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“Personnel Administration”

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Superintendent of Public Instruction

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FOREWORD

The annual joint conference of the Advisory Council on Public Education in Kentucky and the Kentucky Association of School Administrators was highlighted by the first major address delivered by the Honorable Bert Combs following his inauguration on December 8, 1959. This address will, no doubt, go down in the history of public education in Kentucky as one of the outstanding addresses before a gathering of public school administrators.

Although the Governor's address will have great significance for the future of public education in Kentucky, the outstanding guest consultants and speakers made contributions of equal significance in treating the conference theme of "Personnel Administration."

The cooperative planning for the conference guaranteed success from the beginning, because maximum utilization was made of some of Kentucky's outstanding educational leaders in the program assignments.

This educational bulletin contains the texts of the major addresses, a summary of all of the discussion group reports and other activities of the conference.

WENDELL P. BUTLER
Superintendent of Public Instruction

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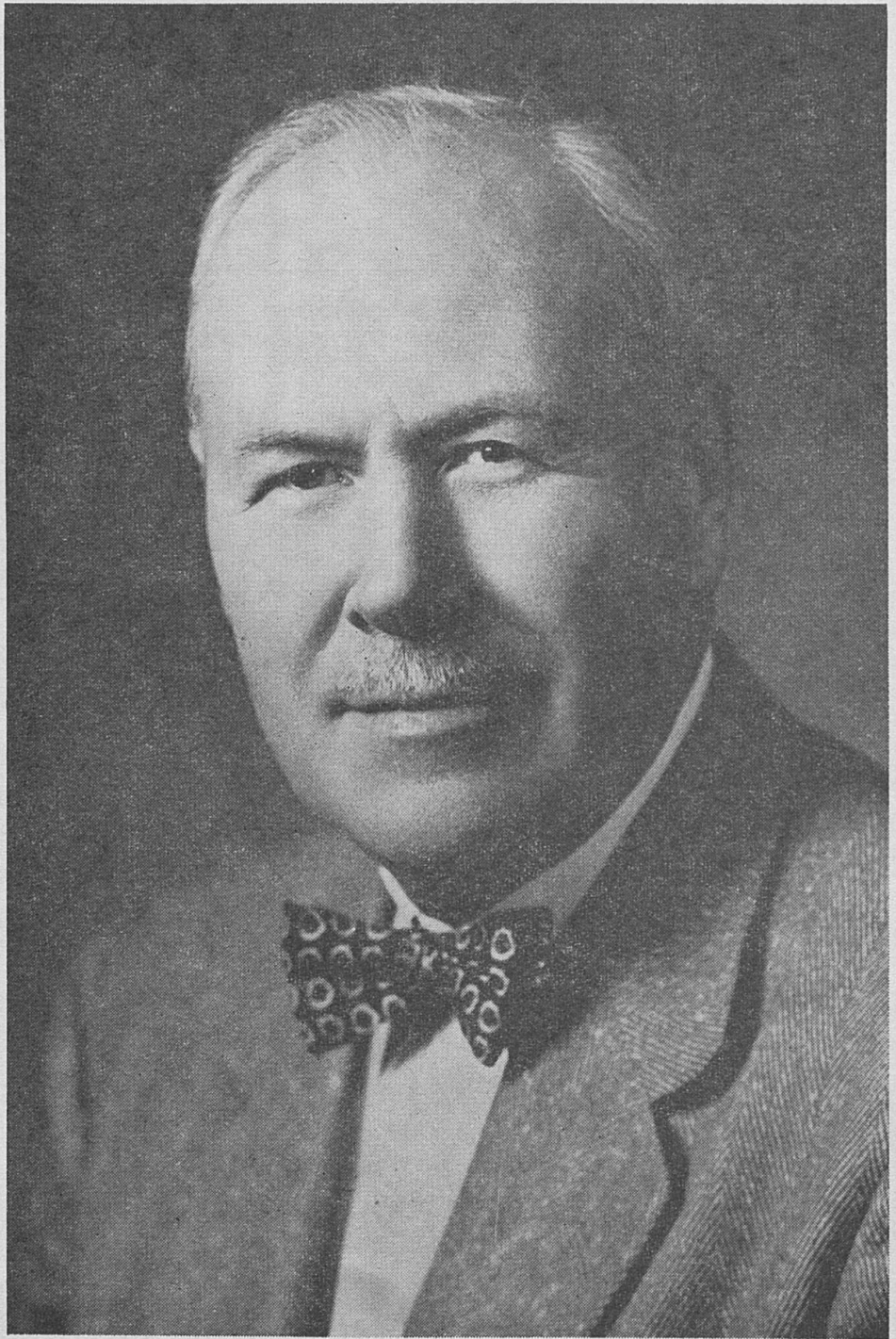
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DR. FINIS E. ENGLEMAN
Executive Secretary
American Association of School Administrators
Washington D. C.

THE SCHOOL ADMINISTRATOR AS HE WAS, NOW IS, AND WILL BE

By

DR. FINIS E. ENGLEMAN

Executive Secretary, American
Association of School Administrators

I address myself to the above topic for the simple reason that it was assigned to me by your state president. It is his presumption, not mine, that I have insights into the past as well as into the exciting and troublesome future and at the same time know the present. He further threw consternation in my camp by saying I must prepare a manuscript. This makes for hard work and besides it assures a dry presentation. Like a good soldier, however, I shall attempt to do his bidding.

THE ADMINISTRATOR — AS HE WAS — Perhaps if I relate a personal experience which I believe to have been quite typical of school administration forty years ago, we can see the school administrator as he was. In the spring of 1919 I returned to my home in the country north of Springfield, Missouri, after having spent two years wearing a Navy pilot's uniform. Since I enlisted in April of my senior year in college, I was not yet a college graduate. Within two hours of the time I reached home, however, the superintendent of Bolivar, Mo., had me on the phone urging that I accept a position as teacher of physics and English in his high school. After several urgent calls from him I reported for duty. During the next two months, among other extra curricular duties, I worked with the track team. On the day school closed, Mr. Capps, the superintendent, called me in and said, "I was elected superintendent at Monett last night, and I want you to go with me as high school principal."

"But Mr. Capps", was my reply, "I don't know anything about being a principal."

"Never mind that," he said, "if you will go down there and get control of those big boys who have been at such cross purposes with the outgoing superintendent and principal, I will teach you how to be a principal and manage a school."

"It's a deal," said I, and I was off to my first job as an administrator. Incidentally by running over them on the football field, by breaking up crap games in the basement with unconcerned casualness, by organizing a Hi Y, Debating Clubs, and other student interest groups as well as by coaching the town's first winning football and track teams, I did give a type of leadership to the big boys. While this was taking place, I received daily instruction on high school structure, organization, curriculum, and administration from that wonderful superintendent. Two years later after I had, during the summers, completed my Bachelor's degree, he began grooming me to succeed him and so at the age of 24 I became superintendent. Mr. Capps resigned to go to Chicago to work toward his Master's degree. Few superintendents in Missouri at that time had graduate work in school administration although the "Twenties" was a period of great educational upsurging. Terman, Dewey, Thorndyke, and other great psychologists were providing evidence as well as instruments in the field of measurement. For the first time the diversity of learners became clear. Bobbit, Bonsor, Charters, and others were exciting educators everywhere relative to a curriculum that would meet the needs of a greatly more diverse high school enrollment, for the new objectives as set forth by the then brand new seven cardinal principles, and for a free society that had fought a war to make the world safe for democracy. Compulsory education became a reality with all its problems and implications for administration and — Strayer, Cumberly, Spaulding, Judd, and others established well-organized programs for school administrators. Superintendents realizing their lack of training for their new and exciting jobs began to take summer courses and a few completed their Master's degrees, but in the main they were feeling their way, and depending on the professional authority and technical skill of the professors in the universities, and they in turn depended too much on administrative patterns suggested by industry. There were no scholars nor thoroughly professionally prepared people in the field.

THE ADMINISTRATOR — AS HE IS — The school administrator today has much more preparation for his job than was true thirty or forty years ago. His undergraduate schooling is of better quality and greater depth of scholarship. The 1960 Yearbook will give statistics to show that the undergraduate who majored in education had minors in order of rank as follows: behavioral science, history, mathematics, and English, and with physical education trailing with a mere 7 percent majoring in this field. Those who minored in

education had majors in rank order as follows: history, science, mathematics, and English. The critics who say the school administrator is not liberally educated simply doesn't know the facts. Few chief administrators are without Master's degrees and more than 40 percent have two years or more of graduate work. For example, a recent survey shows that 95% of all urban superintendents hold at least one advanced degree. Twenty-one percent of this group hold the doctorate. Forty-two percent of superintendents in cities of over thirty thousand population hold either a doctor of education or doctor of philosophy degree. The superintendent with an earned doctorate is not an uncommon phenomena in 1959.

Possibly of still greater significance he can be characterized as being *on the march* with a courageous determination to lift the profession of school administration to a status position consistent with its responsibilities and professional complexities. Since ten years ago when Henry Hill, Herold Hunt, Worth McClure, and other men of vision approached the W. K. Kellogg Foundation for funds to study ways and means of improving the profession, there has been an upsurge of enthusiastic determination to upgrade the school administrator, as has been true in the teaching profession generally. The over-all effects for upgrading sponsored by the National Commission on Teacher Education and Professional Standards is the professional phenomena of our times. Never in our history have so many universities, state departments, and leaders in the field joined hands so enthusiastically to carry on research, to improve both in-service and pre-service programs, to raise certification requirements, and to improve more rigid selection standards of both teachers and administrators. Hardly a county in America has been without the influence of the CPEA Project and the TEPS Commission. Of course, the upswell of this almost universal determination to improve school administration was reflected in the action taken by the members of AASA in setting a two-year graduate requirement for new members after 1964. Their vote was without precedent and threw new and weighty responsibilities on the officers and staff of AASA. Many of us soon realized that we "had a bear by the tail." It is abundantly imperative that the total membership is needed in studying the problems, making plans for still closer cooperation between universities preparing administrators, state departments, and the practicing administrators in the field. How can better financial support be gotten for the in-service and pre-service curricula? How can better curriculum patterns and services be developed at the universities and colleges? How

can recruitment and selection be carried on and by whom? How can the process of accreditation be administered so as to protect the strong university program, improve the curriculum and facilities of the mediocre and weed out the very weak? How can certification be brought in tune with new programs? How can boards of education help further the whole movement of higher standards? These are the questions that must be answered, and well. These and other issues and problems must be cooperatively attacked in every state and region. The AASA Executive Committee submitted a new proposal last summer to the Kellogg Foundation for further assistance. A grant was received recently for \$347,000 to promote this program. The Committee for the Advancement of School Administration will use these funds, under the supervision of the Executive Committee, to help state associations and others to develop plans, hold conferences, outline proposals, and get on with the job of finding solutions to questions such as those just raised. AASA too is appropriating funds to give further aid, particularly to the National Council for the Accreditation of Teacher Education which has been designated by the Executive Committee as the appropriate accrediting body. So the administrator today is on the march — in fact he is doing double time, and with courageous determination and a renewed pride in his profession. The school administrator in my opinion is on the threshold of a major breakthrough. He is about to stop apologizing for his status. He is gaining in confidence, courage, and pride in his work. Still retaining his humbleness of spirit he is at the point of expressing vigorous righteous indignation for those who would continue to try to humiliate and misrepresent his role and his motives. He knows that he has turned his cheek once too many times. Fires can and will be put out by vigorous fire fighting tactics and those who would commit arson to the public schools will be caught up by the nape of the neck and exposed for what they are. Have you observed that the most violent criticism of the public school is often directed at its success, not its failure?

One more observation about the administrator *as he is*. He is over-burdened, his problems are almost insurmountable. Education like the world is in revolution and travail. Curricula needs revision, building shortages mount, school populations are exploding, teachers are scarce, and the necessary money simply isn't in sight. And the unfriendly critics haven't let up much. Still, the superintendent is today the leader of his profession and of his community. Only in isolated instances is he retreating. But because he has courageously

stood firm he is, too frequently, summarily dismissed by an ignorant board or a board influenced unduly by evil and anti-social forces in the community. Today one of the great tragedies in education is the insecure position of the one professional who needs it *most*, the school administrator. Too many good ones are "walking the plank," but others are holding courageously to the tiller. These brave souls refuse to shudder at being called educationist, and they refuse to take orders from landlubbers who never sailed the seas but would pose as authorities on both storm and tide. Even now an admiral who never commanded a ship on the high seas has suddenly become an expert and self-appointed National Savior on another ocean which he has never sailed. But let us leave the present and have a look at the future.

THE ADMINISTRATOR — AS HE WILL BE — I am enthusiastic in my conviction that America will persist in holding to her values of freedom, respect for the individual, equal opportunity for all, and those basic tenants found in the Constitution, Bill of Rights, and other great documents which set forth our beliefs as a free, self-governing people. I believe that the work of the teacher and administrator in the past half century deserves much of the credit. I further believe that the battle to maintain them will, in some respects, be harder in the future than in the past. I believe, therefore, that the public schools must be preserved as the foundation and that they must be strengthened mightily else they will fail. In other words, the schools the administrator directs are the hope of our country. The responsibility he assumes therefore is a grave one indeed. His courage and I hope his competence for meeting this challenge, I believe, will be adequate. He will be carefully recruited and selected. His academic and professional preparation will be long and comprehensive. His complex professional competence will give him more security and his increased power to achieve professional success will bring satisfaction and high morale. As a recognized authority and excellently trained professional leader the conflicting role patterns now so often prevalent will tend to disappear. Since he will have this added stature both the board of education and his professional colleagues will accept his leadership and know that his professional preparation and his ethics demand that his first obligation be to the educational welfare of all pupils. Thus his decisions will be judged not by whether he is an agent of the board or a representative of the staff but as a superior, competent, professional administrator of a sound and adequate education program. If he can demonstrate that

he respects his colleagues and appreciates their complex tasks, if he stands clearly as one who has studied deeply the cultural heritage and is a student of contemporary society, if he can demonstrate broad understanding of human growth and learning, if he knows what knowledge and what educational experiences are needed by the diverse pupil population, he will have risen above being a mere agent of anybody.

The operation of a modern school system is a complicated, complex, and intricate affair requiring participation in more or less degree by all professional personnel. In the larger school system the necessity of having a team of administrators or leaders with the superintendent as the chief executive or head leader and coordinator is a necessary organizational structure. The successful superintendent serves as the quarterback of a staff-teacher team. Sometimes he runs with the ball, sometimes he blocks for others; at other times he may be a line backer or a lone safety, and his signals are called in "huddle" where his colleagues may question his judgment or he can seek advice before the new play gets under way.

Furthermore, he is an influencer of actions and decisions of others. His personality, his professional competence, and his downright devotion to education affects in one way or another the behavior and attitudes of many others. Thus his leadership helps others to contribute maximally to the educational enterprise, since it is others who actually do the thousands of specialized tasks in the educational enterprise. He works with and energizes action on the part of citizens who pay the bills. He counsels and gives guidance to the board as it makes policy and approves programs. He gives encouragements to, opens doors for, and receives advice from his professional colleagues. Above all else he finds ways to build morale of the staff. Since morale rests primarily on satisfaction derived from one's own work, his attention is ever centered on the professional successes and day-by-day achievements of his colleagues. The more technical the task, the more democratic the climate, the more complex the professional role, the greater the need for occupational satisfaction on the part of the worker, or colleague.

