Such a program has its setting in a long period of educational history of the State. Then, too, outcomes accumulate as the program operates in the succeeding span of educational history. It is well, however, to take stock at frequent periods as a basis of looking at the new horizons so that the directors of the program may take a new focus as the facts justify it.

The Superintendent of Public Instruction has a team working with him, namely, the staff of the State Department of Education. The members of this team consist of the heads of the five bureaus: Administration of Finance; Instruction; Vocational Education; Guidance, Counseling and Testing Services; and Rehabilitation. Each is divided into divisions with a director for each division. Each division is assigned an area of specific services, and each has supervisors, consultants and counselors as needed. Thus a group of teams work for education under the coordination of the Superintendent and Assistant Superintendent of Public Instruction.

A brief account of some of the work done by this team is contained in Part III of this publication. First, there appears an illustration of how the Superintendent of Public Instruction involved people outside of the Department as a basis of policy making and planning action programs. This is followed by an account of stewardship by the Superintendent of Public Instruction which is an account of accomplishments as he saw them in July, 1958. Then comes a brief summary of some of the important work done by the staff of the bureaus and divisions. It should be noted that when a task is undertaken in any bureau or division the leadership resources of the entire Department of Education become available to the sponsors of the task. Teamwork is thus indicated.

### INVOLVEMENT OF PEOPLE

Many people were involved in policy formation. People were involved in developing policies and improving practices as the administrative and supervisory problems emerged and patterns in the implementation of the Foundation Program unfolded. Some examples may be cited for illustration: (1) In two Governor's Conferences on Education in 1956 and 1957 an aggregate of 510 persons registered and took part; (2) Three conferences on school plant problems in 1957,



MINIMUM STATE COURSES OF STUDY FOR GRADES ONE THROUGH TWELVE



A regular committee meeting of the Advisory Council on Education in Kentucky.

1958, and 1959 drew an aggregate of 747 participants; (3) Four conferences on transportation problems in 1956, 1957, 1958 and 1959 drew 254 participants; (4) Two conferences of School Board Members in 1957 and 1959 brought together 600 participants; (5) Nine conferences on Surplus Property distribution problems in 1959 had 262 participants; (6) A conference on Gifted Children in 1959 involved 278; (7) A conference on Education of Handicapped Children involved 226 people; (8) Many conferences on Guidance Services brought together 246 participants in regional and state-wide conferences; (9) During the spring, 1956, 1957 and 1958 a total of 1,500 superintendents attended workshops called by the Superintendent of Public Instruction; (10) Conferences of superintendents, in cooperation with the Kentucky Association of School Administrators and the Advisory Council on Public Education during 1956-59, involved, 1,000; (11) Thirty meetings of committees of the Advisory Council of school administrators included approximately 800; (12) Five regional conferences on the improvement of the teaching of science were attended by 500 teachers and laymen; (13) State and regional conferences on teacher preparation and certification were attended by 200 school and college leaders in education; and (14) In-Service teacher education conferences annually brought together 10,000 persons from local school systems, colleges, and the State Department of Education.

In these examples alone an aggregate of more than 6,400 leaders were involved in working out detailed plans for improving the educational program.

All divisions have used involvement as an instrument, not only to keep the profession and laymen interested but because the profession and citizens have vital help to give. Involvement has been a distinct characteristic in implementing the Foundation Program and other programs calculated to improve education.

### LEADERSHIP BY CONSENT

Government by consent is the first principle of government in a democracy. People give their consent not only by casting a vote for their officials, but by becoming involved in selecting goals, making plans, and working the plans. When through democratic processes the directions are set and the goals are determined, these plans must be implemented according to law through administrative action. These are all the ways democracy works. The status leader in a democracy becomes a functional leader as he uses the other leadership resources to reach all accepted goals. Dr. Martin has functioned as such a leader.



## A RECORD OF STEWARDSHIP<sup>1</sup>

When the opportunity to make the race for Superintendent presented itself, I took a more serious look at the status of education in Kentucky with the notion of establishing a design for improvement that was not only positive but practical and within our means to accomplish. In 1955, after much consultation with leaders in education throughout the state, I established a platform. It contained these commitments:

First, a fully financed Foundation Program.

Second, an expanded Foundation Program with the \$80 provision.

Third, a strengthened and protected teacher retirement system.

Fourth, adequate support for our state educational institutions.

And fifth, an expanded and reorganized Department of Education.

Since the education program is now well crystallized in Kentucky for the next eighteen months and since efforts we now exert shall be aimed toward 1960-61, we will not be overly premature in examining the record of my stewardship in this office to date.

### THE FOUNDATION PROGRAM

In the Foundation Program, we as a profession knew that we had a good law. Working together as a professional body and through our professional organizations and agencies on every level—through the Kentucky Education Association and its affiliates, through the State Department, and with local citizens committees—we sold the people of Kentucky on the need for a fully financed Foundation Program Law. Both political parties recognized this need and both parties included full financing in their platforms.

But aiming toward financing the program itself was not enough. You are all well aware that even with full financing, it developed that 22 school districts would have received no additional State aid. These districts represented approximately one-fifth of the total school population. I committed myself to the support not only of financing the program, but expanding it to the extent that we could assure to every school district, at least \$80 in State aid for every pupil in average daily attendance and in no case would a school district receive less than its per capita allotment the previous year.

<sup>1</sup>Address given by Robert R. Martin at Superintendent's Meeting, July 11, 1958; Western Kentucky State College; Bowling Green, Kentucky

When the General Assembly met in 1956, it appropriated \$54,785,000.00 to the school fund. Representing an increase of \$20 million, this appropriation not only financed the program but it also assured financing of the 80 dollar provision.

Of course, the increased appropriations merely opened the door. It remained for the profession itself to translate these funds into programs. The profession and its leadership on every level has made the Foundation Program Law what it is; the money that was so vitally necessary was none-the-less, only a part of the means to better education.

And what have we done with it? What programs have we provided? Look at instruction if you will—not at finance. Even though the Foundation Program Law is a financing instrument, it has had significant implications for the improvement of instruction. The setting up and approval of ASIS units is a prime example. We now have 178 instructional supervisors in 112 school districts; our special programs in art, music, physical education and library services are vastly improved and expanding. We can now guarantee to every child in the State, a minimum nine month school term, and principals have been relieved of teaching loads that they may devote more time to supervisory and administrative responsibilities.

Because this program is dynamic and designed to meet changing conditions, it will never be a finished and final instrument under which our public school system can function. Changing conditions and new developments will dictate new responsibilities for the Foundation Program and those who will administer it. For that reason, the expansion of this program will not see fulfillment in my administration nor in the administration of those who will follow me.

Certainly, no matter how efficient or timely the law may be, there will still be major problems faced by education that cannot find their solution within the structure of this law alone. Issues of such wider concern and their solutions will require friendliness and understanding in other governmental and political circles. But as the law stands, my commitments on financing the law and expanding it to include the \$80 provision have been fulfilled.

### TEACHER RETIREMENT

My third commitment was concerned with strengthening, protecting, and preserving the teacher retirement system.

Obviously it would have been of little consequence to the teaching



profession if we strengthened our system from the direction of increased benefits and allowed it to lose its identity through involvement in other systems from the other direction. Protecting the Teacher Retirement System from such efforts to involve it in, or merge it with other systems which would **not** have been beneficial to the profession or to its best interests was equally important to increasing benefits to it members.

**Not only is the system now improved, but it is also preserved.**

Since 1938 when the Porter-Rayburn Bill establishing a Teachers' Retirement System was enacted, Kentucky has made steady progress towards providing adequately for its loyal teachers when the time comes for them to retire from active duty. As you no doubt will recall, although the first law was passed in 1938 it was not activated through financing until 1940, and the first teacher was retired as of July 1, 1942. Since that time we have come a long way towards providing more nearly adequate retirement. In 1946, 1950, 1954, and finally in 1958 increases have been made in the minimum annuities for retired teachers.

Finally in 1958 we have achieved our ultimate goal of financing a Retirement System which not only will provide adequate annuities but make available the so-called fringe benefits that have become so important to many of the members of our profession. Let me review these for you briefly.

The minimum for retired teachers and those who will retire was increased to an amount equal to \$25 per service credit year, or a 30 per cent increase, whichever was greater. This has meant a great deal to our retired teachers since in many instances the increases have amounted to much more than 30 per cent due to the long years of service of some of our teachers.

We have provided survivorship benefits for the spouse, dependent children, or dependent parents of members of the System who die while in service. This gives added protection to many members of the profession, particularly young married men.

We provided a \$500 death benefit for all active and retired teachers. This benefit is paid in addition to any other benefits and comes at a time when a lump sum payment is so often necessary. Incidentally, both the survivors benefits and the death benefits are much more liberal than those provided under Social Security.

Finally, we lowered the membership requirements for retirement

for disability from 20 to 10 years and provided that any member presently retired for disability and under the age of 60 will receive a minimum annuity of \$600 per year, and any member under 60 who retires in the future cannot receive less than this amount.

Our System is actuarially sound and as of July 1, 1958, has assets of \$50 million, invested in obligations of the U. S. Government, school building revenue bonds, and corporate bonds of the highest quality. It is safe to say that Kentucky has a Retirement System second to that of no state with comparable resources.

You may also be interested to know that as of July 1, 1958, there were 1,998 persons drawing annuities from the System, and the new laws increased the total of those annuities from \$108,406.68 to \$144,796.20. This represents an overall annuities increase of 33.9 per cent.

I believe I can say with candor that this commitment has also been fulfilled.

#### OUR STATE INSTITUTIONS

The fourth phase of Kentucky's educational program to which I committed myself was more adequate support for our State education institutions.

More and more these days, we read of new and pressing problems facing the colleges and universities of the country. A recent report on Manpower, issued by the United States Department of Labor states that in the next fifteen years, college enrollments will increase by 75 per cent, from 2.8 million now to 4.9 million. Already, the increases of the past few years have begun to close the doors of many colleges. This situation creates the same problems for higher education that public education has been faced with for the last ten years. But colleges must not only provide classrooms, they must also provide dormitories, laboratories, student unions, and other related physical facilities outlay. The cost of such facilities comes high and not very much of the money comes from philanthropy—especially to public higher education. Faculty staffing and more adequate pay are other factors to be faced. Kentucky is not immune from her share of these problems.

Enrollments in Kentucky institutions of higher education have increased in normal ratio to the rest of the nation. In 1957-58, enrollments increased in Kentucky colleges 4.4 per cent over 1956-57—from



some 35,000 to more than 37,000. This is happening at a time when we also are urging still more people to go on to college. At present, only four out of every eleven high school graduates in the nation go on for further education. A recent report of the Southern Regional Conference of the President's Committee for Education Beyond the High School went even further. This report points out that only half of the most promising high school graduates actually go on to college. Thus, not only do we have more people entering college each year, but if we are ever going to achieve the full potential of some of our best minds, we must urge even more to enter. Where we put them and who we'll get to teach them are questions of growing importance.

In Kentucky during the past two and a half years, we have seen some measures taken to prepare us for the onslaught. Salaries of faculty members have been increased and some facilities have been provided. But in those two and a half years, a period in which I missed only two board of regents meetings in all of our state colleges and the university, it was also increasingly evident that the needs of the colleges are multiplying daily and the efforts to provide facilities have been unrealistic in relation to the need.

When any aspect of education is improved all other aspects share in it. No single phase or branch of education is an island unto itself. If the boat begins to leak, it doesn't matter too much in which end.

### THE DEPARTMENT OF EDUCATION

My fifth commitment concerned a plan for reorganizing the Department of Education.

Having had some seven years of service in the Department prior to my term as Superintendent of Public Instruction, I had some pretty definite ideas about its structural organization. I pointed out in 1955 that the new educational program in Kentucky would exert increased and added responsibilities on the Department and that it was my intention to effect a reorganization of it. Such a reorganization was aimed toward greater efficiency and broader services.

In order to enlarge services it was of course necessary to add to the professional staff. In 1955 there were 95 staff members in the Department. Today there are 134—the newest additions being a supervisor of art education, and another counselor for the Bureau of Rehabilitation's services division.

In the reorganization plan, another bureau was added and several

new divisions were incorporated into other bureaus. In the Bureau of Administration and Finance there were certain changes made to more effectively administer various provisions of the Foundation Program Law. Among these, the Division of Buildings and Grounds was placed within this bureau and the Division of Census and Attendance was changed to the Division of Records and Reports. It became this Division's primary responsibility to calculate allotments under the new law in addition to developing, revising and distributing forms to local school districts.