Since teaching is a profession, each specialized classroom teacher, each subject specialist, as well as those designated with administrative titles, are in fact, leaders in their area of the educational program. As independent professional judgment makers, as competent determiners of their sphere of operations, they cannot be authorita-

tively or dogmatically directed by administrators. Neither can outside goals and standards not consistent with their skills and purposes be successfully required by administrators or board. Thus, the administrator should shun overt executive direction. Rather he should help, guide, lead, and clear the way. In those cases where the administrative staff member or the teacher is inadequately trained and cannot assume professional status, the administrator's role naturally must turn to that of being understanding supervisor and teacher. The wise administrator, whether he be principal, assistant principal, deputy superintendent, business official, or superintendent uses his most considered professional judgment to keep his professional role from conflicting with the rightful professional role and prerogatives of his colleagues in the classroom. On the other hand, he should never shun his responsibility to make decisions; neither should he assign unpleasant tasks or decisions to others when they are rightfully his to make. Committees cannot be delegated his responsibilities in areas that are hot.

Over-all views and over-all administrative operation based on an understanding of relative service values are doubly necessary else the specialists skew the operation unduly in the direction of particular specialists' interests and aptitudes. All this leads to the theory of school administration to which I adhere; i.e., Authority should be a very secondary aspect of administration, or of teaching either, for that matter. Decisions should be arrived at in the light of all possible evidence and expert opinion. Responsibility for over-all decisions in school administration, however, must rest with a single head, the superintendent.

I trust too that he will be able to face the great issues which confront our society and courageously give direction to their solutions. If he is adequate for these things his role will assume proportions that will demand recognition and respect from both board and colleagues and guarantee security.

At the present time our own generation faces some great problems and issues. The superintendent of tomorrow will, I trust, be adequate to face these problems and issues, and his stature, dedication, and comprehensive training will sustain the leadership America needs for their sound solution. Let me list a few:

I wish I might have time to discuss about a dozen issues or problems which I think the school administrator must help the American people understand and resolve . . . Time permits only two.

The first I shall mention is related directly to America's history and the political and social values which undergird it. Today the ancient philosophical debate which started in Europe and took positive new form at the time our nation was founded is again in full fury. Not since Hamilton have there been so many American voices to support him. The very values and confidence America has always placed on the individual, his potentials, and his worth are under attack. The voices of Jefferson, of Jackson, of Lincoln, and of Wilson should be the voices of the school administrator. These are the voices not only Americans like to hear, but also the struggling men of all nations. If we ever reject the belief in an education that serves and stretches the potentials of all children, if we retreat from our belief in equal opportunities, and if we ever conclude the "common man" is a second class school citizen, then educational leadership has surrendered to those who would return to the concept of "the Chosen Few." Sometimes the form of this debate is practical action on the school program which destroys values without appearing to do so. Sometimes it is related to economy, sometimes it is a course of least resistance. Of course, it is often backed by an outmoded psychology which preaches toughness, the minimum memory essentials, and the like which violates all we know about learning and human development yet seems wise in the face of criticism.

The second issue or problem is that of helping our citizens to understand the nature and character of this changing world, and the importance of public education as means of mastering it and bringing national strength. Somehow the American people must be made sensitive to the need for more and better education for both domestic and international reasons. On the international scene we, in my judgment, are in grave danger, not from atomic attack for I believe that all intelligent people believe that to be suicide for either participant, but on the economic, diplomatic, cultural and philosophical fronts. The Communist world for years has stated their objectives and the ways they will attain them. They believe in the power of education and are throwing huge resources to the support of schools. America must likewise recognize that our safety, our future, lies in our hurried development of our human resources through education. There is a need for urgency and haste. Time for us is running out.

The times are breathtaking if not downright frightening. Let us not retreat from the goals we know to be right. The American dream has been proved sound. The future asks that school administrators help make it a reality.

ADVISORY COUNCIL ON PUBLIC EDUCATION IN KENTUCKY

By

TED C. GILBERT, Chairman

The Advisory Council on Public Education in Kentucky was established by State Board of Education Regulation No. 70 adopted by the State Board on March 27, 1956. This regulation is in accordance with the provisions of KRS 156.190 and 64.600.

Original membership included all local school superintendents with the Superintendent of Public Instruction serving as Chairman.

James L. Sublett and I, Assistant Superintendents of Public Instruction, have served as Secretary to the Council.

Functions of the Council were intended to be advisory in nature, but also considered to be a part of the duties and responsibilities of all local superintendents.

The committees of the Council are as follows:

I Standing Committees

1. Executive Committee
2. Legislative
3. Committee for Evaluation of the Foundation Program
4. Civil Defense
5. Committee on Professional Ethics
6. Property Utilization
7. School Lunch Committee

II Special Committees

1. Committee on Bond Issues for Schoolhouse Construction
2. Committee on Pupil Transportation Formula
3. Committee for School Bus Purchases
4. Committee on Pipeline Franchises

This is the sixth general meeting including the fourth annual December meeting and the second April meeting.

Some of the outstanding contributions of the Council certainly would include:

1. The cooperative spirit of interdependency created among the Superintendent of Public Instruction, his staff, and local school administrators in Kentucky.

2. The planting of the original seeds which are presently bearing fruit in the form of most of the points in our Legislative Program for 1960.

3. The adoption of a Code of Professional Ethics for the local school superintendency in Kentucky.

4. The "grass root" understanding and broad participation in the formulation of many regulations of the State Board of Education and statutes of the Commonwealth.

5. The new proposed pupil transportation formula.

6. The Executive Committee served as a reviewing and advisory body in the re-codification and State Board of Education regulations under the direction of Gordie Young, who served as a consultant to Dr. Martin.

7. The Executive Committee also worked closely in the development of revised specifications for school building construction.

8. The Advisory Council has co-sponsored four outstanding educational conferences here in Louisville during December of 1956, 1957, 1958, and now in 1959. We have treated such conference themes as: (1) School Law; (2) School Plant Maintenance, Operations, and Insurance; (3) Curriculum in the Space Age; (4) and, now, Personnel Administration.

9. The economies effected by the cooperative school bus purchases alone have resulted in savings of more than \$200,000 to the taxpayers of the Commonwealth in only two years of operations.

10. The committees on School Lunch, Civil Defense, and Property Utilization have furnished excellent advisory assistance to these respective Divisions of the Department of Education.

1. All in all, the Advisory Committees have truly broadened the scope of public school administration in Kentucky, and I know, personally, Dr. Robert R. Martin has appreciated and also utilized the excellent results you have achieved.

We have had a total of 37 committee meetings with a total attendance of approximately 785 administrators not including attendance at the annual conferences.

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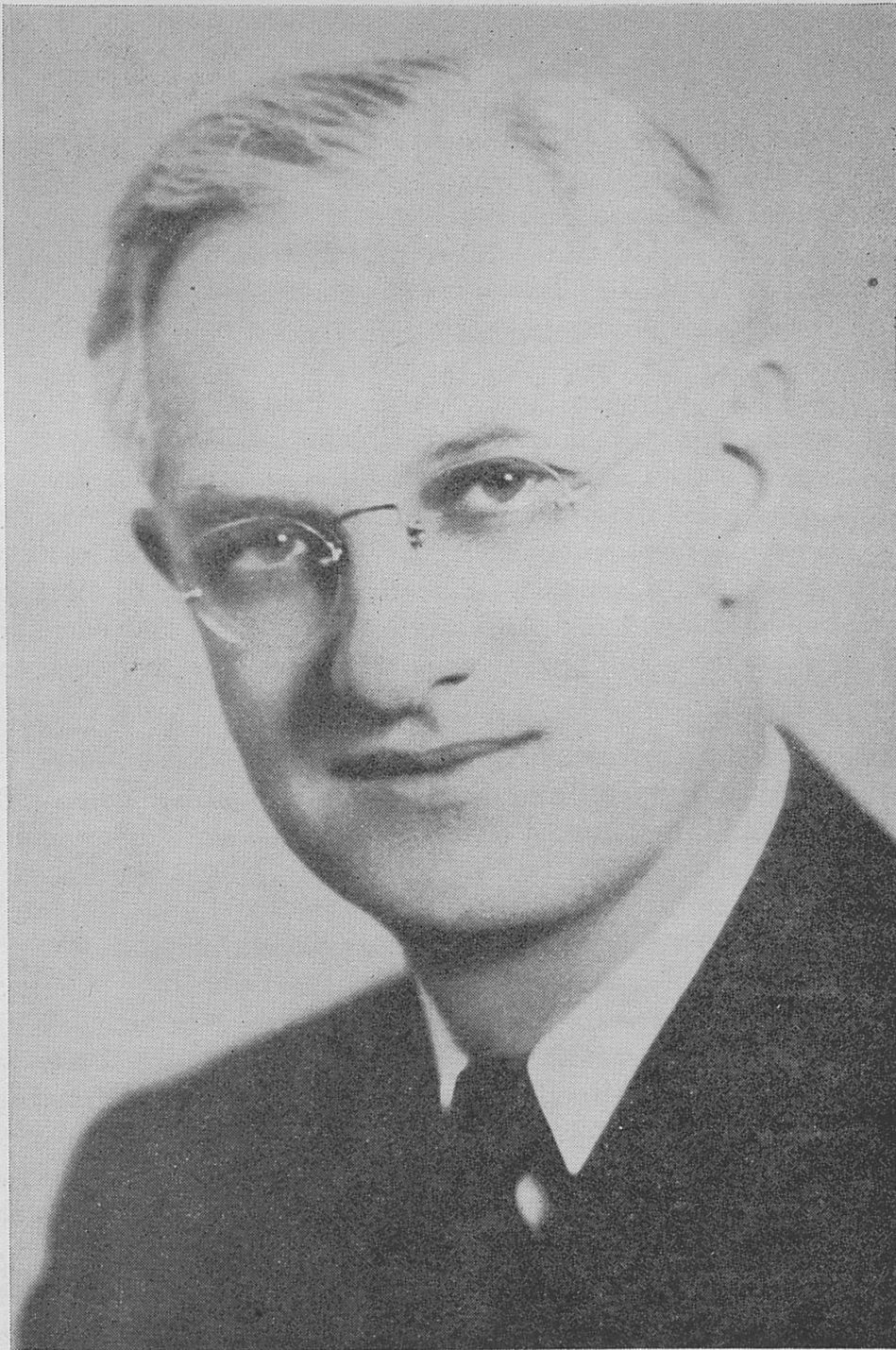
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DR. WILLARD S. ELSBREE
Teachers College
Columbia University
New York, New York

SOME PERSONNEL CONSIDERATIONS RELATING TO QUALITY EDUCATION

by

DR. WILLARD S. ELSBREE

Teachers College
Columbia University

Today to a greater degree than any time during this century, there appears to be an emphasis on *quality education*. This is reflected in editorials in the press, in the speeches made by both friends and foes of the public schools and in the concerns evidenced by those who control school budgets. For the first time in history certain communities reputed to be in the forefront of American school systems have had their budgets turned down and now stand in danger of losing the favorable position, prestigewise, which they have heretofore enjoyed.

Some of the criticism directed against the schools is, of course, unwarranted and stems from both ignorance and prejudice. But justified or not, it has aroused us to a consciousness of the importance of keeping our house in order and it has focused our attention upon the quality of our teaching staffs. For it requires little argument with any group of school administrators to persuade them of the relationship of good teachers to quality education. I spent two days in October visiting schools in a large rural county in Maryland. I was accompanied by the Superintendent of schools and we were observing instruction in rooms where we had visited just one year previously. Now it will not surprise any of you that we were continually reminded of the fact that wherever you found a quality job being done, you found a competent and alert teacher in full command of her class. Whatever else we do, whether it be the installation of modern teaching devices or the reduction of class size to the limit proposed by the most visionary educators to be found anywhere, we will never achieve quality until we have talented teachers in the classroom.

If the foregoing thesis is sound, our only hope of approaching the millennium is to establish the conditions which promise best to identify, attract, retain and motivate gifted teachers. The task

is almost insuperable, but these are some steps which if taken would constitute a beginning and greatly improve the local school system's program. I shall discuss a few of these.

First of all we must face the fact that a stream never rises higher than its source, and the quality of the young men and women who are encouraged to enter teaching determines the character of the school's product. It is obvious that current efforts to recruit are inadequate; moreover it is not enough merely to balance numerical demand with supply. If we are interested in quality we have to reach higher and tap sources heretofore untouched. Unless my calculations are completely off we need 45 per cent of the upper 25 per cent of our high school graduates in intelligence, personality and academic achievement. Right now we are losing in the competition to medicine, law, business and engineering and perhaps to other vocations too. This objective may not be attainable—certainly right now we are in no position to insist on the high standards indicated. But there is no question but what we should aim at them.

It is my opinion that our guidance departments stimulated and encouraged by the administration should identify gifted high school youngsters and make sure they are exposed to information regarding career opportunities in the field of education. While there are ethical considerations involved in this procedure we need not be apologetic in directing the attention of young people to public school teaching as a vocation. The social significance of teaching together with the satisfactions to be enjoyed are second to none. What I'm saying is that we need a more positive and aggressive approach, keeping in mind, of course, our responsibility to be fair and objective in guiding young people at this formative period of their lives.

A second clearly indicated step relates to *local selection of teachers*. This topic has been hashed over so much that I shall only sketch my views on the policies and procedures essential for achieving excellence. For certainly if we are interested in quality education for our individual districts, we must go far beyond present practices in teacher selection. We need to think in terms of team development and not selection of individuals as isolated members of the staff. This calls for analysis and survey of existing resources and for planned excursions into the hinterland and the field generally, in search of talent suited to the needs of the district. Planned interviews with candidates and thorough appraisal of credentials

are an integral part of the process. This all adds up to a big segment of the superintendent's time. To be sure some aspects of the selection function can be delegated to others, but since responsibility rests primarily with the chief executive officer, he cannot escape a major role in the process if a great teaching staff is to be developed.

A third consideration bearing directly on quality concerns the procedures employed during the so-called probationary period. Here is an area of school administration that badly needs attention. There is apparently some confusion in the minds of teachers, administrators and the lay public regarding the purposes of a probationary period.

In a state like Kentucky where teachers enjoy tenure protection, quality can only be assured if the screening process is continued throughout the probationary period. There is a growing tendency, I fear, for some teachers' associations to support the inclusion of the same kind of protective measures for probationers as for the permanent staff. Appeal procedures, insistence that principals should defend their evaluations in considerable detail and that teachers should be permitted to see the written report that goes to the superintendent are examples of this trend. Personally, I think if these policies are adopted they will tend to defeat the major purpose of the probationary period which is "to try" out the new comer and be sure he measures up to the promise he exhibited when initially selected. It should be made clear, if it isn't already obvious, to new teachers that both the central administration and the building principal are greatly interested in their success. In fact the school system has a substantial investment in them, both in time spent in selection and in money expended for travel, postage and telephone. Hence it can be assumed in any school system worthy of the name that every effort will be made to help the probationer succeed. Except in rare cases the school system is interested in obtaining long years of service from the individuals employed. Once this is made clear to the new teacher, there should be little reason for him to distrust the motives of his superiors. It should be pointed out that in most walks of life one must earn the confidence and respect of someone in authority; these can't be wisely meted out to persons who are untried and inexperienced.

Nor is it logical to suppose that teacher performance must be measured with the accuracy sometimes implied in the rating devices used. Even though some element of subjectivity is bound

to be present in evaluation, principals and central office officials must appraise teacher achievement and reach decisions as to the acceptability of the efforts and success of recently appointed staff members. Moreover, there is no obligation to communicate the **details** of the assessment to those being rated. Administrators should be free to register their evaluations without having to defend their judgment on every item to the teacher being rated. The superintendent of schools should, of course, insist upon reasonable support for the evaluations reported. Where unsatisfactory or "needs help" teachers are involved, more than one rater should participate and the combined judgments of the evaluators should be considered. Final decision, of course, rests with the superintendent when reappointment is an issue.

The foregoing philosophy needs to be communicated to teachers throughout the system and interpreted to the lay public in order to avoid the emotional crisis which arise when a probationary teacher is not recommended for reappointment.

Related to this question of how to insure staff quality is the knotty problem of evaluation and the best type of instrument or device to use in appraising teacher performance. Admittedly it presents many of the perplexing obstacles found in merit rating for salary purposes. However there is no escaping the necessity for evaluating the achievement of probationary teachers and few would question the desirability of following some systematic scheme involving a rating form or guide. Some of the forms now used are entirely too refined and call for discriminations that cannot be made with any degree of reliability. To illustrate one form which came to my attention recently calls for the rating of one to ten on such items as maturity of judgment, loyalty, work habits, and contribution to public relations. It doesn't require much imagination to conclude that efforts to rate these qualities and achievements are bound to be questioned if the rater has to defend the specific score assigned. We have little to go on by way of research in evaluating teacher performance. As a result local school systems have had to muddle along. Since we have no uniform evaluation instrument from which excellence can be inferred we must develop our own local conceptions of what we value and what we don't value. Considerable help can be obtained from others who have studied the question. Dr. Percival Symonds in a very careful study of teaching efficiency in a New York suburban school concluded that there were three major differences between superior and inferior teachers, namely:

1. Superior teachers like children; inferior teachers dislike them.
2. Superior teachers are personally secure and self-assured; inferior teachers are personally insecure and have feelings of inferiority and inadequacy.
3. Superior teachers are well integrated and possess good personality organization; while the inferior teachers tend to be personally disorganized.

While these categories seem subjective and difficult to incorporate into a rating instrument, they can be broken down into observable behavior factors. For example, the superior teachers' liking for children manifests itself in such practical ways as knowing their names, something of their interests, peculiarities, and backgrounds. They are tolerant of deviates and they see each pupil as someone with possibilities for growth and development. Each pupil is respected as an individual. This shows up in the teachers' listening attentively to questions put by pupils and giving consideration to other requests. Superior teachers trust pupils generally and give them responsibility for phases of class work. They do not noticeably have favorites or give special consideration to individuals or groups. They make reasonable assignments and requests. They exhibit a certain warmth in their relations with pupils. They show appreciation of a child's work. They both challenge and encourage.

Similarly Dr. Symonds lists items relating to *Inner Strength* and *Organization* and *Integration*. (This research is reported in Volume 23, *Journal of Experimental Education*).

Assuming you have developed a satisfactory instrument there is another step which needs to be taken namely *to provide a training workshop for all principals and evaluators at which an understanding of the meaning of each item in the guide would be gained, the expectancy levels agreed upon and desirable procedures spelled out.*

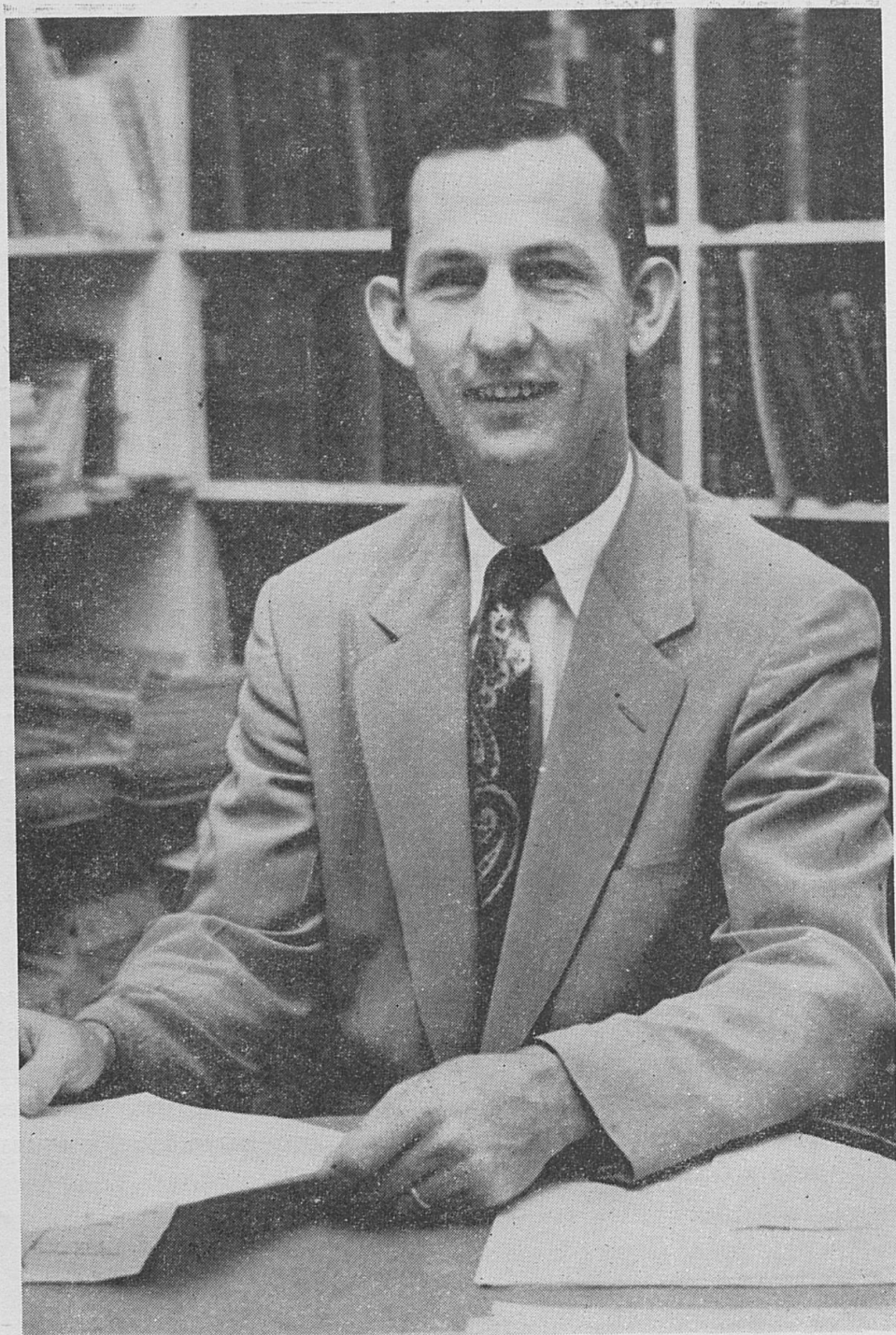
This provision is recommended by almost all the evaluation specialists in order to achieve consistency and objectivity. It is important that careful directions be followed and attention be given to the amount of time spent in observations, the type of anecdotal records to be kept, and counsel given to the teacher in order to increase teaching efficiency. It would be wise for several principals to test out their evaluations by applying the guide form to a few of the same teachers and noting agreements and differences in judgments recorded. These might then be discussed as part of the training program. It is imperative if the best results are to be

obtained, that principals and supervisors understand and agree on what is being observed and evaluated.

Much has been spoken and written about "follow-up" conferences. It is obvious that probationary teachers are entitled to an oral report of their status, their needs and their achievements. Morale depends upon such communication as indicated earlier. It doesn't seem desirable, in spite of current practice to the contrary, that a formal written report be signed by the teacher indicating that he or she has seen the detailed rating given by the evaluator and either approves or disagrees with it. The administrator is employed to make judgments and presumably he possesses some skill in sizing up teachers and teaching performance. To force him to defend every judgment he makes before the probationary teacher is to make him super cautious and may easily militate against frank appraisal. It is wise to have more than one individual participate in the evaluation especially when an unsatisfactory report is made. Moreover the superintendent of schools should be satisfied that the appraisal was adequate and fair.

In large school systems employing many teachers annually, the preparation of a handbook for those responsible for supervising and appraising the work of probationary teachers is an essential step to take together with a special manual for teachers who fall in this classification. Since as many as 50 per cent of the staff in a school system may be affected by the policies and procedures established, it is highly important that special attention be given to the problem of induction and appraisal.

When a sound program has been developed *for* and is being administered *to* the teachers not yet on tenure, a long step will have been taken toward insuring quality. There remain of course, matters of compensation, work load, leaves of absence, inservice education efforts, and organizational relationships which unquestionably relate to morale and efficiency.



DR. B. J. CHANDLER
*Professor of Education
Northwestern University
Evanston, Illinois*

THE UTILIZATION AND COMPENSATION OF TEACHING PERSONNEL

by

DR. B. J. CHANDLER

Professor of Education

Northwestern University

Schools are a part of the social, economic, scientific, religious and political mosaic we call the American culture. It is axiomatic that schools—meaning administrators, teachers, pupils, state department of education personnel, and other educators—are profoundly affected by what happens in our society.

At the present time, a significant paradox is evident in the United States. The paradox is in the imbalance in the supply and demand of educated people. Strangely enough, as the total population of the United States increases, and the amount and quality of education are increased, the deficit of educated and skilled manpower necessary to make our enormously complex society function grows each year.

In response to the critical shortage of educated and skilled people, various fields of endeavor have come up with innovations of one type or another. Business and industry have created machines to operate other machines; hence, we have automation. In the field of medicine, nurses, nurses aides, internes, residents and similar personnel do much of the work that was once done by the physician himself. Law clerks and other sub-professional personnel relieve the attorney of much time-consuming research and case briefing that he once did. Scientists and engineers rely upon laboratory assistants to facilitate their work. Thus, it is clear that various professions have developed ways and means for extending the knowledge and skills of practitioners.

Society, with the leadership of our Finis Englemans, Bill Elsbrees, Bob Martins and our superintendents of schools, will meet the problems growing out of conditions caused by these facts. (1) The pupil population is increasing at a phenomenal rate. Last year, the birth rate exceeded 4,300,000. (2) The teacher shortage continues to plague education. Today we need an additional 300,000 qualified teachers. (3) The extension of the educational system continues as

a result of demands of the public. More and more communities are demanding kindergartens, and it is estimated that almost 40,000,000 adults are involved in part-time educational programs. (4) The demand for greater quality in curriculum and instruction is placing a serious challenge before educators. American education responds to pressures of society and it will meet the challenge to enhance quality in curriculum and instruction without sacrificing or impairing the fundamentally important goal of universal education. (5) The technical devices and knowledge necessary to extend the services of the professional teacher are available, or they are rapidly becoming available.

In the face of the foregoing conditions, certain educational practices must be reappraised. It is imperative that: (1) Greater utilization of professional personnel be achieved in schools and (2) Educators must encourage, rather than resist, the evolution of the single-salary schedule into salary plans that reward the outstanding teaching without, at the same time, penalizing those who are adequate teachers.

My bias is implicit in what I have said and will be used as a backdrop against which my remarks will be evaluated. Explicitly, my bias is in the direction of a problem solving approach to the twin problems of utilization and compensation of personnel. For too long, we have been skeptical of new theories and have exalted empiricism. At one stage in the development of a profession, empiricism is indispensable; but it can strangle progress and abort ideas essential for improvement. To illustrate, in the old days, books were available only to a few. Consequently, the teacher read the few books and manuscripts available and repeated orally to students what he had read. This empirically derived teaching method was necessary and it was successful. However, the lecture method has continued to dominate education even in this day of countless teaching aids such as television, almost unlimited printed materials, teaching machines, and facilities for group work. My suggestion is that education turn more to new theories as guides to experimentation and practice and rely less upon empiricism.

An analogy, drawn from another field, might clarify the relationship between empiricism and theory. Many years ago, in a famous lecture dealing with fermentation, John Tyndall said:¹

¹ John Tyndall, *Essays on the Floating-Matter of the Air in Relation to Putrefaction and Infection*. London: Longmans and Co., 1881, p. 238.

Hitherto the art and practice of the brewer have resembled those of the physician, both being founded on empirical observation. By this is meant the observation of facts apart from the principles which explains them, and which give the mind an intelligent mastery over them. The brewer learned from long experience the conditions, not the reasons, of success. But he had to contend, and has still to contend against unexplained perplexities.

The degree of empiricism in brewery operations has been reduced. Education must redouble efforts to capitalize upon theoretical notions and research, reducing thereby the degree of empiricism in the field. Until this is done, many will continue to refer to education as a practical art.

Lest the wrong impression be left, it should be noted that significant experimentation in staff utilization is under way. One large foundation distributed over 1 1/3 million dollars for "utilization" experiments last year. The Commission on Experimental Study of the Utilization of the Staff in the Secondary School, appointed by the National Association of Secondary School Principals of the NEA is directing several studies. Several school systems and universities are doing utilization research. The Research Division of the NEA has reported investigations dealing with utilization of personnel in 58 localities in 31 states. According to this report, experiments² in the utilization of staff are of two major types; namely, "those involving the introduction of new personnel, such as teacher aides, and those calling for reorganization of the professional staff into new teaching patterns, such as the teacher team."

Teacher aides may be lay people such as housewives, or retired people with no preparation for teaching; or they may be better qualified persons such as college students who plan to teach, or interns. According to reports, teacher aides assume duties that range from clerical work to teaching. Some aides are volunteers while others are salaried employees of the school district.

Teacher teams are receiving attention in several school districts. According to the NEA, "The object³ of the teacher team is to use the specific talents of each teacher in the team to the best advantage, and to offer to each group of pupils a wider range of teacher talent." The

² National Education Association, Research Division, Research Bulletin, Vol 37, No. 3, October, 1959 p. 93.

³ *Ibid.*, p. 93.

Commission on the Experimental Study of the Utilization of Staff in the Secondary School predicts that:⁴

The Secondary School of the future will not have standard classes of 25 to 35 students meeting five days a week on inflexible schedules. Both the size of the groups and the length of the classes will vary from day to day. Methods of teaching, student groupings, and teacher and pupil activities will adjust to the purposes and content of instruction.

No longer will one teacher endeavor to be in charge of all of a class's activities in one subject. Instead Teaching will be organized to be more efficient and effective.

Evanston Township High School has been using instructional teams for several years. One of their recent reports to parents states:⁵

Believing that some lessons lend themselves well to large-group instruction and others to that of small-group, the teachers divide the students into various sized groups, according to the types of lessons to be taught. For example, for films, demonstrations, lectures, and full-period examinations or important writing, several sections of the class scheduled the same period meet together in a large "community" room as a "C-group." On the other hand, for discussions the usual pattern is to divide the pupils into normal-sized classes or even smaller.