Since the school lunch program is an administrative program for the most part, this Division was placed in the Bureau of Administration and Finance. Also, the Division of Property Utilization, which like Topsy, just grew until it began to assume ever-greater administrative proportions was also placed within the organization of the Bureau of Administration and Finance. This arrangement has proved most satisfactory. In only the last three years, this Division has handled 13 million dollars in personal property and three-quarters of a million dollars in real property. It has no state or federal appropriation for carrying out its activities and its sole source of operating funds is derived from a handling charge on the material it transfers to its eligible claimants. In this same period, a total of 1,208 elementary and secondary schools, and 29 colleges and universities received surplus property.

During the last two and a half years there have been some notable accomplishments made by divisions within the Bureau of Administration and Finance.

Consider with me briefly, only a few of these.

#### **DIVISION OF BUILDINGS AND GROUNDS**

The Division of Buildings and Grounds has always occupied an important place within the organization of the Department of Education. However, it was not until the reorganization of the Department that this Division began to reach its full potential. Previously, it was understaffed at a time when the school building boom was well underway; it is certainly to the credit of the staff that they were able to do the excellent job that was done under those circumstances. From a director and one engineer, this Division has now grown to a director, two engineers, and a maintenance specialist.

Since July 1, 1956, the Division of Buildings and Grounds has approved for construction, a total of 3,766 classrooms at a cost of \$52



million. Expenditures for all capital outlay during this period is nearly \$60 million.

I think it is also significant to point out that staff members of the Division of Buildings and Grounds coordinated the work of a cooperative committee of the Advisory Council on Public Education whose aim was to find ways and means of effecting economies in schoolhouse construction. This committee, composed of architects, contractors, members of the buildings and grounds staff, and local district superintendents, recently presented its final report. Its recommendations for changes in State Board of Education regulations and other findings have already contributed to notable savings in the construction of new school facilities for the taxpayers of Kentucky.

Through reorganization, plans are now processed with speed and efficiency and the once prevalent idea that it takes more time to 'get ready' to build than to do the actual construction is not nearly so much of a fact as it once was.

Certainly, the ability to construct badly needed school facilities by local school districts is reaching a critical stage. Since 1956, and as of July 1 this year, local districts have sold a total of \$47,295,000.00 in school building revenue bonds. It disturbs me that with all the public notice that education has received in the last nine months—since the launching of Russia's satellites, and with the numerous discussions that educators participate in on television and radio, there has not been enough attention drawn to the importance of good facilities to the improvement of instruction, nor to the inability of the various states to build these desperately needed new schools on available revenue. We must have Federal assistance and we must have it soon. I know that many of you have taken advantage of every opportunity to bring Kentucky's classroom plight to the attention of the House Subcommittee on Education. I myself have testified on numerous occasions and I will do so again when I have the opportunity. This shortage of classrooms is a big part of the educational crisis that is presently occupying so much space in newspapers, magazines and other communication media.

#### DIVISION OF TRANSPORTATION

The Division of Transportation is another section with much greater responsibility under the Foundation Program since that law dictates a formula for the allotment of transportation units to the school districts.

When the Foundation Program was developed, there was not enough information available to guide us in the setting up of a long-range transportation formula. This meant that changes in the formula could not be discussed until problems were encountered and understood.

With the knowledge that the present formula would require revision, a transportation committee was named by the Advisory Council on Public Education to study this problem and recommend a new method.

Mr. J. Marvin Dodson of the Kentucky Education Association represented that organization on the committee and made worthwhile contributions to it. Dr. R. L. Johns, Head, Department of Educational Administration at the University of Florida acted as a consultant to the committee. Dr. Johns is one of this country's outstanding authorities on school transportation and he informed us following his study of the formula proposal, that our proposed formula is as sound and functional as any in the country. On March 30, 1958, it was presented to the committee and unanimously adopted. There is no need for me to discuss its provisions. You have received copies of the new formula as published in the **Educational Bulletin** and may study it at your convenience. It will be presented to the 1960 General Assembly for enactment into law.

Another meaningful and noteworthy achievement in the area of transportation is the cooperative bus purchasing agreement made in February of this year by fifty-two local district superintendents.

We have already realized some savings through this agreement in the purchase of chassis and as you may know, I have requested the Attorney General to initiate steps to determine why body bids were exorbitant in this State compared with price contract agreements in other states.

Even though the time-factor this year placed school districts in a position that forced them to purchase bodies rather than await further action from cooperative arrangement, it is my firm conviction that we will secure fair price contract agreements and effect ultimately a saving of at least a million dollars a year in the cost of pupil transportation.

It is highly important, in relation to this purchasing plan, that I also remind you that the new bus chassis and body specifications, calling for standards far superior to those used previously, will insure for us, new measures of durability and safety in school transportation.



With the tragedy of Prestonsburg still fresh in the minds of those of us who were there on the bank of the Big Sandy, anything that might assure added safety takes on great significance.

### OTHER ACCOMPLISHMENTS IN THE BUREAU

In addition to the things I have already discussed, I also want to make mention of the fact that our auditing staff has been enlarged enabling us not only to assist local school districts with their financial accounting but also enabling us to do audits of average daily attendance as well. To further assist local school districts with their accounting procedures, the Division of Finance has just completed a new manual entitled Uniform School Financial Accounting. This manual revises the official Kentucky Uniform Accounting System and brings Kentucky's system more nearly in line with accounting practices in other states.

### BUREAU OF INSTRUCTION

When plans were being made for reorganizing the Department of Education, much attention was given to the Bureau of Instruction. It is obvious to most of us in education that instruction is our basic aim—all other functions are merely complements to the actual teaching that transpires in the classroom.

One of the first things I did was ask Dr. Ellis Hartford of the University of Kentucky's College of Education to come to the Department of Education on leave to assist us with the reorganization of the Bureau of Instruction.

Dr. Hartford remained for nine months and until the reorganization was completed. His contributions to the realization of a more effective instructional section within the Department of Education were most helpful, and as a consultant to the Department, he is still available when we need him.

With our overall educational program constantly expanding, it is evident that the instructional services section—whether it is within a local school system's organization or within the central state agency—must not only expand in like manner, but manage to stay somewhat ahead of the general expansion.

With this point of view in mind, there were three things done within the Bureau of Instruction. First, it was apparent that the supervisory program needed extension. The old division of school supervision

was changed to the Division of Instructional Services. Under the new structure, the Division's services were amplified and augmented to include professional leadership and assistance to local school districts with teaching and learning materials, helping with curriculum study and development, and with the program of understanding how children grow and learn; also, to assist with the development of a continuous program of evaluation of total school programs. The Division is also responsible for the classification of schools and the approval of the program and facilities for administrative and special instructional service personnel, supervisors, and directors of pupil personnel.

Under new statutes, this Division also handles the approval and supervision of child care centers throughout the State which enables us to render a more professional status to Kindergartens than we have ever had previously.

Second and because there has always been much concern on the part of the educators with problems related to the training and education of the physically handicapped, the Division of Handicapped Children was strengthened within the Bureau of Instruction through the addition of supervisory personnel. This means that the Division can better assist local districts in planning surveys, group mental testing, individual intelligence testing and other means for determining needs for classroom units for handicapped children. It also provides services in the areas of speech and auditory handicaps and having established that such handicaps exist, it approves the expenditure of funds made available through the Kentucky Society for Crippled Children for the purpose of providing intensive therapy for these unfortunate children. This program has made new and impressive progress during the last two years and has provided a meaningful service to education in Kentucky.

#### **DIVISION OF TEACHER EDUCATION AND CERTIFICATION**

Third, there was need to broaden the scope of the Division of Teacher Education and Certification.

When accomplishments can be realized in the face of constantly growing demands they are worth talking about. This has been the story of Kentucky's teacher situation over the last few years. In spite of both an ever increasing need for teachers and a growing profession in total number of teachers employed, Kentucky has made significant progress in two vital areas of teacher preparation. One of these is the impressive decrease in the number of emergency teachers now employed. Another is a broadened and extensive program of in-service teacher education.



MINIMUM STATE COURSES OF STUDY FOR GRADES ONE THROUGH TWELVE



Committee meeting of local school representatives studying teacher certification standards

The Foundation Program Law has contributed greatly to the decrease in emergency teachers by its salary-ranking provisions. But in addition to this, efforts of the department of Education in urging more and more teachers to gain fully qualified status have also had their effect. Today only 11.7 per cent of Kentucky's 24,000 teachers are on emergency status compared to 28 per cent of the 18,000 employed in 1948.

To further alleviate the critical shortage of qualified teachers, three new certification policies have been adopted that promise new stability for the profession.

First, since certification has become more and more responsive to the realistic needs of the profession, we have made an effort to move from the emergency certification basis to a higher plane. In order to meet the very real demand for high school teachers with knowledge in a specific field, we devised a plan for the issuance of a Provisional High School Certificate on a professional commitment basis to college graduates who had a major or minor in the subject he or she would teach. The plan does not minimize professional preparation in the least; it does require the applicant for such a certificate to commit himself in writing, to the completion of the professional courses while he is teaching or before he teaches the second year.

Secondly, we began on July 1 issuing continuing certificates to elementary and secondary teachers upon their completion of the four and five year programs of preparation for teaching. These certificates will now be issued for ten years instead of for four or five year periods and will be considered continuing certificates which are to be registered each ten years in the Department of Education on a basis of experience or additional college preparation.

In addition to adding a stronger professional note to teacher certification this plan has promise for encouraging teachers to remain a longer period of time in the classrooms. The teachers will no longer be troubled every four years about meeting standards to renew their certificates. They will have met high standards before they receive their certificates and will be admitted to the teaching profession on the basis of a continuing certificate—on a real career basis. This will add stability to the teaching profession and stability will no doubt give added strength to public education in our Commonwealth.

Third, the Division of Teacher Education and Certification is now converting old type certificates held by college graduates to new certificates in order to more nearly harmonize certification and the



ranking of teacher qualifications under the Foundation Program. The holders of these old type certificates will in no way be penalized. Their new certificates will carry full information indicating that the new certificate qualifies the teacher for all positions for which the old certificate qualified the holder.

The advantages of this plan are twofold. First, the ranking of teachers will be simplified, and second, holders of the old type certificates may be granted new certificates without being penalized by some technicality, or by failure to complete a new course which has been added to the curriculum during recent years. This plan will also help local superintendents in the interpretation of certificates held by their personnel.

But Kentucky has gone even farther than that. To put us in a better position to receive teachers coming here from other states, Kentucky took the lead across the nation in setting up a reciprocity plan of issuing certificates to applicants from other states provided the applicant completed a program of teacher preparation in a fully accredited college. Recognition is given in this plan to the National Council of Accreditation of Teacher Education and five states have been following this plan.

Miss Louise Combs informs me that at the meeting of the Teacher Education and Certification Directors a couple of weeks ago in Bowling Green, Ohio, (and Miss Combs has been President of that organization for the past two years, incidentally) at that meeting, 35 states endorsed the reciprocity program and will submit it to their own state boards of education for adoption.

This has significance not only for members of the teacher profession but for the profession itself and for the public which has the real stake in public education.

#### CURRICULUM AND CONSOLIDATION

The Bureau of Instruction has a fine record of achievements. Through its coordination of the work of committees presently revising the program of studies and curriculum needs of Kentucky's schools, we can all take pride in an instructional program geared to the age in which we live. Before the advent of Sputnik and her companions in space, the status of science and mathematics in Kentucky schools was getting a thorough going over as were plans for revitalizing the total curriculum.

Through construction and the establishment of school centers, it may also interest you to know that the number of one, two, and three teacher schools has been reduced by 750 or 18 per cent of the total number of such schools in the State.

This means that many youngsters are now getting a better balanced instructional program with the opportunity for special services like physical education, art, music and library facilities.

There are still too many of these antiquated small schools. In some instances they are located in isolated sections where school centers are presently not feasible. But even in these situations, there is hope that the day is not too far away when every child will have the opportunity to attend a modern, well equipped school center.