Project teaching began in ETHS two years ago in the English and Business Education Departments when several teachers pooled their talents to teach eight sections of senior English and three classes of Introduction to Business. Its success there prompted other departments to initiate similar projects this fall.

The school believes that Project teaching increases the effectiveness of instruction by better utilizing teacher time and talent, providing for pupils' individual differences, and making wider use of audio-visual aids.

The variety of possible teaching assignments, each requiring a different level of professional performance, suggests that teaching is moving toward a type of differentiation of personnel that has been accomplished in the field of medicine and is now being developed in engineering.

Some spectacular, large-scale experiments are under way in television teaching, and the use of tape recorders, teaching machines, films and other audio-visual devices. New buildings, designed to accommodate new class patterns and teaching assignments, have been

⁴ J. Lloyd Trump, *Images of the Future A New Approach to the Secondary School*, Appointed by the National Association of the National Education Association, Supported by the Ford Foundation, p. 7 (1959)

⁵ Evanston Township High School, *Here's Your High School*, Vol. 10, No. 1, November, 1959, p. 3, *Evanston, Illinois*.

built in a few communities. Clearly, interest in utilization of staff personnel is high. Surely this interest will eventuate in more effective use of professional teachers.

Now for a brief look at the problems of compensation of teachers. The application of the merit principle to teachers' salaries is a source of sharp controversy with both professional and lay people. Claims and counter claims are being offered. It is becoming increasingly difficult for people to communicate because terms used in discussions of the pros and cons of merit schedules for teachers have become clouded and emotionally laden. In fact, as happens in many arguments, the real issues are obscured by the noise of the debate. Witness the fact that the term "merit schedule" has come to have different meanings. While there is an abundance of talk today about the desirability or undesirability of pay differentials based upon professional evaluation of service rendered, few authoritative studies have been reported relating to the issue.

Salary administration has evolved through several stages. Three fairly distinct stages are: (1) individual negotiation, (2) position-type schedules, and (3) single salary schedules. While it is impossible to draw clear lines of demarcation denoting discrete historical periods, eras can be identified for discussion purposes. We are entering the fourth stage, that of salary differentials based upon quality of service rendered.

Even a brief look at the evolution of salary administration is enough to make the point that change is inevitable. Those who take the position that the single salary schedule as it operates today is destined to endure are ignoring the inevitability of change and the evolution of the profession of teaching. Viewed in this contest, the question is, "What shall be the nature, extent, and tempo of changes in salary schedules?" Consideration of this question has stimulated interest in and demands for a policy and plan relating professional evaluation and salaries.

What does one do when confronted with an important professional problem. First, the literature should be searched. But many conflicting claims as to the desirability and feasibility of merit schedules have been reported in books and professional magazines. Typical examples include:

1. Merit schedules are undemocratic.
 - a. Merit schedules are in accordance with democratic principles.

2. Merit schedules can't be administered.
 - a. The profession will develop and use merit schedules or lay groups will.
3. Merit cannot be determined.
 - a. It is assumed that preparation and experience denote merit.
4. Merit plans lower staff morale.
 - a. Merit plans improve morale, particularly of the better teachers.

It is any wonder that both the profession and the public are confused about teacher salary problems?

Salary practices should be evaluated in the context of all personnel policies. When this is done, one is likely to be amazed at the overemphasis on what is assumed to be protection, and an underemphasis on opportunity and responsibility to do quality work. In some states, iron-clad tenure laws prevail, automatic salary increments are provided, and in the name of fairness, all teachers are treated alike. This situation reflects the quest for security that Vance Packard, David Riesman and William Whyte have been writing about. As James F. Byrnes once remarked, "Too many people are thinking of security instead of opportunity. They seem more afraid of life than death."

Some social scientists contend that security, such as that provided by the single salary schedule, is necessary if creative and effective teaching is to be done. Others argue that such benign protectiveness excuses teachers from putting forth their best efforts and robs them of motivation. And it has been said that "men differ less in the sum total of their abilities than in the degree to which they use them." Personnel policies must free teachers and stimulate them to do their best, not regiment and stifle them and permit the few who would do so to shirk their professional responsibilities.

The area of evaluation of teaching has been neglected. To nail down this point, how many of you, when you were being interviewed by the board for your present position, were thoroughly questioned about your philosophy and knowledge of teacher evaluation? If the current controversy over merit rating has done no more than renew emphasis upon teacher evaluation and salary administration, it has made a worthwhile contribution in the personnel field.

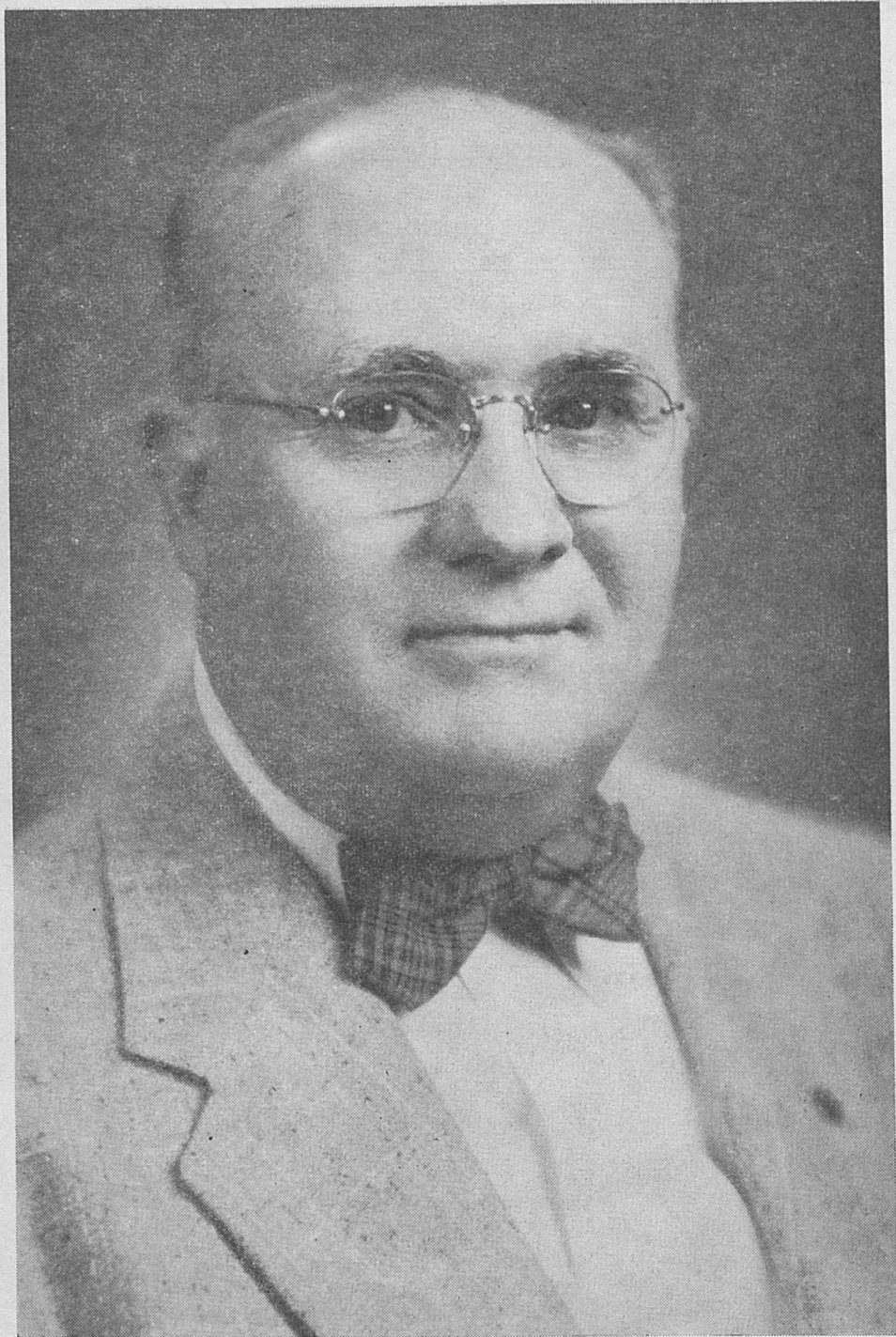
I have resisted the temptation to present the common arguments for and against merit pay. Likewise, no survey of successful merit plans and their distinctive features will be presented. Such material

is readily available in current periodicals and books. It seems to me what is needed is for administrators to rethink their philosophical position on the controversy. Superintendents of schools should have thorough and candid answers to questions such as these:

- (1) What values and personnel principles are respected by the single-salary schedule? A merit plan?
- (2) What values and personnel principles are violated by the single-salary schedule? Merit plans?
- (3) How do salary plans and their administration affect instruction?
- (4) What research evidence is available in the field of salary administration that should be used in the formulation of salary policies?
- (5) What trends are evident in the personnel field and how will the evolution of salary schedules be affected by them?

The greatest hope for the improvement of salary administration is in research and experimentation. As Lindley J. Stiles, noted educator of the University of Wisconsin has observed, "We must research rather than debate our way to better schools."

The real key to improvement of the profession of teaching, and education itself, as the Kellogg Foundation and others have so wisely concluded, resides in the superintendent of schools. Upon his shoulders rests much of the responsibility for the improvement of civilization. This challenge has been stated succinctly by Alfred North Whitehead, "We must produce a great age or see the collapse of the upward striving of our race."



AUBREY J. HOLMES
Executive Secretary
Illinois State Teachers' Retirement System
Springfield, Illinois

BASIC PRINCIPLES OF TEACHER RETIREMENT

by

AUBREY J. HOLMES

Executive Secretary

Illinois State Teachers' Retirement System

Brief Capsule Retirement-Educational Philosophy.

I am advised that the general theme of this Conference is "Personnel Administration."

The concepts of the objectives for which this conference exists reflect the dedicated purpose of its members to place their understanding and abilities in their special departments of learning at the service of member colleagues, and the Commonwealth of Kentucky. A valuation of the Conference's objectives, however, must be brought into the focus of our attention and form a part of our conception of the ultimate ends of life.

Professor R. M. MacIver of Columbia University in his latest book entitled, "The Pursuit of Happiness: A Philosophy for Modern Living", stated:

"Whatever else we can do without, we cannot do without a philosophy for living. Wherever we draw it from, whether from ancient faith or the intuition of the poets, or some view on some old school of thought, we must find it."

A. H. Johnson of the University of Western Ontario, states in his recent book, "Whitehead's Philosophy of Civilization":

"First, it is an attempt to organize in terms of general ideas all available data—facts and values; second, civilized wisdom involves not only the ability to grasp in unified fashion a vast range of facts and values; above all, the civilized mind is vitalized by a 'noble discontent,' the philosophic attitude of 'criticism'; having surveyed the fineness, the intellectual moral and aesthetic, which 'might be,' a wise man cannot be satisfied with the shoddy inadequacies of 'what is.'"

Retirement systems have long accepted the basic philosophy of continuously and progressively doing the most good for the entire membership. The fruition of such a philosophy is generally slow.

William James said:

"A philosophy is a stubborn attempt to think clearly."

Thorndyke stated:

"A philosophy is a set of rules or principles to guide one's way of life."

Someone, on another occasion stated:

"A philosophy is a little drop of water, seeking its way to the ocean."

Our respective State's and *National philosophy* has generally been reflected in the Constitution of the several states and the Constitution of the United States, and particularly in the *Bill of Rights*. The inscription over the entrance to the United States Supreme Court Building, reads: "Equal Justice under Law."

I mention this parcel of philosophy in order that I, personally, may not lose the over-all personnel perspective.

Man has achieved such a high degree of control over his environment, and at such an accelerated tempo, that something of an *equal justice for all* gives us the *firm foundation for the security of all*, and especially is this true in this modern year of 1960.

The President of the United States recently stated:

"A refusal to look at new ideas is an admission of fear. The failure to examine a new philosophy of life or government, or of economy, or of social order, is a confession of fear. When a people get so frightened of new ideas that they cannot tolerate them, they are getting frightened of themselves."

Thinking and planning effectively toward a full and complete span of life is indeed an intellectual, emotional, and a spiritual accomplishment. The text for a professional group, which has been used on many occasions reads substantially as follows:

"A profession is a vocation, the practice of which is founded upon an understanding of the theoretical structure of some department of learning or science, and also upon the abilities accompanying such understanding. This understanding and these abilities are

applied to the vital, practical affairs of man. The practices of the profession are modified by the accumulated wisdom and experience of mankind, which serve to correct the errors of specialism." The profession serving the vital needs of man considers its first ethical imperative to be an altruistic service to its group and to the public."

Education by definition may well be the creating of a climate and environment for the comfort and happiness of people. The basic purposes of our academic institutions may well be to exalt beauty, advance learning, forward ideas and ideals, and to become a center of order and light.

As a principle or philosophy of life, Cirero once said:

"The very essence of a ripe age is the recollection and abundance of blessings previously secured."

Cicero wrote of the blessings of serenity achieved by a mellow and philosophical mind. However, the individual or teacher of today desires an added blessing. He wishes economic security, but he generally believes it should be previously secured. In other words, it should be provided during the individual's productive years.

Direct Relationship of Retirement Benefits to Personnel Administration.

The life expectancy of man is ever on the increase. Today's population is rapidly approaching 180 million. There are some 15 million today over Age 65, and more than one thousand recruits are daily added to the column. After you have reached the age of 40, you are in similar age company with some 63 million men and women throughout this nation. If you are now Age 45 and male, your life expectancy is 27 years; if female, 32 years. At Age 55, the life expectancy is 19 years, and 23 years, respectively for male and female; and at age 60—16 and 19 years, respectively; and continuously moving upward.

Today, we have approximately ten million people receiving pensions in one form or another. Some 16 million are accumulating retirement credits under 25 thousand private pension plans, and approximately one and one-half million teachers are accumulating retirement credits in public employee retirement plans.

As a general principle, pensions for teachers as public employees constitute an essential incentive toward effective personnel administration, and form an integral part of an enlightened and progressive personnel policy for government, or governing boards of education.

Retirement, disability, or death benefits are fully justified by governmental, social and economic advantages that accrue from their operation.

Benefits accruing to boards of education or government consist of improved services and economy in operation, the retention of competent and skilled teachers in service, and the attraction to teaching service of persons of proved ability and special skills.

Translated into monetary terms, these benefits off-set partially, if not entirely, the expenditures for retirement, disability or death benefits. Legislatures are now affirming the principles that pensions are in the public interest and most essential to progressive personnel administration in school systems or in positions of government.

Generally, a state teachers' pension or retirement plan seeks to accomplish two purposes:

(1) *A systematic method of removing from active service the superannuated and disabled, who are in effect hidden pensioners or casualties, thus, effectuating a good recruitment and the stabilization of employment conditions; and*

(2) *To meet in the most economical manner the social obligations of providing against insecurity in old age, and disability—and still permit members to provide for their own dependents.*

Pension systems are therefore very definitely in the public interest and specifically in the interest of best educational personnel objectives. One of the basic functions of a superintendent or a Board of Education as an employer, is to promote efficiency and economy in administration by encouraging continuity of employment among its members. It is also considered a legitimate objective of a governing board, without too great a public burden, to provide for the socio-economic needs of its employees under the three major hazards facing them; namely, superannuation, disability, and death. These objectives are accomplished most effectively by a well-balanced and financially sound retirement plan, providing for the systematic retirement of the aged or disabled employees.

Thus, a fundamental principle of any retirement plan for teachers is to assuage economic fears by the assurance of an income during the time when the member can no longer support himself, and by provision for disability or death prior to retirement. Only in this manner, may the first basic want, out of which the drama of life springs, namely, the desire to live, be fully effectuated.

Cooperative Legislative Effort Imperative.

There can be no progress in the establishment of a constructive pension policy unless all interested agencies and persons give full support to this effort. The responsibility in this matter cannot be charged solely to the Board of Trustees or to the Governor and the State Legislature. It must be shared by all—particularly, those who have a stake in the pension funds. As the principal beneficiaries of the retirement funds, *teachers have the most immediate and vital interest in the development of a policy which will assure them the measure of security which the laws of the state purport to pledge. Good legislation is the integral force that makes freedom and progress possible.* It brings order into the affairs of people and enables them to place their sights above a bare survival; it enables them to accumulate possession, to develop the arts, to pursue knowledge, and to enjoy life among their fellowmen.

Good legislation gives to the teacher the individual security he could obtain in no other way; it protects the family of members, and is indeed the cement that holds our way of life together. The members of a retirement system should be dedicated to an understanding of this powerful force and to a more extensive and proper use of it for the benefit of not only its own members, but for the public as a whole. One of the fine principles operating within a retirement fund is the art of thinking, working and legislating together. Only in this light may the membership, the governing Board of Education, and the retirement system operate with maximum effectiveness in personnel administration.

Operational Principles—Actuarial Services.

As we seek to analyze and to make effective these basic principles we must always work and counsel with thoroughly and technically trained actuaries. Retirement plans and life insurance are governed by the same operational principles. Each deals in long term obligations in which the risk is controlled by the fundamental factors of mortality and interest.

In the case of *retirement plans, the risk begins when the employee enters the service of the employer and extends until his death after retirement.* In life insurance, the risk extends from the time a contract is issued to the date of its maturity by death. During the period of risk, a retirement plan is influenced by other factors not found in life insurance. Among the most important of these are turnover in employment, salary rates, disability rates, ages at retirement, rates of retirement, and

rates of mortality among active and retired employees. All of these basic factors must be taken into account by the particular retirement system and the actuary.

In other words, *actuarial science deals with the laws of insurance, probabilities and compound interest*. With the use of actuarial technicians, forecasts are made of future probabilities based upon the experience of the past. In this process, the actuary measures the average experience among large groups of persons. This measurement is interpreted comparatively in order to provide for any unexpected variations in experience.

Earl J. McGrath, Executive Officer, Institute of Higher Education, Columbia University, in an address given at the Conference of Actuaries in Public Practice, in Chicago, recently stated:

“The education of the actuary should combine liberal and technical instruction in carefully considered proportions. The actuary must obviously be a competent mathematician, since the work which he will do initially at least will require the use of mathematical concepts involved in the study of mathematics through advanced calculus. But increasingly, the actuary assumes responsibility for policy-making decisions involving knowledge which lies wholly outside the field of mathematics.

“The recognition of this fact doubtless explains why one of America’s largest insurance companies, in a pamphlet for prospective actuaries, states: ‘As a business executive, rather than a mathematician, the actuary’s increasingly important responsibilities in administration and other areas also require a solid liberal arts background. As he moves ahead in his career, courses in English composition, literature, economics, history, and philosophy will prove to be of substantial value.’”

* * * * *

The Board of Trustees of your own retirement system have indeed been fortunate in maintaining the services of one of the best known and qualified actuaries within the Actuarial Society. He, and your respective Board of Trustees, and the retirement staff, from the inception of your retirement system in 1940, have religiously and eminently kept the financial status of your fund in excellent condition.

Administrative Personnel.

Functions of governing boards are essentially policy formulation and direction. Ministerial duties must be vested in an administrator

or director, and with pension laws which should clearly define these respective duties and responsibilities. A board of trustees in its capacity cannot administer. The administration of any agency can be performed only by individuals under well defined authority and directives. It is not the function of a board to deal with administrative detail or to hold frequent meetings for the purpose of resolving routine problems arising in the administration of the pension fund.

The primary functions of the board of trustees are, generally: To take title to the assets of the fund; to establish policy for the proper administration of the fund; to appoint a competent administrator; to require the maintenance of adequate records, books and accounts; to formulate rules and regulations implementing the provisions of the law; to fix investment policies; to issue directives and to adopt resolutions from time to time as may be necessary for the proper operation of the fund; to review and determine the disposition of claims and benefits; to have an evaluation made on proposals; to recommend possible changes in the law for the purpose of effectuating its objectives and principles; to require regular periodic reports from the administrator relative to claims, approvals and financial transactions; and, obviously, the performance of other related functions and duties.

The Administrators Duties Should Be Defined. The pension law of any state should clearly define the duties and the responsibilities of the executive in charge of the detailed administration of the fund. These shall include:

1. The maintenance of a complete set of books, records, and files of the pension fund;
2. The proper and accurate recording of all financial and statistical data;
3. The direction and supervision of the personnel and the assignment of their duties;
4. The receipting for all payments made to the fund;
5. The signing of checks and vouchers for the payment of money by the fund in accordance with the directives of the board of trustees;
6. The preparation of periodic financial reports and the annual statement;
7. The performance of such other duties as may be assigned by the board.

Therefore, as a matter of policy and principle the duties and responsibility of the board of trustees of the pension fund, as defined

by law, should be limited substantially to policy direction in accordance with the expressed and implied provisions of the governing law.

The duties and responsibilities of the administrator or executive secretary should be clearly defined to include all ministerial duties necessary to execute the provisions of the pension law subject to the policies, directives and resolutions of the board of trustees.

* * * * *

An accolade of tribute should further be paid to your Board of Trustees, Mr. N. O. Kimbler, Vera Beckham, and the staff of your System. They have long demonstrated a faith and an integrity of the highest quality.

A similar tribute should be paid to your own Executive Secretary, Jim Sublett.

The executive secretary of a retirement fund should have the education of a college president, the executive ability of a financier, the humility of a deacon, the adaptability of a clergyman, the hope of an optimist, the capability of years, the wisdom of a philosopher, the gentleness of a dove, the patience of Job, the grace of God, and the persistence of the devil.

If Jim doesn't now possess all of these qualities, he is obviously a master of most of them, and will soon conquer them all. He is unquestionably moving nobly in the right direction.

The Principles of Financing Retirement Obligations.

Pension cost is accruing in effect. Such cost constitutes an operating expense directly chargeable to the period in which it is incurred. Financing pensions on an accrual basis gives effect to the theory that *pension cost is a part of compensation for services*; the actuarial disbursement of which is deferred until the time of the employee's retirement. Many states finance their pension costs for their employees on this basis rather than deferring it until the obligation matures. Industry recognizes this cost as a current expense of doing business. A pension obligation constitutes a long term commitment maturing many years after its initiation. This obligation begins when the employee enters service and continues to build up during his period of service. Upon maturity, this obligation takes the form of a retirement allowance. This obligation, therefore, is definite and eventually must be paid. This, therefore, makes it *necessary to accumulate funds during the service of the employee.*

The *jointly contributory form of financing* retirement systems is one of the *main principles of Teacher Retirement Systems.* This prin-

ciple recognizes that *both the employees and the employer have a mutuality of interest in the System. The requirement of member contributions has a wholesome effect on the operation of the fund and puts emphasis on personal thrift and individual responsibility. Joint contributions also assure greater financial stability for the retirement fund. Furthermore, the theory that contributions by an employer for retirement benefits are a part of compensation for services rendered is generally accepted as the true concept for retirement costs. These contributions constitute deferred salary. Consequently, they become an integral part of the current payroll burden of the employer, and as a long, established principle, should be reflected in the budget for personnel services.*

The Principle of Providing for Retirement Costs as They are Incurred.

Experience of public pension funds over a long period of years has demonstrated conclusively that it is more economical for government to provide for the pension obligation as it is incurred than to begin paying it when the employee retires. The practice of deferring pension costs tends to cancel the true pension obligation. It results in measuring pension costs on a fictitious basis and understates the true pension obligation.

Furthermore, employees are often encouraged to seek liberalized amendments and greater benefits since costs are viewed in terms of the current cash outlay for the proposed changes rather than the ultimate total burden; and with little or no effort to evaluate new problems in relation to their total future cost aspects.

If such an unrealistic procedure is followed we shall then impose disproportionate obligations on future generations of taxpayers or else face the counterpart of default.

There is no short cut method to financing pensions. The only magic formula is a systematic budgeting of this cost as it is incurred. Such a method is prudently economical and will actually reduce the pension burden for the governmental employer. Thus, as a matter of philosophy or principle any new legislative pension proposals should be critically appraised as to their cost effect. Furthermore, the financial provisions for each pension fund should reflect the accrual principle. If through short-sightedness any retirement system becomes unduly liberal with its benefits, and without proper consideration to the potential financial liability incurred, then the fault for this precarious condition of the particular fund rests not only with government, but also with complacent administrators and uninformed employees. As

a sound retirement principle, a predetermination of costs should be required on each legislative amendatory proposal.

In Retirement.

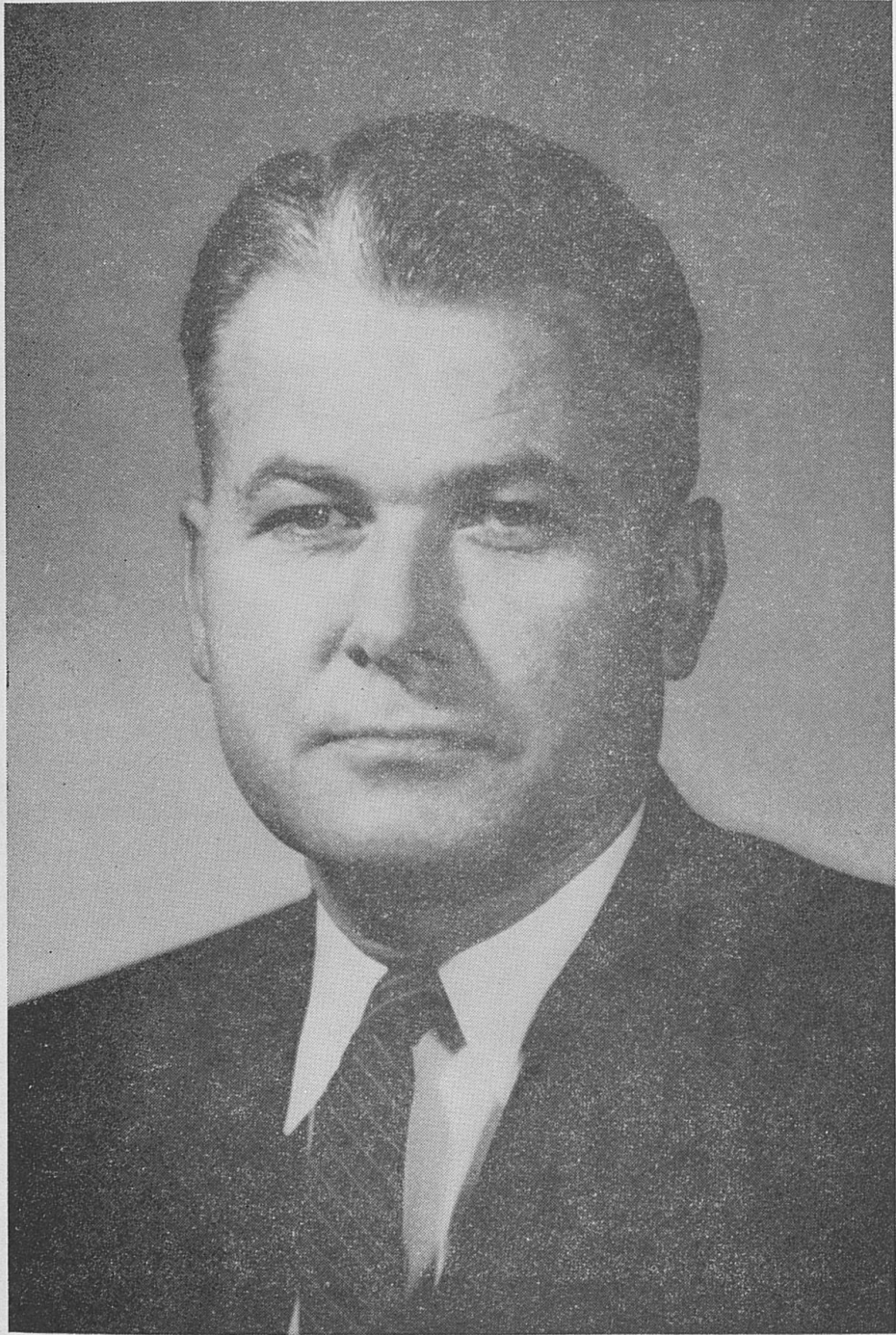
As a matter of principle, it is possible that retirement systems may institute a special service to those persons anticipating retirement. It could be a placement service. Activity for older persons is status. It is prestige. Usefulness. A way of life. Retirement should be in keeping with reality. Comparatively few persons are able to drop out of life at a certain fixed age, no matter how comfortable you make their life, and at the same time enjoy hi-level wellness. If retirement is effective, the retired must have continuing opportunity and purpose to give life meaning.

The second most basic want out of which the drama of life springs, is recognition — a feeling of belonging, or social acceptance. We are currently losing one of our greatest single assets by not cultivating and promoting this potential. School systems, communities and business throughout the nation need the part-time services and wisdom of a greater number of elderly, qualified people. We should promote the principle of the acceptance of administrators and executives on a part-time consultant basis, and such consultant services should be oriented toward his living so that his functioning approaches the full potential of which he is capable. We know that the metabolism of the retirant slows down and that a more relaxed environment is essential — but we can never forget the fact that the mind may still be young.

Members will either demise in service or retirement. Until that day, however, they must eat, drink, dress, maintain shelter, pay normal bills, anticipate, and be socially and economically acceptable. Happiness itself constitutes something to do, something to love, and something to anticipate. A large income after Age 60 or 65 will not within itself guarantee a happy, rewarding retirement. Neither will a small income prevent it. *The principal key lies in attitude and activity — the anticipation of retirement as an opportunity to do in freedom, and without pressure, the things you receive personal satisfaction in doing.* Obviously, an inadequate income can spoil all these chances.

Retirement in its aesthetic essence should be a *transition from a full, normal activity, into a comfortable dynamic creativity — the transition from education to culture and wisdom; and as a basic*

principle, the retired should still feel a part of and be a part of our full way of life, and also maintain the degree of independence, genuine dignity, and fine decorum, which he possessed during the years of full productive life, when he gave goods and services to others.