## VOCATIONAL EDUCATION

Most of the things I have been discussing come under the heading of general education. What about vocational education? We have been aware for several years now that our State is vitally interested in securing new industry. For the last two decades, Kentucky has been gradually losing population-wise while states around us are increasing. In a time when population experts tell us that our nation's population is growing too fast it would, at first glance, appear to be in our favor that Kentucky is not over populated. But the reason for our population losses tell us a different story. Births are proceeding here at about the same rate as in other states. The people we are losing are those we need the most—persons between the most productive ages of 24 and 50. Why are they leaving? The answer to that question also answers many questions about our school problems too.

Let's look at a few eye-opening facts. According to a 1957 Sales Management Survey of Buying Power, Kentucky was 44th among the various states of the nation in per capita retail sales with \$790. The average for the United States as a whole was \$1,140, and Nevada led all states with \$1,158. Among the first five states in this category were Connecticut, Delaware, California, Florida. You will notice that these are all states that rank relatively high in the amount of money available for education and states that have a high concentration of capital-producing industry and commerce.

Then suppose we look at one factor—personal income payments per pupil enrolled in the public schools. This figure is arrived at by dividing the total personal income of a state by the number of pupils enrolled in the public schools. In this category according to the



February Research bulletin of the National Education Association, Kentucky ranks 38th among the states with \$6,497.00. Delaware ranks first with \$17,432.00 which means that Delaware has nearly three times as many dollars of income back of every school pupil as does Kentucky.

There are a lot of reasons for this economic situation in Kentucky. There are many factors working together and separately that could effect improvement in it. Better highways, will help; problems related to agriculture, labor and management, commerce, business, government, and education are involved. I've some definite ideas about that but I'll not go into them here.

One aspect of the problem however relates to vocational education and I think we've made some real progress in that area. We have thirteen area vocational schools in Kentucky, and ours is a pioneer state in this type of vocational plan. There are more than 14,000 students enrolled in these schools taking training in auto mechanics, barbering, beauty culture, brick masonry, carpentry, dress making, retail merchandising, welding, mining electricity, machine shop, practical nursing, hydraulics, and many of the courses. These schools are well run and contribute tremendously to the adult education and trades education of many thousands of Kentuckians.

Reliable authorities tell us that we can expect more than a million and a half unemployed youngsters in the labor pool of this nation by 1965. These youngsters are unskilled and untrained, and we will have our share of them. But because we are already far ahead of many of our sister states in trade and industrial education facilities, we will not be in anything like the situation some of these states will find themselves who do not have such facilities.

Equally important, these schools more and more are providing us with well trained, skilled and semi-skilled labor. This is an attractive prospect for any industrial concern planning relocation. Because Kentucky has not been able to industrialize at a rate rapid enough to furnish employment for many of our trade school graduates many have emigrated to neighboring states to practice their skills. If and when Kentucky makes new and intensive progress in industrialization—especially in sections that are now classified as depressed areas, these trade schools will be a salvation to our economy.

A new program under the administrative responsibility of the area vocational schools was initiated in 1957 which has been a valuable

addition to the training programs being offered in trades and industrial education.

I refer to the practical nurse training program made possible by Public Law 911 enacted by the 84th Congress. In administering this program, a full time registered professional nurse joined the staff of the Division of Trades and Industrial Education for the purpose of assisting in the promotion and supervision of these programs throughout the State. The practical nurse training program prepares students for licensing for the State Board of Nurse Education and Registration and thus helps to fill a great need in the field of medicine.

In agricultural education, we have also seen notable progress in the last two and a half years. Records in the Division of Agricultural Education disclose that the number of full time teachers has increased from 123 in 1955 to 215 today. The number of multiple teacher departments has increased in the same period from 39 to 43.

Our home economics program in vocational education has realized new progress by giving emphasis to having homemaking programs meet criteria for vocational units under the Foundation Program Law. As a result improvements have been made in providing more space, adding large and small equipment, redecorating and remodeling departments and adding teaching materials. The home visitation program has been intensified and the carry over of instruction to actual home situation saw much improvements. During this period, eight institutions were approved for the training of home economics teachers and a Home Economics Teacher Education Council was formed to coordinate the work of colleges and the Department of Education in problems related to the training of vocational home economics teachers.

In the Fall of 1956 following meetings on the national level, a program of Rural Development was initiated in Kentucky and this program is coordinated through the Department's Bureau of Vocational Education.

Although the Rural Development Program touches on nearly every aspect of rural living, it is primarily an educational program. One of the most important effects of this broad plan for better developing the human resources of our rural people has been the creation of a mental attitude for change. Through the Rural Development Program, progress is already apparent because the people themselves have seen the need for such a program and are interested in it.



## BUREAU OF REHABILITATION

Prior to January 1, 1956, functions related to the Kentucky program of rehabilitation services were handled through a division within the Bureau of Vocational Education. This division was assuming an ever greater responsibility and its staff was constantly expanding. In the reorganization plan, this division was given bureau status. Recently it was again reorganized for additional efficiency and several divisions were incorporated into its structure.

Rehabilitation is one service of the Department of Education that is not generally or easily recognized by many people as being closely associated with public education. However, since the purpose of public education is to prepare all of our people for better lives, rehabilitation is definitely a part of our responsibility.

How well have we met this responsibility? The record is outstanding. In 1957, Kentucky led all of the 48 states in the percent of increase of rehabilitants over the previous year. That year, the increase over 1955-56 was a whopping 58.1 per cent. This year, with 1,010 closed cases already, we are again leading the nation. Translated into more meaningful terms, this means that for the last two and a half years, Kentucky has returned some 2,000 dependent persons to suitable employment. No longer dependent, they are now independent.

They are now paying taxes back into the State on the basis of the incomes that have been made possible for them through rehabilitation services. One example will illustrate what I mean. The number of persons rehabilitated in the single year 1957, were receiving prior to rehabilitation, an aggregate annual income of \$187,166. After rehabilitation, their aggregate annual income has increased to \$1,188,512. This is ample evidence that the rehabilitation program is an excellent educational investment.

## ADDITIONAL PROGRESS

Some of the progress that we have made in the last few years lies outside the basic function of any individual division within the Department of Education.

Intent on improving as many facets of the education program as possible, you are all aware of the formation of the Advisory Council on Public Education of which you superintendents and assistant superintendents are its members. The several committees of the Advisory Council that have been named have had, and are continuing

to have, a very definite effect on educational improvement. I have previously mentioned the Schoolhouse Construction Committee and the contributions its findings and recommendations have made.

I have also pointed out that the Transportation Committee of the Advisory Council and its study of a proposed new formula for transportation allotments to local school districts has been a monumental piece of progress.

## LOOKING FORWARD

In looking toward 1960-61, there are a number of things to which the profession must now devote its attention. As I see it, these are problems that deserve our best efforts over the coming months.

First, we must look toward improving the salaries of our teachers. If we are going to keep them, and if we maintain and continue to accelerate the quality of our instructional program, it is imperative that we improve our salary schedule.

It is a terrible thing for a State of Kentucky's stature to find itself 47th among the states in teacher salaries. And with the progress being made in Mississippi we're headed for 48th. Like other aspects of educational finance, this is a problem that cannot be solved within the ranks of the profession alone. It is an issue of wider concern and its solution requires friendliness and understanding in other governmental and political circles.

Second, we must exert our energies to fully implementing the free textbook law. One method of accomplishing this is to incorporate the free textbook program within the framework of the Foundation Program Law.

Third, the new transportation formula should be adopted through action by the legislature in 1960. In the meantime we can carefully evaluate it looking toward 1960. In connection with this, we must not diminish efforts for getting fair prices contract agreements in the cooperative purchasing of school bus bodies.

Fourth, we must look toward further enlargement of our special services program to include programs for the gifted, adult education, and special testing; we must extend special services as well in our programs for handicapped children and in pre-school education.

Fifth, we must continue to evaluate the Foundation Program in the light of current needs. Already we can see a real need for improv-



ing the capital outlay provision and for providing increases in current operating expenditures.

**Sixth**, we must more vigorously favor more adequate support for higher education, remembering that their needs will intensify during the coming years.

**Seventh**, we must support increased financing for the training of youths in non-college areas beyond the high school. Our trades and industrial programs, agricultural and homemaking education, and distributive training are vitally important to an overall better economic status for our Commonwealth.

Finally, the joint responsibility on state and local levels for financing our program of public education must be continued if we are to meet the increasing needs of our schools.

Gentlemen, I said earlier in this address that our program is comparatively crystallized for the next eighteen months. I have reviewed it here trying to hit most of the high spots, and have also pointed out that our efforts must now look toward 1960-61.

This of course, does not mean that I am now going to sit on an acorn in the hope that I can watch it grow into an oak tree; nor does it mean that I believe that the tree is full grown and I can now sit in its shade. These are some things we've done and some things we need to do.

When my administration is ended, I will have given all my years thus far to public education in Kentucky. This month marks my tenth year with the Department of Education. All of these years have been good to me and they have seen across their days, many changes and much progress in the status of education.

I have been in a unique position to see the good and the bad in our program of public education. We have made progress — real progress, and we have made it with unity, and harmony, and oneness of purpose — to do the best job we can for the children in our trust.

You and I together must continue to face the future in this Commonwealth with vision, with courage, and with determination in order that we may all see that day when the Kentucky we love takes its rightful place among the states of this Nation. You and I who have dedicated our lives to the training of the youth of this Commonwealth have frightful responsibilities. We must face squarely the issues as we make the decisions which are necessary for the future of the boys and girls of this State.

## PUBLICATIONS

The preparation of guides for administrators and teachers has been a genuine contribution to the implementation of the Foundation Program during the administration of Robert R. Martin. The quality of this service is revealed in the contents of the Educational Bulletins published.

### From the Bureau of Instruction

January 1956	Kentucky in Books, Pamphlets and Films
April 1956	Criteria for Approval of Administrative, Supervisors and Teacher Units
June 1956	Criteria for Approval of Units for Vocational Education and Exceptional Children
August 1956	State Plan for Exceptional Children
September 1956	Principals and Standards in Composition For High Schools and Colleges
November 1956	Business Education Handbook
April 1957	Library Service for Schools
June 1957	Planning and Developing the Elementary Physical Education Program
July 1957	Preschool Education (second printing)
August 1957	The Parent-Teacher Association in Civil Defense
November 1957	Science Instruction
January 1958	Moral and Spiritual Value
August 1958	A Civil Defense Curriculum Guide
March 1959	Education of Gifted Children
April 1959	Education of Handicapped Children
June 1959	Music Education

### Other important publications

February 1956	Foundation Program Law (as amended 1956)
March 1957	The Administration of the Bureau of Rehabilitation Services



December 1956	Organization of the Department of Education
February 1957	A Proposed Constitutional Amendment— Providing for Constitutional State Board of Education and a Commissioner of Education
April 1958	A Proposed Transportation Formula
June 1958	Uniform School Financial Accounting
September 1958	Guidance Services in Kentucky's Program of Education
November 1958	Planning School Plant Construction
December 1958	Manual, Federal Surplus Property Utilization

**Reports on major conferences held have been published as follows:**

January 1957	Advancing Education in Kentucky
February 1958	Advancing Education in Kentucky
January 1959	Advancing Education in Kentucky
September 1957	Some Legal Aspects of Public Education in Kentucky
March 1958	Planning for School Plant Insurance, Maintenance and Operation
February 1959	Conference on Curriculum for the Space Age
April 1959	Conference on Handicapped Children
March 1959	Conference on Education for Gifted Children
October 3-4, 1956	First Governor's Annual Conference on Education
September 25-26, 1957	Second Governor's Annual Conference on Education

## BUREAU OF ADMINISTRATION AND FINANCE

The services rendered by the Bureau of Administration and Finance are assigned to the divisions of Finance, Records and Reports, Pupil Transportation, Buildings and Grounds, School Lunch, Property Utilization, and Free Textbooks.

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 have 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. 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 percent, (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. (From Status Reports on Kentucky's Public Schools, December 1958)

### FINANCE

The Division of Finance revised its Manual on Uniform School Financial Accounting under authority delegated by the State Superintendent of Public Instruction. The new manual provides the receipts and expenditure classifications were revised to conform to the most common practices throughout the 48 states. They conform 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 percent.

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 percent. 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.

The Division of Finance has been charged with supervising the expenditure of public funds. It is important that public money be channelled so it will be expended for its legal purposes. This means that there must be guidance in budgeting, spending, 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 are employed in the Division of Finance in addition to the Director and Assistant Director 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, is a serious problem and demands the best efforts of the staff of the Division of Finance as well as the best efforts of local superintendents.