HONORABLE BERT COMBS
Governor, Commonwealth of Kentucky

ADDRESS BEFORE THE KENTUCKY ASSOCIATION OF SCHOOL ADMINISTRATORS

By

HONORABLE BERT COMBS

Governor, Commonwealth of Kentucky

First, allow me to express through you to the school people of Kentucky – administrators, teachers and parents alike – my gratitude for the confidence which you have placed in me and my associates.

Obviously, the problems of education in Kentucky are very close to the hearts of our people. The importance of those problems was evidenced by the intense interest which friends of education took in the activities which were climaxed on November 3rd.

This is as it should be. More than ever, I am convinced that the extent to which we make progress in education will determine, perhaps to a greater degree than any other single factor, the extent to which Kentucky moves ahead or drops back during the next four years.

Moreover, I am convinced that the courage and imagination with which we in your new Administration tackle the educational problem will determine in a large measure whether our Administration will succeed or fail.

Many times I have said, and I say it now, the advancement of education in Kentucky, and in our nation, is not merely a matter of relief to long-suffering and underpaid teachers, or even of consideration for our children, important as they may be. The strength and adequacy of our public school system is, more than it has ever been before, a necessary bulwark for our survival as a free people amidst the perils and conflicts of a nuclear age.

For nearly a generation now our world has been divided by a struggle between the free nations and the nations ruled by tyranny. This struggle has been fierce and competitive. For the most part, thank God, this struggle has not been conducted on the battlefield.

The cold war has many fronts. It is a contest of economic strength. It is a psychological war for the allegiance of men's minds and hearts. But, on whatever front we may be fighting, the cold war is always a struggle for supremacy in the realm of the mind. And, in the last analysis, it will be won by those people, those nations, which do most to unshackle and to stimulate the creative energies of the human brain.

Perhaps it may seem a far cry from the cold war to a little one-room school house in Kentucky. The distance, however, is not as great as we might think. Every child who is born or reared in some Kentucky county is a potential asset and a potential source of strength in America's struggle and the free world's struggle for survival. Every child we fail to provide with his full educational birthright may become a wasted asset in an era when we cannot afford the luxury of wasted assets.

Those of you who were taught to memorize English poetry will recall the poet's reference to "Village Hampdens' and mute, inglorious Miltons'" going to waste in some neglected village. So today, in Kentucky, we must be on guard lest some brilliant nuclear physicist, some great military leader, some imaginative statesman be lost to us, and to humanity, because we did not give him a chance.

Your natural reaction to what I have been saying is probably this: "But what does he intend to do about it?"

First, let me say that neither I nor anyone else whom I know will be able to do all that needs to be done. We live in a democracy and even the finest leadership in a democracy depends on the willingness of the people and the people's representatives to follow that leadership.

The immediate and pressing needs of Kentucky's educational system are known to you. My job, and the job of the General Assembly, is to balance those needs against those resources which are available to meet *all* our needs. What is good for Kentucky is good for education and vice versa.

Kentucky must recognize, and indeed has in recent years sought very hard to recognize, the paramount claim of education upon the public conscience and the public treasury. As you have been repeatedly reminded, nearly 63 cents out of every general fund tax dollar now goes for education.

Over the past twelve years, culminating with the Foundation Program, Kentucky's taxpayers have made great and commendable efforts to strengthen and support our public school system.

Our best efforts have not been good enough. As we have moved ahead, other states have moved ahead faster. We still face an educational crisis in Kentucky today. The main steps which I propose to meet that crisis are known to all of you:

1. An immediate and substantial increase in teachers' salaries.
2. The prompt construction of additional classrooms, using a state revenue bond authority to assist in needed financing.
3. A revised transportation formula.
4. An end to the textbook deficit.
5. Substantial capital outlays for our institutions of higher learning.
6. A strengthened teachers' retirement system.

Along with these objectives, I want to see us cut down on the export to other states of our school teachers and of our talented young men and women.

These and the other commitments in our educational program are an obligation to the people of Kentucky. Let me, however, make it plain that I claim no ability to make bricks without straw. Kentucky's resources are not unbounded. And, for the long pull, Kentucky's educational progress cannot be sure and steady unless it goes hand in hand with expanding industry and a more prosperous agriculture.

I would also remind you that, ultimately, public sentiment is the final arbiter in a democracy. The ability to achieve the objectives upon which we are agreed will depend in large part upon our capacity to obtain the support of the majority of our citizens. We cannot move faster than public sentiment will permit.

To do our best in improving education in Kentucky we must work together.



DR. ROBERT R. MARTIN
Commissioner, Department of Finance
(Former Superintendent of Public Instruction)

ADVANCES IN EDUCATION

by

DR. ROBERT R. MARTIN

Commissioner, Department of Finance

(Former Superintendent of Public Instruction)

Ladies and Gentlemen of the Teaching Profession:

This is a significant occasion for me. I am asking you to give me the privilege of performing the role of historian for a few minutes. "History," Cicero said, many years ago, "is a torch of truth." I shall attempt to make clear some *truths* in regard to some *advances* in Kentucky's educational program during a brief period. The true function of a historian is to put the past in perspective as a guide or direction to the future.

I shall limit my enumeration of these truths of educational history to the past four years — the period in which with deep sense of responsibility I served in a strategic leadership position as Superintendent of Public Instruction of the Commonwealth.

Never in the history of Kentucky has there been a more favorable climate for the advancement of public education than the years, 1956, 1957, 1958, 1959. 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.

This brief period of four years has been filled with a great opportunity and a great challenge. In fact, this period has presented a golden opportunity for a renaissance in public education in Kentucky. This spirit of re-birth of education in Kentucky started well in advance of October 4, 1957, when Russia placed a satellite in outer space and through this achievement challenged America's educational system and shocked the American people into taking a re-look at education throughout America. In Kentucky, we were deeply involved already in bringing about needed reforms in our total program of education. Our purposes had been clearly written into our Foundation Program Law. Our purpose was to provide a good education for all of Ken-

tucky's youth. *The paramount purpose of my leadership was to advance education on all fronts, for all children and youth within the borders of the Commonwealth, and to involve as many people as possible in order that the results might be more enduring.*

As I recount these outcomes which appear to represent true advances, I am recounting what all of us together have achieved by working together in spirit as well as in deeds.

I like the following words from a significant definition of leader: "But of a *good* leader . . . When his work is done, his aim fulfilled, they will all say, 'We did this ourselves.'" As I list our advances one by one, if you can say sincerely, "We did this ourselves," then and only then will I know that I have been in some measure a good leader.

It has been a high privilege, great honor, and genuine pleasure to work with you by day and night during these years as we tried together to implement in each school system in the State the Foundation Program Law, which, in reality, is a *charter* for a good instructional program even though it literally is a financial charter for allocation of school funds.

As I examine the record and try to consolidate real advances, I think back first to the time when I was presented with the opportunity to run the race for the position of state superintendency. At that time I took a 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 institution.

And fifth, an expanded and reorganized Department of Education.

In regard to the *first* and *second* goals—that of a fully financed Foundation Program and the expansion to include the \$80 provision, I would like to say that 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.

As the law stands and as the appropriations were made, my commitments on financing the law and expanding it to include the \$80 provision have been fulfilled.

In regard to the *third* goal, I am happy to point out that by 1958 we achieved our ultimate goal of financing a retirement system which not only provides adequate annuities but makes available the so-called fringe benefits that have become so important to many of the members of our profession. The Teachers' Retirement System has been preserved, strengthened, improved, and ranks with the top systems in the nation. I can say with candor that this commitment has been fulfilled.

The *fourth* phase of Kentucky's educational program to which I committed myself was more adequate support for our state institutions. In Kentucky, during the past four years, we have seen significant measures taken to strengthen the institutions of higher learning. Salaries of faculty members have been increased and some facilities have been provided. But in those two and one-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. Gains have been made, but urgent needs remain.

My *fifth* commitment concerned a plan for reorganizing the Dept. 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 158—two of the newest additions being a supervisor of science education and head of the Bureau of Guidance Services.

Any department of education in the nation can have the same organizational structure, the same equipment, facilities and the same

purposes for serving the local schools, but no department of education in the nation can duplicate the personnel of another department. It was in full knowledge that the uniqueness of the State Department of Education rested with the quality of the personnel that I invited from your ranks top flight people to staff the State Department of Education. Because of their particular qualification for the particular type of service to render and because of their dedication to the task we were all trying to do, the services rendered during this four-year period have been of the highest quality, in my judgment, and a trust that you share this viewpoint with me.

There are other advances worthy of historical notice. In addition to the fulfillment of the five commitments which represent true advances, there are additional advances which I should like to present beginning with *involvement of people as Number Six*. Many people from both the public and the profession were involved in policy formation. The Advisory Council on Education, of which many of you were members, made a significant contribution. In a great variety of ways people were involved in developing policies and improving practices as administrative and supervisory problems emerged and problems in the implementation of the Foundation Program unfolded. Our state conferences involved over 6000 participants. There have been hundreds of regional and local conferences. All the divisions of the State Department of Education have used *involvement* as an instrument not only to get the profession and laymen interested, but because the profession and citizens have *vital help to give*. Involvement of people has been a distinct characteristic in implementing the Foundation Program.

Number Seven—Recodification of All Regulations of the State Board of Education

In response to your repeated requests that you have available at your own desks regulations of the State Board of Education that you might be fully informed at all times, we secured the services of Mr. Gordie Young in recodifying all State Board regulations and in putting them in our very usable plan.

Number Eight—An Expanded and Enriched Program of Instruction

Through the plan of ASIS units, provision was made for special instructional services through the employment of personnel in the areas of art, music, physical education, industrial arts, librarianship, guidance and counseling, and others. We employed, for the first time,

a supervisor of art and you now have in your school systems approximately 181 art teachers.

We employed, for the first time in many years, a supervisor of music. There are employed this year approximately 681 elementary and secondary music teachers in your schools.

In 1956, there were probably one-half dozen guidance counselors in two school systems. This year, you have 134 guidance counselors in approximately 60 of your school systems.

In 1956, there was a slight trace of a trend toward elementary librarians. Now, it's an accepted fact that a good elementary school has a centralized library and a librarian. The gain has been significant in physical education, in industrial arts, and the other areas. The Foundation Program has stimulated the employment of supervisors of instruction as another approach to the over-all improvement of instruction in grade one through grade twelve. In 1955-56, there were only 129 local supervisors in the State of Kentucky. This year, in 1959-60, you have employed 206 supervisors.

Through expanding and enriching the program through these additional areas of learning, an effort has been made to provide experiences for whatever talents the Kentucky boys and girls may have. All young people—indeed all people—are “carriers of promise” to use Max Lerner's apt phrase, but the promise carried by them is not always the same. We have tried to design our courses and our curricula to meet the different capacities of different human beings.

Number Nine—Teacher Education and Certification

The quality of instruction improves as the quality of the preparation of the teacher improves and to the extent that qualified teachers are available to all boys and girls. In spite of both an ever increasing need for teachers and a growing profession in total number of teachers employed, we have made significant progress in two vital areas of teacher preparation. First, the preparation of teachers has reached, consistently each of these four years, the highest level of preparation in the history of Kentucky. A decade ago, only 48 per cent of the teaching staff were college graduates. This year, approximately 70 per cent of the 25,000 teachers hold the A.B. or master's degree or have preparation at even a higher level.

The second is the area of in-service teacher preparation. A spirit of in-service growth has spread across the state. Our program of in-

service teacher education during this period has expanded through cooperation with four of the state colleges. With a few exceptions, the 212 school systems have taken advantage of the plan set up by the State Board of Education for holding two-day conferences where the total staffs may work together on ways to improve the learning program for each child as he moves from grade one through twelve. These programs in many school systems are becoming continuing programs.

Advances in certification include increased personnel in the Division in order to get certificates issued and released early in the fall, the plan for issuing ten-year and continuing certificates, the plan of reciprocity with all other states, the plan for issuing one-year professional commitment certificates to liberal arts graduates, and the overall revision of certification of all personnel. The new program for certifying school personnel is well out in the forefront in the nation. Kentucky was the first state in the nation to establish an Advisory Committee and a Council whereby the profession and the public could have a part in setting up the framework for teacher certification. Kentucky's new plan of certification of all school personnel represents agreements reached by the profession after two years of study. Our new program contains a balance in liberal arts, general education, and professional education. The new certification program is one in which we should take pride.

Number Ten. In the area of transportation the major advances are *improved attendance, the cooperative bus purchasing agreement* involving 52 local school superintendents and the savings through this agreement, the development of a new and better formula to be presented to the 1960 Legislature, the safety record which is unexcelled in spite of the great tragedy at Prestonsburg, and the advance reflected in the fact that 38,177 more children were transported during the first three years.

Number Eleven. The number of school districts providing classroom units for exceptional or handicapped children increased from 29 in 1955-1956 to 55 in 1958-1959 and the number of classroom units increased from 99 to 151. In this connection, I should like to share the following story related recently by a national leader in education. He said:

A few years ago, I was invited to visit the home for the unfortunate mentally defective children. I was taken through that institute by a woman who, I would say, was in her early 30's, a charming individual intelligent, kind, courteous, wide-awake. After we had gone

through the institution, we dropped in at the cafeteria for a cup of coffee. I said, "Would you answer a personal question?" She said, "I guess so." I said, "Tell me, why do you, with your fine educational background—and you are a very intelligent person—with all of the charm that you have, why are you giving your life to these children?" And I shall never forget her answer. She said, "Do you recall the boy in the wheel chair that we saw just a little ways back, the boy that I patted on the head when he showed us some of the simple tasks he was able to perform?" I said, "Yes." She said, "*He is my boy.*"

When the temptation is before us to spend increasing time on the gifted at the expense of the mass, I am sure that the answer of the school teacher is, "*These are all my children.*"

Number Twelve. Accreditation standards for elementary and secondary schools have been developed and adopted and supporting these criteria for a quality program of instruction, a twelve-grade program of studies has been agreed upon and adopted. The emphasis in the new standards is upon depth and scope of the offerings as well as on the size of the school. Not only the school people but the community will know the criteria by which a quality program is to be judged. When a school has been classified into one of the four qualitative types, the community can easily know in what aspect the program needs to be strengthened. This knowledge should bring about support for improvement.

In addition to the twelve advances I have identified, I should like to place just as much emphasis upon *twelve more* even though time does not permit elaboration. They are no less important and some are of even more importance. These are:

1. Strengthening of vocational education in all its aspects and the creation of the Rural Development Program of far-reaching significance.
2. An improved accounting system in the Division of Finance.
3. Expansion of services of the Division of Buildings and Grounds; (The Division has participated in expenditure of \$100,000,000 for school plant construction since 1956.) Expansion of services of the Division of Surplus Property and of the services of the Division of School Lunch Program.
4. Increased school term for all to a minimum of nine months.
5. Merger of school districts and consolidation of schools.

6. Expansion of integration within the schools on basis of intelligent planning.
7. Implementation of the National Defense Education Act in regard to four titles.
8. Establishing as one of the 5 states in pilot project the Division of Civil Defense.
9. High quality publications of the State Department of Education, including the monthly communication entitled "The Reports."
10. Establishment of a program for strengthening child-care and preschool centers in keeping with a state law enacted by the 1956 General Assembly.
11. The outstanding record of the Bureau of Rehabilitation Services. One example will illustrate the fact that this program is an excellent educational investment. For example, the number of persons rehabilitated in the single year, 1957, were receiving prior to rehabilitation, an aggregate income of \$187,166. After rehabilitation, their aggregate annual income increased to \$1,188,512.
12. Employment of administrative, clerical and other personnel to the end that principals and school superintendents may serve as instructional leaders which is their primary function.

Prologue

In the words of Shakespeare, "What is past is prologue." The needs of the immediate future, from my viewpoint, are:

1. *Improved Teachers' Salaries*
Kentucky must provide salaries at a level which will attract young minds of the highest intelligence and draw them to our profession, and salaries at a level which will make it possible for Kentucky to retain its competent teachers. It is of utmost importance that we keep in Kentucky, to teach Kentucky's children, those teachers prepared annually by our colleges and universities. There was an exodus of over 2,000 qualified teachers this year. This is a tragic loss. This exodus must be stopped.
2. *An improved public image of the teacher and the educational profession.* When the public image is one of high esteem, many of the other things will fall in place—salaries, recruitment, retention, and financial support for the over-all program.

3. *Adequate housing and classroom facilities.*
4. *Adequate textbooks and additional instructional materials.*
5. *A transportation system adequate for all.*
6. *Adequate support for a higher education for both staff and housing and classroom facilities.*
7. *A constitutional amendment that will make possible an appointive position for the State Superintendent of Public Instruction.* This is essential—that this position may be completely of an educational nature rather than political.
8. *The marshaling of all forces in education through unified sustained and cohesive efforts.*
9. *Leadership*

Leadership of the highest quality is crucial to the interpretation of educational goals, to the presentation of these goals to the people, and for the involvement of the people in the decisions which affect them and their welfare. This need is pointed up in the following quotation from the 1952 issue of *State Government*: "But in a democracy, capable, sustained leadership is the prime requisite for success in such an undertaking, and its lack is the most serious barrier. When leadership is adequate, the other handicaps can be removed. In fact, leadership is the only adequate key to sound solutions of our problem in education. The great majority of people in every state want good schools for their children. But they can only want the kinds of schools they know about. It is the task of leadership to let them know the best—and how to obtain them."

We are moving more closely every day to the realization of the truth of the statement made by H. G. Wells that civilization is a race between education and catastrophe.

Our struggle, at the moment, is with Russia. The time before, it was Germany and Japan and the moment before that with Germany and the Axis powers. Tomorrow, it may be China, assuming we win the race with Russia. We seem to be concerned about building up scientifically and technically in America in order to *match* Russia. The Russians, since World War II, have gained the control of more territory and more people than any other nation in modern times, but with the least use of open warfare. Instead, they have worked insidiously through the *minds of people*. We should ponder this. The pre-

amble to UNESCO states specifically, "Since wars begin in the minds of man, it is the minds of men that the defenses of peace must be constructed." It is in the minds of men that we in America must build.

Brainpower is the greatest power on earth today. An ad which appears in our leading magazines today says, "Brainpower! Manpower staffs our plants and offices. Horsepower turns our turbines, speeds our wheels. Machinepower produces our goods . . . builds bridges, roads, pipelines. But none could exist without that greatest energy of all . . . Brainpower!" *We cannot afford to neglect the brainpower of any Kentuckian.* We need to get a vision of what Kentucky will be like if every child had the privilege of going from grades one through twelve in school equal to our best schools. We then need to take deliberate steps, one by one, to make this vision a reality.

The theme of our endeavors during these four years, 1956, 1957, 1958, 1959, has been "Advancing Education in Kentucky." It is my hope that this will be a continuing theme and an ever expanding theme in the minds and hearts of the members of the teaching profession and of the citizens of this Commonwealth.

The President of our nation, a few moments before taking off on his momentous mission said, "I am simply trying to be a good partner in this business of searching out for peace." In these immediate days ahead, I shall simply be trying to be your *good partner* in this business of *searching out* financial solutions for education—education which will contribute to the welfare and happiness of all Kentuckians.

Thank you!

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“THE LEGISLATIVE PROGRAM FOR 1960”

ADDRESSES BY:

Wendell P. Butler
Superintendent of Public Instruction, Elect
(Mr. Butler spoke extemporaneously, and the
manuscript of this address was unavailable).

“Political Realism”

by

J. Marvin Dodson
Executive Secretary
Kentucky Education Association

“Reaching Our Goals in Education Through the Legislative Program”

by

Mitchell Davis
Executive Secretary
Kentucky Council for Education

POLITICAL REALISM

by

J. MARVIN DODSON

Executive Secretary

Kentucky Education Association

I believe there is more sentiment today in Kentucky for doing something about our low rank in public education than there has been for quite sometime, or perhaps ever before. There has been so much talk on radio and television, and so much written in newspapers and magazines about the weaknesses of education, not only in Kentucky but throughout the entire nation, that people have become genuinely concerned about the educational welfare of our youth.

One reason for this keen interest in education, I believe, is a result of the work of the citizen committees throughout the state. Thousands of citizens have taken a look at their school systems and made recommendations concerning what they would like to see done in the way of improvements both at the state and local levels. In our way of life, there must be participation on the part of citizens in order to bring about a mature understanding of the problems involved in any area of government. An examination of the record in Kentucky shows that when people know the facts they act. When people participate, they become interested. When the welfare of their boys and girls is at stake, they actually become excited.

Because of these facts, the local citizen committees have performed an important role in giving people an opportunity to learn more about the advantages and weaknesses of their school system. We in public education have changed and still are in the process of changing our philosophy in regard to letting the people know. The more we give our people an insight into the affairs of our schools — if we give them facts and not propaganda, and if we give them valid, detailed and specific information and do not deal in hypothetic generalities — the more progress we will make in bringing about better educational opportunities for our boys and girls. As I said before, I believe the work of the citizen committees has made a maximum contribution to this end.

We also read and hear how other states have long since passed us up in this matter of improving public education. Our Kentucky people, once aware of this, are extremely embarrassed. They are ashamed of the fact, for instance, that our teachers make a lower average salary than the teachers of any other state in the nation. We now rank 50th in average salaries for teachers. Kentuckians, when informed, are unhappy about the number of dropouts we have in high school, the number of teachers we have teaching on emergency permits, the number of school buses which are over crowded and unsafe, and the meager amount of supplies and instructional materials which the average teacher has in the classroom. I believe our people are more aware of these facts today than they ever have been before.

There is genuine concern about our own survival. Even the most illiterate today listens to radio and television. He hears about all sorts of bombs, the atomic age, the nuclear age, and other descriptions of the times in which we live. He may not understand all of this. He may not understand what we mean by outer space, missiles, and the split atom. He does understand, however, the potentials involved in all of these for destruction. The average person wants to live and he wants the world to continue for his children. He has a vague conception that in order for this to happen the democracies and peoples of the free world must do more about giving their youth an intellectual background that is comparable with the educational background of the youth of all other nations. I believe a combination of all of the above has created a strong desire on the part of our people for a better educational system.

To be more specific and to spell out in detail some of the problems involved in our own state, I would like to mention briefly two or three things. In the first place, I believe that most people feel we must have a broader tax base in this state. There has been general agreement on this point for sometime. The disagreement has developed in connection with what factors are involved in broadening the tax base. Many Kentuckians for sometime have insisted that a retail sales tax in Kentucky is the answer. Because of the political involvements of a retail sales tax in Kentucky, other Kentuckians have been afraid to advocate such a source of revenue. The passage of the veterans' bonus, however, has allayed the fears of many people. As you know, the veterans' bonus is to be financed by a retail sales tax. I don't believe anyone can say now that a sales tax as a revenue-producing measure is looked upon with dis-

favor by the Kentucky people. I believe it is generally known that many people who were against the bonus favored a retail sales tax. Apparently those who voted for the veterans' bonus feel that the sales tax is a fair and reliable way to raise revenue at the state level. Those who voted for the tax plus those who voted against it but were for a sales tax would seem to indicate that the vast majority of Kentucky people are in favor of this manner of broadening the tax base.

I do not suppose that any one knows what the exact cost of the veterans' bonus will be; I am assuming from what I read in the papers that this will be determined before a budget is presented to the next session of the General Assembly. This seems to me to be logical. My hope is that not too much time will elapse in the process of clearing the legal entanglements which only the courts can decide.

The question of a retail sales tax brings up the question of exemptions. In the 34 states where a sales tax is in operation, twenty of them have seen fit to permit no exemptions. In the other fourteen, the number of exemptions varies all the way from three or four to thirty-five or forty. In most states where exemptions are allowed, there is a constant and terrific struggle at each session of the legislature to restore some of the items which have been exempt and to keep out others. The matter of exemptions, once allowed, usually means a struggle at each session of the legislature to keep out other exemptions.

The injection of exemptions into a sales tax creates other problems. There is the problem of an exact definition of what is to be exempt. Confusion in bookkeeping frequently arises over the fact that some items are exempt and others in the same or a similar category are not exempt. Misunderstandings about these things often cause the sales tax to become unpopular with the people who have to collect the taxes at the local level, and with those who have to administer the act. Of course, there is always the very serious problem of the amount of revenue which is lost as a result of exemptions.

There are those who advocate that the sales tax should replace the state income tax. This, of course, would mean no gain in state revenue and there are strong probabilities that a net loss would result. The income tax in Kentucky now is producing more revenue than could possibly come from a three percent sales tax after

deducting the cost of the veterans' bonus. Therefore, the elimination of a state income tax simply means a reduction in state services.

To be sure, it is possible to make slight alterations in the income tax to give some relief to the people in the lowest income bracket. It seems to me that this is a better way to approach this matter than by trying to give these people relief through exemptions. No one wants to take an undue amount of taxes from people in the low salary range. However, everyone who wants to be fair believes that all people, regardless of their economic status, should assume some financial responsibility for the operation of state government.

The issue concerned with the legality of the veterans' bonus raises problems for people who are interested in education. In a democracy, the sentiment of the people rises and falls. It goes without saying that sentiment cannot remain at a high pitch for an extended period of time. It is always good strategy to bring about the highest possible degree of sentiment at the time it is needed. The time element is highly important in the promotion of any program.

Because there may not be an executive budget presented to the Legislature at the beginning of the session, or even during the regular session, there may be a need for an extended effort to keep sentiment high. In the weeks or months ahead, we must work as dilligently and as earnestly as we have in the past. We must not let the injection of other problems thwart our efforts to provide more revenue for education.

In the next few weeks, we will hear all sorts of rumors concerning what we will get or what we will not get. There will be those who will tell us that our course of action is all wrong — that someone has an ulterior motive — or that we are being taken out to the mountain top. It is exteremely difficult to communicate to the rank and file of our teachers the actual political realities that must be faced from time to time.

One of the things which you, as the educational leaders in your community, must do is to help keep everyone in the flock, and not let too many stray afield. A little misinformation in the hands of someone who suddenly wants to become a great leader or hero can cause confusion and discontent, publicity that isn't good, and leave the impression that we are badly split.

You heard Governor Combs say last night that he intends to do something about education in our state. You heard him reiterate his stand on the various points in his legislative program. I, for one, do not question his sincerity, nor do I believe anyone has that right at this stage of the game. It would be inconsistent with the ethics which we in the profession profess to believe to ask a man to "stick his neck out", so to speak, and then even by implication doubt his motives. Distrust breeds distrust and if we distrust we soon become distrusted. He said further, "Keep your powder dry" and, of course, that we will do. You will remember also that he said: "You will know in plenty of time what is in the budget for you, and then if you are dissatisfied you will have plenty of time to marshal your forces." To me this is a significant and fair statement.

I would like to insist that certainly we who are attempting to represent you at the state level—Dr. Sparks, your Board of Directors, Mr. Butler, the Department of Education, and others—have no intention of being lulled into complacency. We are aware, or at least we think we are, of most of the traps into which we can be led. I believe the group which you have selected to represent you has had experience enough in both professional matters and Kentucky politics to recognize synthetic overtures and false promises.

This group and you, I am sure, are willing and ready to fight. But before we start into battle, let us be sure we recognize our enemies, lest we wound seriously some of our friends. If we have to go to war, let us be sure we have mapped our strategy, planned our approach, and have given serious thought to and reached agreement on what we want written into the peace treaty. Let us hope that this will not be necessary. I would hate to see us drift into even a cold war.

Avoiding conflict is a two-way proposition. In this, too, we have a responsibility. We must neither sell our birthrights nor surrender our souls, but at the same time we should not carry a chip on our shoulders or dare the other side to cross the line.

In closing I would like to say that we must keep our program on a positive basis. Negativism frequently creates suspicion and distrust. We must be fair and honest with our people and with our legislators. We must be polite but firm. We must be realistic but unwilling to compromise our convictions. We must be willing to give the facts and to face the facts. We must be anxious but unafraid. We must be professional but cognizant of political realism. We must be slow to anger

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but willing to rise and fight with all of our might in righteous indignation. We must keep our eyes on the main objectives but realize the hurdles we must face. Above all, we must stand together as a profession. We must keep our program close to the people; we must never for one minute let up in our efforts to give the boys and girls of this state the educational opportunities which are long overdue.

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REACHING OUR GOALS IN EDUCATION THROUGH THE LEGISLATIVE PROGRAM

by

MITCHELL DAVIS

Executive Secretary

Kentucky Council for Education

We have arrived at the point in our legislative program for 1960, when sound judgment, the right decision and complete unification and cooperation of all concerned is a must, if we are successful. There will be those who will seek through various means and ways to divide and weaken our strength. Unless we are in agreement on our aims and objectives and our plan of action, we will find our cause weakened. The educational leaders in this State have always been able to sit down and agree on our problems and the best way to arrive at their solutions. I am sure we will continue to look beyond our selfish interests and arrive at decisions which are best for our boys and girls. I would like to impress upon you again, the importance of staying united.

If we ever reach the place in educational progress and leadership that we should, it will not be necessary to beg for support. If this time ever arrives, there will be such popular sentiment and demand that the trend will be public demand for adequate support of education.

We have not yet arrived at this stage in Kentucky. I have seen some significant changes evolving, however, that are very encouraging and gratifying for our future. The average citizen is becoming more and more interested in the educational opportunities of their children and their neighbors' children. If we will seize upon this new approach and interest and offer the proper educational leadership, we will find our cause will be greatly enhanced. Nothing succeeds like success, therefore, we must give the best that is in us and continue to evaluate our present program and improve the quality of education.

Never in the history has so much been expected from our public schools. We must never forget that education is not static but dynamic and challenges the very best in us at all times. We can no longer carry on a program because of tradition or because it is the

easiest and simplest thing to do. We must, through research and experimentation, reach out beyond the present and plan for an ever changing world.

I am afraid that we in this country have put too much emphasis on material things. We usually talk in terms of things in talking of our strength in America. In the final analysis, our main strength does not lie in our material wealth but in our ability to make decisions, developing ideas and new thoughts. This is where education comes in. If we are to compete on an international scene, we must do so through education. People can only be strong with ideas. When recently Mr. Khrushchev met with some of the senators and congressmen of this country, he stated that, "we know you are going to reach the moon too. We also know that you can destroy us just as we can destroy you in military combat. But we declare war on you for the minds of men. We are going to get people. We are going to inspire fanatics to take up our cause." So it becomes a contest for ideas, a battle of minds instead of a battle of weapons. The struggle is for ideas. We need more scientists and engineers but we are only digging our own grave if we try to make everybody into one of these profiles. You don't generate too many ideas in a scientific laboratory or on a military parade ground. You build ideas in people through public forums and education.