#### BUILDINGS AND GROUNDS

The Division of Buildings and Grounds has participated in the expenditure of approximately \$100,000,000 for school plant construction since 1956. This involved the building of 218 new plants, improvements in 777 existing plants, additions to 303 existing plants, inspection of 300 sites, and final inspection of 310 completed projects.

These tasks involved a great deal of work by the Division in: (1) Counseling with architects and school administrators in planning the construction of buildings; (2) inspecting and approving school sites; and (3) approving plans and specifications of school buildings. Additional legal responsibilities were placed on the Division which required the Division to render such additional services as: (1) final inspection of completed school construction projects; (2) inspection and approval of all temporary emergency classroom spaces; and (3) the approval of projects to be charged to capital-outlay funds.

In order to carry out the traditional as well as the new responsibilities, the personnel of the Division was changed from two professional staff members to four in 1956. The personnel was added in 1957 to render services in the area of improved school plant operations.

**Other cooperated services** rendered by the Division of Buildings and Grounds since 1956 include such activities as: (1) a complete state-wide survey in 1957 to determine building space needed, and information for plant planning. (2) Cooperating with other divisions in working the district educational surveys since 1956; (3) Cooperating with divisions of special areas in providing space for specialized programs; (4) Participating in the 1957 flood disaster survey and helping local districts to resume school operations; (5) Co-sponsored with the University of Kentucky a state-wide conference on planning, financing and building school plans; (6) Revising and re-editing, by State Board of Education, regulations relating to school plant planning, financing and building (Bulletin #11, November 1958); (7) Forms were revised, simplified, and re-edited for use of architects, engineers, and educators in planning plant construction; (8) Worked with the University of Kentucky in planning courses related to planning, financing, building, equipping, and operating school plants; (9) Cooperated in implementing the 1958 National Defense Act; and (10) Developed a guide for School Plant Operations in Kentucky Schools in 1957-58.

The shortage of classroom space persists!

#### RECORDS AND REPORTS\*

During the period 1956-60, the work of the Division of Records and Reports increased tremendously. The calculation of Foundation Program allotments is a sizable task. Other work of the Division is concerned with the collection of data regarding the school census, pupil personnel data and the annual statistical report.

\*This Division works with all other divisions. The summary - The Foundation Program Fully Implemented, Part II was prepared in this Division.



In 1958-59, the Division began a series of Status Reports on Kentucky's Public Schools. These reports were primarily statistical studies of various aspects of Kentucky's schools. In general, they covered a five-year period prior to and including the 1958-59 school year wherever data were available.

These reports were issued in the following areas; (Pupil Data; (2) Current Expense; (3) Assessments, Tax Rates and Local Required Tax Effort; (4) Teacher Data; (5) Free Textbooks; (6) Exceptional Childrens' Program.

Three additional reports are in progress: (1) Transportation; (2) Capital Outlay; (3) Vocational Education.

### PUPIL TRANSPORTATION

**The Division of Pupil Transportation Advanced in 1955-59.** Never before in the all the history of the public schools have so many children been "carried to school and back." During the 1954-55 school year 263,343 pupils or 44 percent of total enrollment were transported daily in 3,311 vehicles at a cost of \$6,101,398.79. Three years later during the 1957-58 school year, 301,520 pupils or 48.5% of the total enrollment were transported in 3,865 buses at a cost of \$7,483,486.07. The costs did not include outlay for buses. The increase in number of pupils transported was 38,177 for the three year period or an average increase per year of 12,726. Accordingly, the cost increase for this service for the same period was \$1,382,087.28 or an average increase per year of \$460,695.76. The inflated costs, improved equipment and safer transportation for the children were factors worthy of acknowledgment.

Although the statistical report for the school year of 1958-59 is incomplete, available information indicates comparable increases in cost of the service and number transported.

When the Foundation Program was written it was recognized that any formula for calculating costs, adopted at that time would likely need revision as inequities in the method were discovered and understood. When the present plan was applied difficulties appeared and it developed that under this formula some of the allotments to some districts exceeded expenditures for transportation. In other districts the allotment was considerable less than costs.

In July 1956 the Superintendent appointed a Transportation Formula Committee from the Advisory Council on Education to devise a satisfactory formula for distributing transportation funds to school

districts. The Committee developed a plan that gives every promise of being one of the best methods thus far in any of the states. In this formula pupil density and cost per pupil per day are the primary factors in calculating allotments to school districts. This is in contrast to the method currently used where the number of transported pupils in average daily attendance and area of square miles served are the factors considered. The Kentucky Council on Education has endorsed the formula and has recommended it to the 1960 Legislature.

The cost of buses in recent years has become a serious problem of local school districts in financing transportation. Prices have become so high that it jeopardizes the ability of districts to maintain satisfactory transportation services. The Superintendent of Public Instruction attempted to alleviate the situation by asking the General Assembly to adopt appropriate legislation. The law passed authorizes the establishment of price contract agreements setting forth maximum prices to be paid for school buses and for these buses to meet all standards and specifications as prescribed by the State Board of Education.

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.

One of the best safety records in pupil transportation in the nation was marred by the horrible Prestonsburg tragedy in February, 1958. Although any precautions that might have been taken to avert such a tragedy might have failed, the disaster made people realize that no action should be considered minute enough to be overlooked when the lives of little children may be affected. Following this great tragedy, a concentrated effort has been made to provide the safest transportation possible. A specific program of safety for little children has been inaugurated by the State Superintendent to insure them the highest degree of safety while on a school bus. School Buses must



meet specifications; care must be exercised in selecting drivers and in training them; drivers must be trained and must pass rigid health examinations annually by a competent and reputable physician; and every bus must be inspected once each month and the report filed with the Director of the Division of Transportation. Kentuckians like for their children to be safe.

### SCHOOL LUNCH\*

The School Lunch Program moved forward. A total of \$2,338,128.00 was received by the School Lunch Program in 1957-58. Each Federal dollar must be matched by at least \$3.00 from the state and local sources. This cost grows as the services grow, and the need for services grows as school enrollments increase.

The Division of School Lunch has been a part of the Bureau of Administration and Finance. During this period one additional supervisor has been added so that each district can have the services offered. Since 1956 the position of Assistant Director of the Division has been added. This position makes it possible for the Director to have more time for future planning of the school lunch program.

A revision of the claim forms and reporting procedure has been made since 1956. Plans are being developed to make the school lunch program an integral part of the total program of education, so as to make use of educational opportunities afforded by school lunch activities. The program may then be a learning experience as well as an eating experience.

### FREE TEXTBOOKS

The Free Textbook Program improved its procedures. There have been a number of improvements made in the general administration of the free textbooks program since 1956. The program has 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 are listed by the State Textbook Commission and are 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.

1. The 1956 General Assembly enacted a law for rebinding text-

\*Annual Report of School Lunch Program 1957-58 (mimeographed)

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

2. Four subjects per grade may be adopted by local districts and may be purchased when adequate funds are available.

3. In order to provide for program enrichment in grades 4 to 8 the Division of Free Textbooks may purchase textbooks not in the priority list, in the reading of literature, provided the number of reading books and the number of literature books do not exceed the pupil enrollment per grade. This privilege may apply also to science and health in grades through 6, and to history and geography for grade 7.

The average cost per textbook in 1955-56 school year was \$1.56. This cost jumped to \$1.89 for 1958-59.

The appropriation for textbooks for 1955-56 was \$1,023,950.00 or \$2.12 per pupil. The appropriation for 1958-59 for textbooks was \$1,275,000.00 or \$2.61 per pupil. Due to increased enrollment, advances in textbook prices, and curriculum enrichment, there was in 1955-56 a total shortage of 990,636 copies of textbooks. By 1958-59 the shortage of textbooks had reached 1,435,764 copies. To help alleviate these shortages the Superintendent of Public Instruction asked for an appropriation of \$2,200,000.00. The amount appropriated was \$925,000.00 less.

To purchase textbooks for grades 1 through 12 would require an annual appropriation of \$2,700,000.00.

## PROPERTY UTILIZATION

**The Division of Property Utilization expanded its services.** The Division of Property Utilization expanded the eligible institutions receiving surplus property under Public Law 152, as amended, which added Civil Defense organizations. The Division now transfers property to schools, colleges, hospitals, clinics, health centers, and Civil Defense units, both tax-exempt and tax-supported.

1. Since January 1, 1956, the Division has expanded its program and has put into operation improved services and better business practices. The following are some of the improvements which were made: (a) a more detailed accountability of property received and distributed; (b) physical inventory was taken at the end of each fiscal year; (c) expanded and more detailed files and records on eligibility; and (d) more detailed and current request and allocation files.

Though the above have improved operational procedures, they have also increased the expenses.



2. During the fiscal year 1958-59, the Division published a Surplus Property Manual for general distribution. The Manual not only gives the "how, what and where" of surplus property, but also something of the history and background of the Division operation, and also laws and regulations affecting same. A series of nine (9) conferences were held in the spring of 1959, explaining procedures and operations of the Division, outlined in the Surplus Property Manual.

3. Improved services have steadily been put into operation. A district warehouse in western Kentucky was established at Madisonville during the fiscal year 1957-58, and an additional one is in the planning stage for eastern Kentucky. New and better transportation equipment has been acquired, and more personnel added.

4. The financial status of the Division has gradually been improved through the increase of the revolving fund. Each year the Division has added to this fund by an increase of receipts over expenditures. This is a healthy situation and quite necessary, since no state or Federal funds are appropriated to the Division. Such a fund must be large enough to take care of budget requirements for each of the following fiscal years, plus a small amount as a margin of safety.

#### NATIONAL DEFENSE ACT

The National Defense Education Act of 1958 authorized over one billion dollars in federal aid over a period of four years. The Act covered nine areas. The State Department of Education has responsibility in only four of the nine. These four areas are:

1. Title III—Aid in the acquisition of teaching equipment and materials in the subject fields of science, mathematics, and modern foreign languages. Federal funds for this Title are to be matched fifty-fifty by State or local money.
2. Title V—A provides aid for testing, counseling, and guidance of all high school students, with particular emphasis on the identification of the gifted students. Under this Title, Kentucky received \$147,107 for the fiscal year 1958-59.
3. Title VIII provided for Kentucky \$106,588 in fiscal 1958-59 to be used in our area vocational schools to establish courses for highly skilled technicians in recognized occupations requiring scientific knowledge in fields necessary to the national defense. These funds must be matched by the State.
4. Title X provides funds, a maximum of \$50,000 per year to be

matched by the State, for the purpose of improving the collection, processing, and dissemination of educational data.

Kentucky is participating in each of the four titles listed. A State Plan was written for each Title. Upon approval by the U. S. Office of Education of the Plans, activities under the Plans were begun.

**The National Defense Education Act—Title X will help improve statistical sources.** Among the provisions of the National Defense Education Act, Title X provided a sum of money not to exceed \$50,000 per annum on a matching basis for the improvement of statistical services of state departments of education.

Under provisions of this Act, the Division of Records and Reports developed a state plan which was approved by the State Board of Education and the U.S. Office of Education. In general, this plan called for evaluation of the entire system of data gathering, processing and dissemination currently utilized by all offices of the Department of Education.



## THE BUREAU OF INSTRUCTION

The staff of the Bureau of Instruction has been increased from approximately 15 in 1955-56 to approximately 26 in 1958-59. The present staff includes the head of the bureau, five directors and assistant directors of divisions. The supervisors in the division of instructional services include four general supervisors with two assigned to secondary schools and two to elementary schools. Five special supervisors have been assigned to the fields of art, music, libraries, health and physical education and attendance and pupil personnel. The fields of mathematics and science have been assigned to other personnel.

These supervisors have devoted their time to working with local school personnel on problems of improving the school organization, curriculum and services to teachers and pupils. They help show the way to the improvement of schools through the Foundation Program.

In addition to work that it must do in **pre-service preparation-certification of teachers**, the division of Teacher Education and Certification directs and supervises a **comprehensive in-service teacher education program**. Four In-Service Consultants work continuously throughout the year with the 212 local school superintendent, supervisory personnel and total teaching staffs on problems relating to the improvement of quality of instruction. This program is unique in the nation in that it is sponsored on a state-wide level through the State Department of Education in cooperation with four state colleges which participate in the enterprise in financial support and in providing an office on the college campus for the In-Service Consultants.

The increase in staff of the special education division is due to the increase of technical services rendered to schools which are trying to meet the needs of handicapped children.

### INSTRUCTIONAL SERVICES

Supervision in local districts has advanced. This summary of the growth of supervision is in terms of the number of supervisors employed in both county and independent systems. The qualifications of supervisors are high in terms of preparation and experience. The growth in the number of supervisors in these systems is measured by the number employed each year as follows:

In 1955-56 there were	141 employed
In 1956-57 there were	146 employed
In 1957-58 there were	172 employed
In 1958-59 there were	201 employed

The Foundation Program makes provisions for supervisory units in the school systems.

In July 1956 a Supervisor of Curriculum Development was appointed to provide professional leadership in that field. During the three years since that appointment he has: (1) served 78 school districts in improving their programs; (2) worked with college groups, workshops, and classes; (3) worked with state and regional supervisory groups and individual supervisors; (4) assisted in planning curriculum bulletins published by the Department of Education; (5) prepared mimeographed materials on curriculum practices; and (6) participated in the revision of the program of studies.

It is the purpose and responsibility of this supervisor to provide professional leadership in the following ways: (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 develop short and long range plans for curriculum study and development 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 by actively cooperating and working with professional curriculum organizations and keeping in touch with curriculum programs in other states; and (6) To work with the colleges and other agencies that can provide assistance to curriculum development at both the state and local district level.

A Twelve-Grade Program of Studies for Kentucky Schools was published in July 1959 in mimeographed Bulletin number 2, by the Bureau of Instruction's Division of Instructional Services. This program of studies takes a new look at education. Minimum and maximum credits are listed. New courses are required for graduation from high school, for example: One unit in mathematics is required for 1959-60, and two units will be required in 1960-61. Greater emphasis on English, mathematics, and sciences is indicated in the new program of studies.

In addition to the study committee of 10, a total of 37 consultants across the state took part in the work of the Committee, as did 16 members of the staff of the State Department of Education.



A plan for system-wide evaluation was developed by the Division of Instructional Services in 1956. It was designed to shift emphasis from evaluation by individual to emphasis upon evaluation of the entire school system. This means that instead of having a few good schools, that the schools for all the children would be advanced on a system-wide front. The major areas of emphasis included: Area I—Philosophy and Objectives; Area II—Organization for Education; Area III—Planned Program of Pupil Experiences; Area IV—Utilizing and Extending Resources for Education; and Area V—Home-School-Community Relations.

Cooperation of members of the faculties of the State colleges and the University of Kentucky as well as committees from other areas was of great assistance to the staffs of the Bureau of Instruction and the Bureau of Vocational Education in developing this new approach to evaluation.

Pilot studies were made in five school districts during the fall of 1956 and early 1957 in order that the strengths and weaknesses of the tentative criteria might be determined.

Following the trails in the five pilot districts, other districts were included on a request basis in widely separated regions of the State. A total of 18 local school districts have been assisted through these means. The staff of the Division of Instructional Services has assisted in other types of evaluations, such as citizens committees, and professional surveys by the University of Kentucky.

Accrediting Standard Kentucky Schools\* were released in a mimeographed publication in June 23, 1959 by the Division of Instructional Services as circular number 1.

An advisory committee was authorized by the State Board of Education on September 19, 1957. These committees were: (1) Committee on Accreditation Standards for Kentucky Schools; (2) Committee on Program of Studies for Kentucky Schools; and (3) Committee to Study and Review Prescribed Courses of Study in Terms of Needs of the Total School Program. There were 10 members on each committee made up of professional and lay persons. The General Consultants were Don C. Bale, Head, Bureau of Instruction; and James L. Patton, Head, Bureau of Vocational Education. There were 23 special consultants to the Committee on Accrediting Standards, from the State Department of Education Staff.

\*Based on Bureau of Instruction, Division of Instructional Services Circular #3, July, 1959.

A total of 3,250 persons from local school systems submitted data and recommendations for use of the Committee on Accrediting Standards; of this number 2,650 were professional and 800 were other citizens. These local groups held a total of 253 meetings as they studied the problems involved.

The Standards for Accrediting both elementary and secondary schools covered eight aspects of schools as follows: (1) Laws and Regulations; (2) Philosophy and Objectives; (3) School-Community Relations; (4) Program; (5) Essential Services; (6) Arrangements for Program of Services; (7) Personnel; and (8) Plant, Equipment, and Instructional Material.

The stated goals to be achieved in order are: (1) to strengthen existing programs of services; (2) to expand present curriculum areas and services to meet desirable standards; and (3) to add desirable new programs and services as teachers and facilities will permit.

The emphasis in the new program of studies is on the breadth and depth of the school program as well as on the size of the school. The new program becomes partly effective for the 1959-60 school year and fully effective in 1960-61.

Schools are classified into four qualitative types: Comprehensive, standard, provisional, and provisional-emergency. Minimum requirements for course offerings vary with the quality of the schools, for example: A comprehensive four-year high school will offer four years of mathematics and science; a standard four-year high school will offer at least three years of each, and the provisional four-year high school will offer two years of each. In a similar way minimum course offerings are prescribed in Foreign Language, Fine Arts, Home Economics, English Language Arts, Social studies, Industrial Arts, Agriculture, Business Education, Health-Safety-Physical Education, and Trade and Industrial and Distributive Education, for the Comprehensive High School. Other quality ratings (such as Standard, Provisional) will depend upon the extent of the program offered. When the standards become fully effective 18 units will be required for high school graduation.

**Integration in public schools is stabilizing.** A very interesting report on the progress of integration during the past four years was made during the 1958-59 school year by the Department of Education. According to this report, the extent of integration in Kentucky at the beginning of the school term, 1958-59, can best be shown by comparing the results to the total situation.



On June 30, 1958, there were 586,149 pupils in membership, with approximately 6.8%, or 39,708, who were Negro pupils. Out of the 215 local districts 175 have a Negro population, but 20 counties and 20 independent districts have no Negro pupils.

In the integrated districts there are 321 separate schools with mixed student bodies. These schools have a total enrollment of 160,889, or approximately 27% of the total school enrollment in the State. Of the enrollment in the integrated schools, 29% of the pupil personnel are Negro. A total of 6,053 teachers are employed in the 321 integrated schools. There are 138 Negro teachers in this group, representing a decrease of 34 teachers over the 1957-58 school year.

The growth in integration from 1955-56 to 1958-59 may be represented as follows:

From 16% to 70.3% of the districts were integrated.

From 5% to 19.1% of the schools were integrated.

From 313 Negro pupils to 11,492 Negro Pupils were integrated.

From 2 Negro teachers to 138 Negro teachers were assigned to integrated schools.

**Secondary education has advanced.** Improvements have been made in secondary education, as indicated in the 1958-59 report from the Division of Instructional Services:

1. The elimination of small public high schools through consolidation shows that the number of high schools with enrollments of less than 200 decreased from 36 to 25 between 1955-56 and 1958-59. The number of high schools with enrollment more than 400 increased from 82 in 1955-56 to 106 in 1958-59.

2. The total number of public high schools decreased from 499 in 1955-56 to 463 in 1958-59, or a decrease of 36.

3. The enrollment in public high schools increased from 160,604 in 1955-56 to 172,991 in 1958-59, an increase of 12,387.

The increase and the size of the high schools indicates that the door is open wider to more comprehensive programs to meet the varying needs of boys and girls of high school age. The increase in enrollment indicates, perhaps, that more young people are continuing in school for a longer period of time.

4. The holding power of 1958-59 over 1955-56 is indicated by the fact that the senior class of 1955-56 was only 53 percent of the freshman class, while the senior class of 1958-59 was 61 percent of the freshman

class. Beginning with 1956-57, the reports from high schools did not separate the population according to races.

**There are evidences of progress in elementary education.**

1. The State Department of Education Staff has included supervisors of elementary education, whose primary responsibilities have been to work with local districts toward improving elementary education in all phases. The elementary supervisors are also giving limited assistance to the private elementary schools.

2. For the past four years, the Department has followed a policy of not approving the construction of new elementary schools of less than eight rooms, except in cases where isolation or other irremedial conditions make it impossible to utilize a building of this size. This policy has helped in eliminating the small elementary schools. At the same time, elementary centers of eight or more teachers have greatly increased. The result has been that the 2,093 one-teacher schools which existed in 1955-56 has been reduced to 1,382 in 1958-59.

3. In most cases, the pupils of these small schools have been taken into new elementary centers of eight or more teachers. In 1958-59, there were 546 elementary centers of eight or more teachers compared to 430 in 1955-56 . . . an increase of 27%. It should be noted, too, that all of these schools of eight or more teachers now have the supervision of a full-time or a half-time principal.

4. There are few teachers today, even in the isolated one-room and two-room schools, who are not receiving competent supervisory assistance. The number of local supervisors of instruction has grown more rapidly than any other professional group. In 1955-56, there were only 129 local supervisors in the State. In 1958-59, there were 200, and more are being employed for 1959-60. About 70% of the local supervisors work with the elementary schools.

5. There were approximately 490,00 pupils enrolled in public elementary schools, grades one through eight, in 1958-59 as compared with approximately 484,000 enrolled in 1955-56, an increase of approximately 6,000 pupils.

6. There were almost 1,000 more elementary teachers in 1958-59 than in 1955-56.

7. The elementary teachers have more college training: In 1955-56, the median level of training for elementary teachers was 115 semester hours; in 1958-59, 125 semester hours.



8. Since 1956-57<sup>1</sup> the number of elementary or twelve-grade schools having profesional librarians has increased from 101 to 282, plus nine who are serving combination elementary and junior high schools.

9. For the first time in the history of Kentucky public education, a system of annual accreditation of elementary schools has been adopted by the State Board of Education and will be put into effect in the 1959-60 school year.

**Attendance and pupil personnel services have improved since 1956.** Attendance is a natural thing for thousands of children who are enrolled in Kentucky Schools. A child who is to receive maximum benefit from the school program must be in regular attendance and feel he is a vital part of the school activities. To provide this opportunity for all the children of all the people, the total school personnel must plan together the total school program. The Director of Pupil Personnel and the Visiting Teacher are vital members of this planning group.

Attendance is the vital factor in determining the needs of a school district as classroom units are based on average daily attendance. The attendance program must emphasize regular school attendance, varied and rich learning experiences, identification of the needs of the individual, greater opportunities for the slow learner and the child with exceptional abilities, and close cooperation between home and school.

During this four year period there has been an increased appreciation of the role of the Director of Pupil Personnel as a resource person in helping to recognize early symptoms of maladjustment in children and seeking to eliminate or prevent the cause before it becomes serious.

1. In-service training opportunities have been offered through the annual conferences of the Kentucky Association of Pupil Personnel Workers. District organizations have been active in each Educational District of the state; giving emphasis to sharing and discussing administrative responsibilities and problems relative to individual children and/or families.

2. A Handbook, "The Pupil Personnel Worker in Kentucky's Program of Education", was published as the March, 1957 Educational Bulletin. The Bulletin interprets the role of the pupil personnel worker in the total school program.

<sup>1</sup>Data were not compiled for elementary school libraries prior to 1956-57.

3. A state-wide survey has been conducted to endeavor to learn the causes of drop-outs. The findings give evidence of (1) a lack of identifying individual needs through more individual case work, (2) broadening the curriculum for all levels of learning, and (3) better utilization of community resources.

4. A Pilot Study for improving Pupil Personnel Services is now being conducted which involves school districts in five counties. The purpose of this study is to improve school attendance by better identifying the individual and coordinating all resources to meet these needs. Progress reports will be made available to all directors of pupil personnel in the state.

**Child-care and pre-school centers have state regulations and standards.** The first law in the state regulating private pre-school centers was passed by the 1956 Kentucky General Assembly. In accordance with the law, the Superintendent of Public Instruction appointed an advisory board to devise regulations and application forms governing the operation of child care centers. These regulations were recommended and adopted by the State Board of Education. The Supervisor of Attendance and Pupil Personnel in the Division of Instructional Services was appointed to direct this work throughout the State.

The purpose of this program is to provide for the safety of children and raise the standards for programs, facilities and equipment in private child care centers.

1. Permits were issued to 72 centers during 1956-57; 120 centers during 1957-58; 143 centers during 1958-59, and an increase in the number is expected for 1959-60.

2. A handbook for teachers of pre-school children was prepared and published as the July, 1957 Educational Bulletin. This bulletin gives philosophy of working with pre-school children, with practical suggestions and programs, and equipment and materials. Due to the popularity of this bulletin it has been necessary to have it reprinted.

3. The Kentucky Association on Children Under Six was organized in April 1958. The Association meets annually at the University of Kentucky in conjunction with the Kentucky Association of College, Secondary, and Elementary Schools.

4. Training opportunities for teachers of nursery and kindergarten children are offered through the State Conferences and area workshops at various colleges in the state.

The library service is a part of the instructional services rendered



by the Department of Education. The library is no longer something desired and to be provided after other services are assured. The school library is an integral part of the total school program, and is planned as other services are planned and when they are planned. When the professional staff of a school is selected a person qualified to render efficient library service is needed. Since 1956-57 the number of professional librarians employed has grown from about 101 to 282. The ASIS units for special services helps this phase of the school program. The central library is appearing more frequently than ever before in the elementary schools as well as in the high schools. Standards for elementary school libraries are being implemented as standards have been in the high schools. There is a supervisor of library services in the Division of Instructional Services.

Art education was given increased emphasis during the administration of Dr. Robert R. Martin, by the appointment of a State Supervisor of Art Education in the Department of Education. This was a part of the enrichment program in the public schools.

A report from the Department of Education indicates that:

"As this program progressed, all phases of Kentucky's Educational Program advanced. Art education in particular began to appear in areas which before had none. The program made it possible for school systems to add art educators and other special teachers to their staffs. Not only was there a marked increase in art educators at the supervisory level, but many new art programs were started or expanded under the guidance of an art teacher.

Paralleling these improvements came the increases in course content and instruction staffs in the teacher-preparing institutions around the state, so that they are able to effectively train a larger group of people interested in the art education field.

One of the greatest advancements in art education took place in Kentucky's elementary schools, where for the most part, the regular classroom teacher guides the program. The scope of the program has broadened to include many more art experiences. Teacher interest in this area has increased tremendously. College summer school art programs are overflowing with teachers who are hungry for more art experiences so they may better guide their young charges. Coupled with the teacher interest is the increased interest on the part of the children and their parents. Several surveys indicated that almost 100 percent of those approached felt that the art program should be expanded so the full value may be available to all. Publishers and art

manufacturers have commented on the skyrocketing increase in sales of art publications and art materials.

Of course, there is much more to be done in the art program, but its forward movement is definite and its direction is clear, thanks to the Foundation Program Law."

Some 3,200 pupils are enrolled in art classes in Kentucky's high schools.

**Music Education in Kentucky schools is on its way.** Information about the program in the teaching of music comes from the annual high school organization reports. According to this study, the coverage at the high school level is comparable to other states, but does not have extreme variations.

A number of small schools do not offer any type of musical experience, but this condition is disappearing under the Foundation Program. A number of systems started music programs during 1958-59, and others have made substantial effort to improve existing programs. A study of the report indicates great interest is shown by those enrolled in music programs, and that more than 12,000 are enrolled in vocal music; nearly 10,000 in instrumental music; and nearly 2,500 in general music. Other enrollments include piano, music appreciation, music theory, and strings.

The increased emphasis on fine arts is very encouraging.

**Health, physical education and safety moved ahead in 1956-59.** A classroom unit for physical education teachers was provided in the Foundation Program to give greater emphasis to physical fitness. This provision required standards to be maintained for teachers in the field, a balanced program and adequate facilities. The interest in the program is demonstrated by the fact that in the school year 1958-59 a total of 56,097 were enrolled in physical education in grades 9 to 12; 2,002 were enrolled in driver training, and 37,362 were enrolled in health courses.

**Conservation Education was given a start.** In February 1959 the Superintendent of Public Instruction appointed a Committee on Conservation Education, representing all areas of the state, and designated a member of the staff of the Division of Instructional Services as secretary. The purpose of this committee is to aid school systems in placing greater emphasis upon teaching conservation and to use resources in the school program. It is hoped that there may be developed a greater awareness of the need for wise use of our natural, human and institutional resources on the part of all citizens.



The Kentucky Committee joined a southwide study of resource use at a Work Conference in Florida to start a three-year study of this important problem.

The secretary of the Committee taught four class periods in conservation education in workshops sponsored by colleges in the state in the summer of 1959.

Education for the Gifted was given special attention in 1959. Superintendent Robert R. Martin announced on January 12, 1959 that Mr. Earl Adams, Supervisor of Elementary Education had been "designated for special work in developing programs for education of the gifted." There have been two significant steps taken in this direction in the direction of education for the gifted. First, a conference on Education for the Gifted was held on January 16, 1959 and attended by 278 persons, representing professional educators, academic disciplines and lay citizens; second, findings of the Conference on Education for the Gifted was published for the guidance of those interested in the development of this program. This publication was Educational Bulletin, Department of Education, Volume XXVII, Number 3, March, 1959.

#### TEACHER-EDUCATION-CERTIFICATION

Teacher Education-Certification reached a high level of accomplishment during 1956-59. A well-educated teacher in every position is the first essential in providing an effective learning program. This is accepted by the parents of children as well as the teachers of children. To procure the services of qualified teachers has been the major concern of those charged with managing the learning programs in Kentucky.

In a report on the preparation of public school personnel employed in Kentucky for 1958-59 (Teacher Education Circular, Number 124, June 5, 1959), prepared by Miss Louise Combs, Director, and Sidney Semandle, Assistant Director, Division of Teacher Education and Certification, it was stated that, "One of the distinguishing characteristics of any profession is the acceptance of college graduation as the minimum standard for entrance into that profession." The report went on to say that "By 1960, on the basis of the target dates which have been set in the various states, forty-two states, including Kentucky, will be requiring the completion of a four-year program of teacher preparation and the baccalaureate degree as the minimum for the initial issuance of all teaching certificates."

A study of the progress in the preparation of employed teachers since

the 1955-56 school year, by the Division of Teacher Education and Certification, indicates that Kentucky's target date (1960) for issuance of certificates to beginning teachers only on the basis of a four-year program and the bachelor's degree can be met.

In 1955-56 there were 59 percent of the 21,500 employed teachers holding baccalaureate degrees or above<sup>1</sup>, while in 1958-59 there were 67.1 per cent of 24,106 employed teachers holding baccalaureate degrees or above<sup>2</sup>. Of the remaining teachers employed 13.6 percent have 3.5 years of college preparation and 14.2 percent have 2.5 years of college preparation. Only 5.1 percent of all employed teachers have less than two years of college preparation.

Most of these employed teachers hold certificates which may be renewed. The completion of a four-year teacher-education program and a bachelor's degree requirement will apply to those who are entering teaching for the first time.

**TABLE V**  
**THE PREPARATION OF TEACHERS, SUPERVISORS AND**  
**PRINCIPALS EMPLOYED IN COUNTY AND INDEPENDENT**  
**DISTRICTS IN KENTUCKY IN 1955-56 AND 1958-59.**

PREPARATION	1955-56		1958-59	
	Number	Per-centage	Number	Per-centage
Master's degree and above	3,173	14.76	3,944	16.4
Bachelor's degree through 23 semester hours above	9,506	44.21	12,232	50.7
96 to 128 semester hours	2,959	13.76	3,274	13.6
64 to 95 semester hours	4,437	20.64	3,419	14.2
32 to 63 semester hours	893	4.15	818	3.4
1 to 31 semester hours	479	2.23	391	1.6
No college semester hours	53	.25	28	.1
TOTAL EMPLOYED	21,500		24,106	
MEDIAN	Baccalaureate plus 6.49 semester hours		Baccalaureate plus 10.8 semester hours	
NUMBER OF DISTRICTS	224		215	

<sup>1</sup>Teacher Education Circular 101, State Department of Education, Frankfort, Kentucky; April 6, 1956.

<sup>2</sup>Teacher Education Circular 124, State Department of Education, Frankfort, Kentucky; June 5, 1959.



The number of teachers employed increased from 21,500 to 24,106 between the school year 1955-56 and 1958-59, and this added 2,606 additional teachers.

The chief sources of teacher supply for the schools of Kentucky are the colleges in Kentucky whose curricula have been approved by the State Board of Education for the education of teachers. Teacher Education Circular 121, March 1959, released by the Division of Teacher Education and Certification in the State Department of Education reflects the potential supply of teachers prepared by the public and non-public colleges in Kentucky. The report also reflects the demand for teachers.

Of 21 colleges reporting, 6 were state colleges and 15 were non-state colleges. A total of 843 elementary teachers completed the four-year program in 1958 and 864 completed the four-year program in 1959. The state colleges graduated 82 percent of the 1958 group and 78.5 percent of the 1959 group.

The demand for elementary teachers in Kentucky is indicated by the fact that a total of 1,399 new teachers were employed in the schools in September 1958. The demand for high school teachers in Kentucky is indicated by the fact that 952 new teachers were employed in September 1958.

The demand for high school teachers in Kentucky was greater than the total number of graduates in 1958 with teaching majors in the fields of foreign language, journalism, library science, mathematics, general science, chemistry, physics, and speech. The total number of graduates in the teaching majors was 1,250.

**Cooperation in Planning Curriculums for Teacher Education is maintained.** Over the years cooperation in curriculum planning in teacher education has increased in effectiveness in developing programs which are accepted by the profession. The first steps were taken soon after the 1934 school code was adopted. The present Director of the Division of Teacher Education and Certification has been a part of the cooperation in teacher education since its beginning and has brought it to its present high level of effectiveness. The principle involved is that those who will be affected by a plan of action have a right to participate in making the plan. Out of this principle has come its corollary, namely, that members of a great profession should formulate the standards to which they must be loyal. This participation has developed a great loyalty to and pride in the teaching profes-

sion in raising its own standards. The profession is ready for the 1960 target date for college graduation as the basis of minimum standards for entering the profession.

Cooperation is illustrated by the participation in the development of the new program of preparation of teachers, supervisors and administrators:

1. In developing the new program for the preparation-certification of elementary teachers, 55 persons served on committees, as follows:

11 persons served on the Committee on General Education.

33 persons served on the Committee on Professional Education.

11 persons served on the Committee on Additional Guidelines.

2. In developing the new program for the preparation-certification of secondary teachers 57 persons served on committees, as follows:

11 persons served on the Committee on General Education.

35 persons served on the Committee on Professional Education.

11 persons served on the Committee on Majors, Minors and Areas of Concentration.

3. In developing the new program for the preparation-certification of school administrators 53 persons served on committees, as follows:

22 Persons served on the Over-All Committee.

10 persons served on the Sub-Committee on Competencies and Core Program.

9 persons served on the Sub-Committee on Experiences in the Preparation Program.

5 persons served on the Sub-Committee on Educational Theory.

7 persons served on the Sub-Committee on Selection and Guidance. (Admission Criteria)

These were the final working committees before the Advisory Committee made the official recommendations to the Council on Public Higher Education for final approval by the State Board of Education. Prior to the action of these committees, there was a state-wide study of preparation programs for educational leaders. All program changes move from the "grass roots" to the level of official action.



## NEW PROCESS IN TEACHER EDUCATION-CERTIFICATION

"Kentucky has become one of eighteen states now using the "approved program" approach to the teacher preparation-certification process.", is reported in Teacher Education Circular 112, February 13, 1958. The State Department of Education has moved away from the "old way" of "adding up" hours and counting courses to determine whether or not a person qualifies for a certificate. The Division of Teacher Education works cooperatively with the profession, the schools, the professional organizations, with colleges and with other divisions of the Department of Education in determining the basic framework for a program of teacher preparation for various teaching and administrative positions, and then works with the teacher-preparing institutions in planning programs in keeping with this framework.

The "competency approach" has been used with increasing emphasis in the organization of teacher education programs in the colleges. This approach means we no longer assume that a given list of courses to be taken by all teachers will make them good teachers; competencies needed by a person in performing an educational task are first determined and then experiences (or subjects) are selected which are calculated to develop these competencies. What competencies do teachers need is the first question, and what experiences of courses will produce them is the second question. The Division of Teacher Education-Certification began about 10 years ago to develop greater emphasis upon this approach.

The "approved program" approach and the "competency approach" may be illustrated in the New Programs for the Preparation-Certification of School Administrators for Kentucky. The New Program is described in Teacher Education Circular 132, June 24, 1959.

This program is **one** of the most modern, if not **the** most modern in the United States today. It was developed over a period of many months and involved representatives from every aspect of educational administration and supervision. The New Program provides for emphasis upon the following:

1. The adoption of general guidelines (areas of preparation) rather than specific courses.
2. Freedom and responsibility on the part of each college or university for the development of the program of preparation in harmony with the adopted guidelines; that is

Each institution which offers the new program will accept responsibility for organizing courses, providing experi-

ences, materials and resources which have promise of achieving the established goals and competencies.

3. Focus upon the kind of person the administrator is, the values he holds, the interrelationships he is able to establish among people, and an understanding of the job of an administrator as an educator.
4. Plan for selective admission to the program.
5. Increased minimum standards.

The guidelines-for-preparation for each position lists general and specific competencies to be developed and also the areas of emphasis,, out of which should come experiences calculated to develop these competencies.

Standards are raised for all administrative and supervisory positions, as follows:

#### **Provisional Certificate**

1. Principals, supervisors and superintendents must
  - a. Complete approved curricula leading to a Master's degree.
  - b. Teaching experience three years for principals and supervisors, and four years experience for superintendents.

#### **Standard Certificate**

1. Principals, supervisors and superintendents must
  - a. Complete at least 24 semester hours of work above the Master's degree.
  - b. Have four years experience as a school leader.

#### **Attendance at Boards of Regents' Meetings**

Superintendent Robert R. Martin was a faithful attendant at meetings of State-College Boards of Regents. Of the 78 meetings held from June 1, 1956 to August 1959 he attended 68 or 87.2 percent. An average number of meetings held in the five colleges was 15.6 and the average number attended by Superintendent Martin was 13.6. This is one measure of his high interest in the work of the colleges, as well as the elementary and secondary schools.



# HANDICAPPED CHILDREN

Increased emphasis on meeting the special needs of handicapped children is illustrated by the special help added to the department through the employment of speech personnel.

In July, 1956, a supervisor of programs for children with speech handicaps was added. In July, 1958, a supervisor of programs for children with hearing handicaps was employed.

TABLE VI  
NUMBER OF KENTUCKY SCHOOL DISTRICTS  
PROVIDING CLASSROOM UNITS FOR  
EXCEPTIONAL CHILDREN AND  
TOTAL NUMBER OF CLASSROOM UNITS PROVIDED

TYPE OF HANDICAP	YEARS			
	1955-56		1958-59	
	Number Districts	Classroom Units	Number Districts	Gains Classroom Units
<u>CRIPPLED AND SPECIAL HEALTH PROBLEMS</u>				
Home Instruction	23	29.3	36	39.0
Hospital Instruction	3	8.5	3	4.5
Classes	7	12.0	4	9.2
<u>VISUALLY HANDICAPPED</u>				
Classes—Partially Seeing	2	10.0	3	10.0
<u>SPEECH HANDICAPPED</u>				
Itinerant Speech Correction	6	9.5	12	14.2
<u>HEARING HANDICAPPED</u>				
Classes—Hard of Hearing	2	2.0	2	2.0
Classes—Deaf	1	5.5	1	7.0
<u>MENTALLY HANDICAPPED</u>				
Classes—Educable	5	22.5	18	56.5
Classes—Trainable	0	0	8	8.5
	29	99.3	55	150.9

In 1956 the Special Education Act was amended to include the establishment of programs for "trainable" mentally retarded children. Formerly, school districts could establish classes only for "educable" mentally retarded children. This act made it necessary to employ personnel qualified in testing and measurements to aid in the identification of mentally retarded children for placement in special classroom units.

Increased supervisory personnel made it possible to give additional services to local school districts in establishing new programs of educational programs for exceptional children.

The Division offers such direct services to local districts as follows:

- (1.) Mental testing and subsequent local planning for proper instruction to mentally handicapped children of school age;
- (2.) Identifying children with speech defects and assisting local districts to plan for and secure trained instructional personnel for speech correction programs;
- (3.) Guidance in organization and administration of special education programs;
- (4.) The Division maintains a Depository Loan Service of large-type textbooks and materials for loan to local school districts for the use of visually handicapped children; and
- (5.) The Division has approved the purchase of hearing aids since 1953 by the Kentucky Society for Crippled Children for children with impaired hearing whose parents are unable to provide this equipment.

New emphasis was given to the initiation and development of instructional units for exceptional children when the Foundation Program was implemented. (Table VI summarizes overall progress.)



## BUREAU OF VOCATIONAL EDUCATION

Vocational Education has advanced during the four years 1955-59. These advances have been reflected in: (1) Improvements in the techniques of home making for both adults and high school youth; (2) The development of the talents of farm boys of high school age into specific and fundamental skills to make them proficient farmers; (3) The provision of educational opportunities of Kentucky's youth who have interest in and aptitude for learning specialized trades so they might improve themselves socially and economically; and (4) Providing a program of distributive education in such fields as salesmanship, merchandising, business practices, economics, and other related subjects pertaining to the business of the world.

The advances in these directions have been marked by the following action: (1) the financing of the Foundation Program; (2) the appointment by Dr. Martin of a committee of educational leaders in Kentucky to develop and write a new plan of vocational education, which plan was adopted by the State Board of Education on June 23, 1959; (3) the organization of the Rural Development Program has been one of the highlights of progress during 1955-59; and the provision of a full-time coordinator who cooperates with many agencies and organizations in improving the level of living of people in rural areas; (4) the employment of a full-time supervisor of practical nurses training to develop and implement the Practical Nurse Program in the Division of Trade and Industrial Education; (5) the employment of a full-time supervisor of distributive education whose major function is to give direction in the development of this type program in public schools; (6) under Title VIII of the National Defense Act to provide training of technicians in highly-skilled occupations essential to National Defense; and (7) the introduction of special adult programs of education.

## AGRICULTURAL EDUCATION

On-farm training for veterans has declined. The enrollment in other classes has remained steady. Agricultural teachers have cooperated with the rural development program through conducting classes in this area of action.

The number of teachers in agriculture have increased so that young farmer classes and adult farmer classes may be served as well as high school classes.

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TABLE VII

## CLASSES IN VOCATIONAL AGRICULTURE 1955-59

Year	No. Depts.	No. Teachers	Enrollment		
			High School	Young Farmer	Adult Farmer
1955-56	220	263	13,064	1,792	2,914
1956-57	217	263	12,377	1,779	3,110
1957-58	211	265	12,407	1,776	3,777
1958-59	207	276	12,672	1,734	3,786

Vocational education in agriculture has joined with agencies and organizations in helping the economically depressed areas, and have organized classes to serve these people in three counties. The rural development program includes 25 counties in three trade areas. The regular program in agriculture, including high school, young adult farmer, and adult farmer, has contributed toward this program.

Leadership training for future farmers and inservice education for agriculture teachers have been areas of major emphasis.

## TRADE AND INDUSTRY

The Division of Trade and Industrial Education has for its purpose "to prepare individuals for entrance into gainful employment in industrial occupations, and to provide training of a continuous nature that will enable them to progress in their chosen occupation."

Enrollment in trade and industrial education has been held relatively consistent, and has increased only to the extent that facilities and finances would permit. Services has expanded for in-school youth under the Foundation Program.

TABLE VIII

## TRADE AND INDUSTRIAL EDUCATION ENROLLMENT

YEAR	DAY TRADE	PART TIME AND EVENING	TOTAL
	NUMBER ENROLLED	NUMBER ENROLLED	
1956-57	2,741	7,436	10,177
1957-58	3,432	6,822	10,254
1958-59	3,423	5,913	9,336

Distributive education prepares individuals for entrance into gainful employment in occupations for which they have aptitude and



interest. Cooperative distributive education programs operating in high schools experience marked growth. This growth is indicated in TABLE IX.

TABLE IX  
DISTRIBUTIVE EDUCATION ENROLLMENTS

YEAR	PART TIME AND EVENING NUMBER ENROLLED	COOPERATIVE NUMBER ENROLLED	TOTAL
1956-57	3,727	377	4,104
1957-58	2,001	700	2,701
1958-59	1,915	573	2,488

"Kentucky has been one of the pioneer states in recognizing the importance of the development of area vocational education programs. In the development of these area vocational schools it is believed that "we must develop the skills of people who have talents, interests and aptitudes so that they might use their skills to enhance industrial development. To educate an individual where he is and let him find employment in any section of the Nation where he can make his greatest contributions is one of the fundamental guidelines in developing the area vocational education program in Kentucky.

... the development of a pool of skilled manpower is fundamental in the growth and development of industry in any section. Industry has a tendency, other things being equal, to gravitate to areas where there is sufficient skilled labor to meet at least the essential needs. It is also important, due to the development of technology, to provide a pattern of vocational education so that all interested and worthy individuals or groups will have opportunities for retaining or up-grading in technical, skilled or semi-skilled occupations."<sup>1</sup>

**Practical Nurse Education Program** provides practical nurse education for license and employment as practical nurses in hospitals, clinics, homes and industry where nursing services are required.

In 1956 five nursing programs were inaugurated in Kentucky for the training of practical nurses. They were administered in the area vocational schools as an integral part of the program in these schools. A full-time state supervisor was employed in the State Department of Education as coordinator and supervisor of these programs. Both pre-

1. From a mimeographed release by the Bureau of Vocational Education, May 12, 1958, pp. 1-2.

service and in-service programs are in operation. The growth of this program is indicated by the following figures: (1) The teachers employed increased from 12 to 16 between 1956-57 and 1958-59, (2) the number enrolled increased from 219 to 320, and (3) the number graduated were 105 in 1957-58 and 173 in 1958-59.

An **Industrial Arts supervisor** has been employed in the State Department of Education. His primary responsibilities are to assist local school districts to develop and set up quality programs in the secondary schools, prior to 1956 only 37 percent of the school districts had some type of industrial arts. In 1958-59 school year 42 percent have industrial arts programs in 158 high schools. There were in 1958-59 in Junior High schools 69 industrial arts teachers with 6,700 students enrolled, in senior high schools there are 104 industrial arts teachers with 7,404 enrolled, and in 85 junior-senior high schools there are 85 teachers with 7,609 enrolled, or a total of 258 teachers and 21,713 students enrolled.

**Area Vocational Schools are operated in 12 areas** of Kentucky and maintain comprehensive programs covering all areas of industry and trades; and in the areas of National Defense.

## HOME ECONOMICS

**Accomplishments in home economics education** have been brought in instruction, in teacher education, and in supervision.

In the field of instruction is found all-day departments, young adult programs, food conservation adult programs and rural development classes in home-making. In all programs of instruction except the young adult programs and the food conservation adult program, there was a steady increase in the number of persons served over the four-year period:

The All-Day Departments increased from 309 in 1955-56 to 315 in 1958-59 and the enrollment increased from 22,853 to 23,862;

The Adult Programs increased from 62 to 131, and the enrollment increased from 1,143 to 2,283.

The Rural Development classes in home-making departments increased from 15 in 1957-58 to 24 in 1958-59 and the enrollment increased 141 to 157.

The Kentucky Association of Future Homemakers is now composed of 254 chapters with a membership of 14,221. These members get good training for leadership under the sponsorship of the Division of Home Economics Education.



A Home Economics Teacher Education Council was formed in 1955-56, composed of teacher trainers, heads of home economics departments in college, and the Director and Assistant Director of home economics for the purpose of working together on problems of teacher education. The council has worked on curriculum development, certification requirements, off-campus student teaching, and follow-up of graduates. Much progress has been made.

Supervision of home economics teachers has been improved by addition of two staff members and reorganization of staff responsibilities. One staff member was assigned as a coordinator for teacher education programs in institutions preparing vocational home economics teachers, another staff member was assigned to giving guidance to department planning throughout the state. The entire staff is busy.

#### RURAL DEVELOPMENT PROGRAM

The Rural Development Program is a major concern of the Bureau of Vocational Education. All divisions have had something to do with its development in Kentucky. The program is designed to aid people in the low-income group in 56 critical low-income counties to improve their economic level of living. The divisions work in this program in specific directions:

1. Vocational Agriculture helps by:
  - a. motivating goals of production in the county and community.
  - b. lending assistance to county and lay committees in evaluating problems and setting up agriculture programs.
  - c. providing organized instructions to farm groups and individuals who are enrolled.
2. Home Economics helps by improving family living through:
  - a. becoming acquainted with conditions that affect home and family living.
  - b. providing instruction in homemaking that will help improve existing conditions.
  - c. finding different ways of reaching people with homemaking instruction.
  - d. interpreting the role of vocational home economics in the Rural Development Program.
3. Trade and Industrial Education helps by:
  - a. stimulating appreciation for technical information.
  - b. helping rural people develop their own resources.
  - c. developing a better attitude toward health and safety practices.

The Head of the Bureau of Vocational Education indicated the responsibilities of supervisors in all divisions of the Bureau in the following statement on October 1, 1956:

- “1. The supervisor needs to become acquainted with the agricultural, industrial, and social problems of the people in the area and, more specifically, with the pilot county. This understanding should go beyond the development picture as presently organized, but project into the potentialities for future development.
2. The program of work of the supervisors should not only be anchored to the specific needs of instruction in the usual sense, but instruction that is applicable to meeting the specific needs of people of the area.
3. Supervision should be dynamic in that it is leading teachers to be ever conscious of changing conditions of the area in which they live.
4. Supervisors should make it a point to keep in touch with other agencies so as to become familiar with specialized services that can be brought in for the purpose of improving instruction as it relates to the solving of community and individual needs.”

Major outcomes of this Rural Development Program include:

- a. General awakening and willingness of the people to help themselves.
- b. Purchase of 181 head of dairy heifers from out-of-state grade A herd for foundation dairy herds.
- c. More than one million forest seedlings planted in reforestation projects.
- d. Federal-pig-sales-organization set up through which more than 3,000 pigs have been marketed in one year.
- e. Several rural homes have provided running water, bathrooms, and electric lights.
- f. Youth groups have been organized for recreation, clean-up campaigns, etc.
- g. New skills learned through special classes led to further training in vocational centers.

The Legislature appropriated \$50,000 in 1956 to match funds from Federal Agencies to help in the development of the Rural Development Program, the 1958 Legislature again appropriated an equal amount for the years 1958 to 1960.



## BUREAU OF GUIDANCE SERVICES

Under the Foundation Law a special unit was provided for a guidance counselor in local school districts. This provision permitted local school districts to establish guidance and counseling services for the pupils in the school so that these services might be improved. School districts electing this unit were required to have a certified counselor, a planned program, and facilities for carrying out the program effectively. Since 1956 more than 80 counselors have been employed and their services made available to the school children under this program.

In August 1956 a division of Guidance Services was established in the Bureau of Vocational Education. The function of the division was to provide leadership at the state level in stimulating and assisting local school districts in the establishment, and development of guidance programs.

The Division became a Bureau of Guidance Services on January 1, 1959 with expanding responsibilities of administering Title V-A Guidance, Counseling and Testing Activities under the National Defense Education Act of 1958. Under this program \$146,000 in Federal funds were made available to improve guidance, counseling and testing in secondary schools in Kentucky. During the 1958-59 school year 86 percent of the school districts and 38 private schools participated in this program.

During the past four years guidance standards for accreditation of Kentucky schools were established and Preparation-Certification Standards for Counselors have been greatly improved.

During the four-year period to be covered by this report the Division of Guidance Services held the following meetings related to Guidance, Counseling and Testing:

Nature of Meeting	Number	No. School Personnel Attending
Area	6	180
State-wide for Counselors held jointly with Kentucky Personnel and Guidance Association		66

Personnel of the Division of Guidance Services served as guidance consultants in 38 In-Service meetings related to guidance, counseling and testing. Approximately 3,040 local school personnel participated in these In-Service meetings. During the past four years personnel from the Division also participated in committee meetings held on guidance, counseling and testing by the University, state and private colleges. They also served on committees relating to preparation and certification of guidance counselors and evaluation of local school guidance programs.

## BUREAU OF REHABILITATION SERVICES

The Kentucky Rehabilitation Act, passed by the Legislature on February 18, 1956, permitted a greater expansion of rehabilitation services, and recognized many of the problems of disability and the need for an effective administrative agency to emphasize the rehabilitation of the handicapped.

The Governor also appointed a Citizens Advisory Committee for Rehabilitation consisting of 25 members, composed of representatives from the various fields of endeavor, to study the needs of Rehabilitation, and to submit suggestions for the improvement of the program throughout the State.

The Bureau of Rehabilitation Services, a Bureau of the State Department of Education, is administered by a Bureau Head, who is responsible to the Superintendent of Public Instruction for the overall Rehabilitation Program in Kentucky.

**The Bureau comprises three Divisions**—The Division of Rehabilitation Services, the Division of Services for the Blind, and the Division of Disability Determinations.

Since 1956 the ten district offices, located throughout the State, have been increased to eleven offices, having from one to six counselors, and the necessary clerical workers in each.

**The number of Counselors in Kentucky has been increased** from eleven in 1956 to twenty-three Counselors in 1959. Of these twenty-three Counselors, there are eighteen Counselors in the general Rehabilitation program, and three Special Counselors for the Blind, and two Counselors for the Mentally Ill.

Clients from all of the State and private Tuberculosis Hospitals are now being served by Counselors of the Bureau. This program was reorganized in cooperation with the Kentucky State Tuberculosis Sanatoria Commission, the Louisville Tuberculosis Association, and others, in 1956-57.

Another recent accomplishment has been the Program for the Mentally Ill, which was put into action in 1957, with the cooperation of the Kentucky Department of Mental Health, several of the Mental Hospitals, and the Kentucky Training Home.

### SERVICES FOR THE BLIND

The Kentucky Industries for the Blind was transferred to the Bureau of Rehabilitation Services of the Department of Education for



administrative purposes by House Bill No. 1 of the First Extraordinary Session of the 1956 General Assembly.

### DISABILITY DETERMINATION

The Division of Disability Determinations is administered under a contractual agreement with the U. S. Department of Health, Education and Welfare, for the purpose of determining disability under the provisions of the Social Security Act. In January 1956, this section of the Rehabilitation Agency consisted of only three positions. The Division of Disability Determinations now consists of one Divisional Director, one Disability Determiner, ten Disability Counselors, three Medical Consultants, and fifteen clerical workers. This tremendous growth has been necessary due to the great increase in the number of persons filing for benefits under the various sections of the Social Security Act, with its 1956 and 1958 amendments.

The objective of the Rehabilitation Program is to bring all possible assistance into the process of restoring handicapped persons to the fullest vocational, social and economic usefulness of which they are capable.

The process of rehabilitation is, therefore, designed to help disabled persons to adjust and prepare for employment where they will be best fitted to earn a living. There are approximately 40,000 disabled persons in Kentucky now needing rehabilitation services.

During the four year period facilities which have contributed to progress have been established:

1. A Post Laryngectomy Speech Clinic was established at the Rehabilitation Center in Louisville. Here, speech therapy is provided those who have undergone laryngectomy operations with a subsequent loss of speech.
2. The 1958 Legislature created a Division of Services for the Blind.
3. The Kentucky Business Enterprises program for the Blind was established and was given supervision by the Vending Stand Supervisor.
4. A Federal-State grant made it possible for the Bureau of Rehabilitation Services to hold In-service Training Workshops during 1959 for counselors.

The effectiveness of this staff training that has been carried out during the past four years, has been reflected in the number of rehabilitations that the Bureau has been able to achieve. A better acceptance of Rehabilitation by the public and a higher level of efficiency has been accomplished through this staff development emphasis. As a result, a record number of 3,672 persons have been rehabilitated by

the Kentucky Bureau of Rehabilitation Services during the past four years—1956-59, inclusive. This is a 170% increase over the 459 persons rehabilitated in 1955. In addition to the 1,240 persons rehabilitated in 1959, the Bureau of Rehabilitation Services also served 2,714 other individuals who will be potential rehabilitants for future years. This then makes a total of 3,954 persons served during the 1959 fiscal year.

TABLE X

ACCOMPLISHMENTS OF REHABILITATION SERVICES

YEAR	PERSONS	PERSONS
	SERVED	REHABILITATED
1955	2,240	459
1956	2,441	551
1957	3,127	871
1958	3,481	1,010
1959	3,954	1,240

Of the 1,240 persons rehabilitated during the 1959 fiscal year, 189 were receiving Public Assistance in the amount \$200,340.00 annually. When this is compared with the \$240,000 State Appropriation to the Bureau of Rehabilitation Services, it is amazing to realize that the Public Assistance SAVED by these 189 rehabilitations lacks less than \$40,000.00 of being equal to the **TOTAL** State appropriation for rehabilitation purposes.

TABLE XI shows that **Rehabilitation does pay**, not only in relieving the effects of disability, but in increasing the economic status of the individual, the community, and the State as a whole.

TABLE XI

REHABILITATION PAYS

YEAR	ANNUAL PUBLIC	ANNUAL WAGES	
	ASSISTANCE BEFORE REHABILITATION	BEFORE REHABILITATION	AFTER REHABILITATION
1955	\$ 48,462	\$120,795	\$ 795,184
1956	79,196	124,540	929,578
1957	246,688	187,688	1,188,512
1958	121,108	222,924	1,947,556
1959	200,340	651,220	2,387,372

Each year there is an estimated 4,510 persons disabled in our State. From this annual increase in disability and the back-log of disability, it can easily be seen that there is a tremendous job of rehabilitation to be accomplished in Kentucky, in spite of the tremendous gains in rehabilitation that have been made in this field in the last four years.



## **PART IV**

### **ADVANCING EDUCATION IN KENTUCKY**

#### **ADVANCEMENT IS CONTINUING**

#### **—SUMMARY IN QUOTES—**

"We have made progress but we were so far behind we didn't make enough progress. We are now on a basis that may enable us to really do something for education if the taxpayers will allow it."

By: Robert R. Martin  
Board of Regents,  
Richmond, Kentucky  
June 3, 1959

## SUMMARY IN QUOTES\*

"Realizing that the very future of public education in Kentucky depends on the devoted and consecrated effort of every person in the teaching profession in bringing to realization the beautiful dream of the Foundation Program, I pledge that I will, in whatever capacity I find myself, work to the utmost of my ability in helping to achieve that goal." (KEA, April 12, 1956)

"The shortage of classrooms for the children of America is rapidly becoming a national disgrace as well as a national tragedy." (Governor's Conference, October 3, 1956)

"Teachers are a necessary component of education. The handicap of inadequate facilities may be alleviated or overcome. Inadequate teachers doom children to an inadequate education." (Governor's Conference on Education, Oct. 3, 1956)

"I don't believe that we can look future generations in the eye with the knowledge that we doomed them to poor training by maintaining limited programs in the high schools." (Kentucky Association of School Administrators, October 27, 1956)

"Not only Kentucky, but many states, have driven people out of the teaching profession —people who belong to it—by taking for granted any contribution they made to education." (Corbin Address, November, 1956)

"This has been a most interesting and challenging year. We are at the beginning of a period of educational awakening in this state." (KASA and ACPE, Louisville, December 15, 1956)

"Kentucky needs now 7,620 new classrooms to replace unsafe, unsanitary, and outmoded classrooms; we need 1,600 additional classrooms to house the overflow from crowded classrooms, and 1,000 additional in the next five years to house increased enrollments." (Statement before Congressional Committee, February 13, 1957)

"The problems that confront education have been minutely outlined, analyzed, scrutinized, discussed, reiterated, and redefined dozens of times. . . As I see it, all of these problems are merely the separate components of a single issue. The real problem is education

\*From public addresses by Robert R. Martin



itself. If that seems like oversimplification, I can qualify it only by reasoning that when we improve any specific phase of education—when we solve a single problem—we also improve the total status of education.” (Secondary Section KACE and SS, October 25, 1957)

“We live in a world in which education is all important. It is education more than any other single factor that has made America the greatest industrial nation in the world’s history. It is education more than any other single factor that has enabled the Soviets to develop the Russian nation to the point that it now poses a threat to American supremacy. It is education which has given our Western culture its dominant position in the world for more than 400 years.” (Governor’s Conference on Education, September 25, 1957)

“The Foundation Program is a sound vehicle, but the level on which it has been financed was the level set in 1953. It can be seen, therefore, that seven years will have elapsed by 1960 without the program being adjusted to reflect the changed conditions which have come about during that time. . . . Attention must be given without delay to the matter of teachers’ salaries.” (KEA, April 1958)

“To insure that the curriculum will be dynamic, we can not initiate a particular program of studies and then forget it for twenty years, making changes in it only when we are forced to do so. If the curriculum is to be truly adaptable to the times, we must follow a definite cyclical procedure in its development.” (Conference on AEC, August 18, 1958)

MINIMUM STATE COURSES OF STUDY FOR GRADES ONE THROUGH TWELVE