We don't mind spending millions or even billions on missiles, outer space, the army and other defensive units. We have an army of children that continues to multiply and upon them depends our future, our strength and our way of life. But when it comes to supporting them through education, we sometimes cry out that the price is too much, that we can't afford the cost. Nowhere has this cry been more pronounced than our own State.

We have been working with the lay citizens, the P.T.A., the professional organizations and various other groups for several months to determine the status of education and what should be done to improve its lot. Literally thousands of people have shown an interest and made contributions for educational improvement. Upon the studies and recommendations of lay groups, there has evolved almost universal agreement on some basic principles and needs for the future. These have been expressed in legislative programs of various groups.

We are probably more united on the needs and a program for education than ever before. The greatest need in Kentucky education is a good qualified teacher in every classroom. The teacher is the

most important factor in developing quality in education. When we assess our program of education in Kentucky, we find that the teacher problem is probably the most critical and neglected of all. There is no denying the fact that the salaries of teachers are the lowest in the nation. There is no denying the fact that many of our most promising boys and girls do not enter the teaching profession. It is a sad commentary when about half of our boys and girls who train for teaching in Kentucky, many at public expense, leave the State or go into other fields of endeavor. Many young men would like to teach, but find that they cannot maintain a home on the salary received. As we fail to attract the most promising people into the teaching profession and continue to lose our most promising people who train for teaching, we continue to lower the quality of our educational program. We must reverse this trend, if we are ever to go up the ladder in educational progress. Much of our criticisms come because of poor teaching. These criticisms cannot be overcome until we can staff our schools with properly trained, dedicated and truly professional personnel. This goal cannot be accomplished when we continue to employ more emergency teachers, use more people who are not dedicated and fail to keep our own teachers at home. The salaries of teachers must be adequate for recruitment, growth, retention and competition. The working conditions must also be conducive and the personnel relationships must be on a high professional and ethical level.

The classroom situation in Kentucky is deplorable in many instances. Over one-third of our 21,000 classrooms are substandard. Many of our classrooms are overcrowded. It would take about 2,000 additional classrooms to relieve this condition. We have approximately 2,000 one, two and three-room schools in Kentucky. We have made a lot of progress in the last few years in school house construction, but most boards of education have reached their limit in bonded indebtedness. Before progress can be made in this field, some financial solution must be found. This one phase of our educational program may well be the greatest deterrent to progress. It is almost impossible to improve the quality of education unless we can consolidate the schools and bring together a sufficient number of boys and girls, in both the elementary and secondary schools, where the facilities can be provided to offer a program to meet their needs.

The transportation program is inadequate and unsafe in many school districts. Over one-half of the buses are over crowded. The formula for transportation funds needs revising for a more equitable distribution.

The textbook situation is growing more acute. We are approximately 1½ million short on textbooks for this school year. The shortage is growing at the rate of over 200,000 per year.

As the cost of supplies and equipment continues to mount and as the local leeway money in many instances continues to grow smaller, due to decreased assessments, the item of current expense is becoming a very serious problem. As local money continues to diminish in many instances, boards of education are faced with curtailing some of the services which have been offered and prevents any further expansion or enrichment. We are now spending in the State fifty percent more for current expenses than the present allotment provides. This is the one phase of the program that is not specifically earmarked for certain services. It is also the one source that determines, in many instances, the difference between a struggling school system and an efficient, well operated and maintained school program.

We know our needs, we have defined our objectives. We are nearing our most crucial days ahead. It is imperative that we resolve our differences around conference tables and not air them in public statements or through hasty decisions. If the programs and requests that have been developed are just, and most of us believe they are, we should never compromise or cease to uphold and promote those things that are generally agreed upon.

Our success in 1960 depends more upon this group than any other. You are the educational leaders. How well you have performed your role will determine the degree of success which we will accomplish. If you have done your assignment well, our worries will be small; if you have not, there are difficulties ahead. I would like to raise a few questions for your consideration. Are the people in your community sufficiently informed about your educational program and problems? Does your own personnel understand the legislative program and the problems to be faced? Have you kept in close touch with your senator and representatives as to the needs of education? Have you worked closely with your Citizens' Committee, the P.T.A and other civic and social groups? Have you offered the dynamic leadership and enthusiasm that your position demands? Is your board of education assuming its responsibilities in regard to education?

If you can answer all of these questions in the affirmative, we have no need to worry. If we cannot answer these questions in the affirmative, we still have work to do. It is not too late to help. We have been preparing for our final stand for several months. We are

nearing the goal line. It is fourth down with goal to go. If we fail to call the proper play or if we get our signals crossed, we face confusion and defeat.

We are more united as a whole than ever before. We have a better informed public and probably a more concerned professional group than ever before. We have more members of the legislature who are friendly and concerned than ever before. We also have a state administration which is interested in education and has expressed a determination to help improve its quality. We are in a very favorable situation. It behooves all of us to assist whenever and wherever we can in reaching our goals through the legislative program. We are also honor bound to support, defend and encourage those who make decisions and support our program.

Many thousands have worked for a program, but the ultimate decision will be made by one hundred thirty-eight people. We face one of two situations in Kentucky. We are on the threshold of a new era in education or we face the darkest and most dismal days we have ever known. Something must be done or there will be confusion, degeneration and utter chaos in our schools next fall. I am one of those who are optimistic. I believe all who are concerned believe the only way we can have a better Kentucky is to improve the educational level of the people. Our economic and industrial growth will be measured by our educational growth. Education must come first. It is an investment in the future and in the boys and girls of our State. Let us keep up the good work, cooperate with the team, that we may all rejoice in victory.

SUMMARY OF GROUP DISCUSSIONS

by

EARL ADAMS

During the Conference there were three sessions of group discussion concerning various phases of personnel administration. The excellent work of the various group recorders makes possible the following summary of the discussions.

Most of the groups discussed similar problems. For purposes of summarization, the points made in the various groups are listed under a general heading, such as Tenure, Single Salary Schedule or Merit System, Retirement or Recruitment.

SINGLE SALARY SCHEDULE or MERIT SYSTEM

There was a lengthy discussion of pros and cons concerning a merit system. There was apparent general agreement among most of the groups that if a workable plan can be devised, the idea of paying teachers on merit is sound. "Workable plan" seems to be the difficulty. No one seems to have found a basis satisfactory to everyone for rating teachers. The idea was expressed that if the superintendent is responsible for doing the rating, he must have better contractual status than at present. It was also brought out that under the present law in Kentucky, teachers can only be given extra pay for extra service. The point was also made that a merit system should be formed only if teachers want it—not superimposed by administrators. It was also thought that the profession as a whole is probably against a merit system at this time because they have no idea how to overcome the difficulties involved. One recommendation was that the KEA begin a comprehensive study of a workable merit plan.

It was agreed that the single salary schedule eliminates bargaining and shows no preference, but does not provide any recognition of superior or "merit" teaching. Many felt, however, that the single salary schedule is more generally acceptable, at this time, to most teachers. One group made the point that we really can't defend the single salary schedule nor can we find a merit system that really satisfies. It also stated that all teachers should have a voice in making a workable merit plan. When the time comes that a workable merit plan could be adopted, it was the opinion that there should be no

radical change, but that teachers must have faith in such a system and fully understand it. It was agreed that a merit system would serve as a stimulus for the teacher to do her best. The thought was expressed that paying teachers extra by outside groups was extremely bad policy, but that material and equipment so furnished were not necessarily in the same category.

TEACHER RECRUITMENT

There was a general consensus that at present the pay for Kentucky teachers is too low to attract many topflight teacher trainees or to allow for much selectivity. However, it was generally agreed that more attention needs to be given to recruitment, particularly as salaries do begin increasing. The problem of how to get people interested in teaching was discussed in most of the groups. Organizing Future Teacher Associations in each high school would assist this effort. One group mentioned that local communities should be encouraged to help finance, through scholarships, local high school graduates taking teacher training.

Most of the teachers in Kentucky have, at one time or another, considered the lure of the increased salary of other states. Many have left and most of those remaining do so because they have local ties. Too often, a lack of appreciation of teacher effort is evidenced in given communities.

It seems the loan program of the National Defense Education Act should assist in the problem of recruiting more teacher prospects. One group recommended a state financed loan program similar to the National Defense Education Act be enacted with a stipulation that the loan be considered paid in full if the individual receiving it spends ten years in continuous teaching in Kentucky.

One problem regarding recruitment which was discussed was the practice of a superintendent recruiting teachers who are under contract to another system. Most agreed that some of this was being done, but that the practice was definitely unethical. The need was pointed up for the colleges to emphasize the sanctity of a contract. It was stated that this problem would have to be discussed again and again among superintendents until a gentleman's agreement was reached about stopping such practices.

TEACHER RETIREMENT

There were many viewpoints expressed concerning possible changes in the teacher retirement law. Following are some of the opinions expressed in the various groups:

1. The law should be changed so that teachers may retire at sixty-five (would stop paying into retirement), but could teach on as long as the board considered the individual fit for duty. (One group was definitely opposed to anyone teaching beyond seventy).
2. Teachers should be allowed to elect a retirement plan in the year prior to retirement. If the teacher should die during the year, the beneficiary should be allowed the retirement benefits that would have accrued had the retired teacher drawn the first retirement check.
3. If the cost is not too great, individual statements concerning retirement status should be issued periodically. (Some groups mentioned each year; others once every five years).
4. A willingness was expressed by many groups to pay higher costs for increased benefits.
5. There is a need for better retirement allowance for those between the ages of fifty-five and seventy. It was felt that there should be an allowance for them to contribute more (on a matching basis) than is currently possible.
6. When one retires at any age for reason of disability, the age factor considered should be seventy instead of sixty.
7. There is a need for more money for those now retired or doing so shortly.
8. One group favored a board of three examining doctors to rule on disability.
9. Another group expressed the opinion that an individual should be able to retire with full benefits after twenty years of service instead of thirty.
10. It was pointed out that there is a need for a strong hospital program in the fringe benefits.

Other suggestions relative to teacher retirement:

1. Help to get the teachers more conscious of their retirement system by increasing the flow of information concerning it and its application to individuals.
2. Retirement personnel should attempt more school visitation to discuss the retirement system.
3. Greater use should be made of the KEA Journal in informing teachers of their rights and responsibilities under the retirement law,

TEACHER TENURE and THE TEACHER CONTRACT

A difference of opinion was found relative to tenure laws in the state. Some groups thought the procedure for dismissal was both orderly and adequate. Others believed the necessary documentation required to get a dismissal of a teacher who is on tenure upheld in court required too great a length of time and resulted in hurting the educational opportunities of many children. It was thought the principal should be the key person in evaluating the work of the teacher during the probationary period. Many believed the principal should, whenever possible, have the opportunity to interview the teacher before employment.

Every teacher should be required to sign a written contract. Before placing a teacher on tenure, a comprehensive report from the principal based on visitation, conference, etc., should be given. A narrative report was recommended by one group. It was agreed that often a recommendation from another district was not a satisfactory basis for real understanding.

The superintendent has a moral obligation to bring to the teacher those matters involving critical reports of her teaching efficiency.

There was dissatisfaction over the fact that under present practice, the contract is seemingly binding only on the part of the board—the individual too often feeling free to break the contract with the opening of school only a matter of a few days away.

One group thought stringent laws in this regard should not be necessary, but that superintendents, colleges, and all others concerned should point out that a signed contract should be considered binding. Some districts reported refusal to release teachers from contracts when requested to do so only a few days before school opening. Others reported they allowed the teachers to go rather than force them to stay. All agreed this was a problem.

KEEPING THE TEACHING STAFF

Most of the groups discussed ways of keeping good teachers after they were once obtained. In this discussion, a number of problems came up. The idea of improving teacher morale was discussed widely. Some of the following suggestions were made relative to helping the teacher have a better attitude toward her position:

1. The staff needs to have recognition of jobs well done.
2. Teachers need to be made to feel a "part of the team."

3. The lines of communication from the superintendent to the staff need to be improved.
4. The staff must feel that their superintendent is loyal to them and will support them in time of difficulty insofar as is possible. (In like manner, several groups mentioned that staff loyalty to the superintendent was necessary).
5. Good working conditions are essential.
6. A handbook for teachers is needed which states definitely what is expected of them and lists those personnel policies which are definitely followed.
7. Adequate teaching materials are necessary.
8. Extra duties must be assigned on an impartial basis.
9. Decisions, whenever possible, are arrived at cooperatively.
10. Teachers must feel respected and that there is interest centered in their day-to-day tasks.
11. A salary committee to assist the superintendent in formulating the salary schedule should be appointed.
12. Available funds are allotted on an impartial basis.
13. One group recommended that one way to retain good teachers was to eliminate those aspects of the work which were not of a professional nature. (They recommended that pilot schools in the state be set up to experiment with utilization of teacher aids).

PERSONNEL POLICIES

Most groups agreed personnel policies should be published and placed in the hands of all teachers when employed. This was believed important whether the system be large or small. It was also thought such policies, once arrived at, should be enforced impartially or they were not policies. It was also recommended that these should, insofar as possible, be developed cooperatively with the staff.

It was agreed that a lack of clearcut interpretations of policy caused most misunderstandings between superintendent and staff. One group mentioned that the superintendent often moves too fast for the staff and community.

It was also pointed out that the lack of a good orientation program and an organized follow-up for new teachers was one of the common causes of misunderstandings.

BOARD OF EDUCATION AND PERSONNEL ADMINISTRATION

There was agreement that one problem arose from the practice at times of individual board members discussing matters which should be the object of board action.

It was pointed out that the board members should hear criticisms, suggestions, and complaints, but should "hold up the hands" of their executive officer by withholding comment until discussion with the superintendent and total board.

There was a need for the staff being better acquainted with their board. This often alleviates suspicion or misunderstandings.

Board members need to fully understand their powers, limitations, and duties and so does the school staff and public.

CONCLUSION

There was almost unanimous agreement among the groups that the problem of personnel administration was one of the most pressing of the problems facing Kentucky superintendents. The problem of finding and keeping good teachers, keeping staff morale high, finding a better basis for recognizing, in a tangible way, good teaching, making the contract more meaningful, understanding more fully our teacher retirement system and other similar problems were all matters of great concern to all superintendents.

One group seemed to express well the feeling found in all groups when they summed up this way: More money, without doubt, will not completely solve every one of these problems, but it will certainly go a long way in alleviating them.

RESOLUTIONS BEFORE THE KENTUCKY ASSOCIATION OF SCHOOL ADMINISTRATORS

In full recognition of our responsibilities, in these critical times, to offer leadership in the further promotion of an educational program in the State of Kentucky that will provide every child in our Commonwealth with the opportunity to develop to his or her potential, we, the Kentucky Association of School Administrators HEREBY RESOLVE:

State Legislative Program

In view of the fact that an adequate supply of trained and dedicated teachers is indispensable to a sound educational program, and since Kentucky has a critical and growing shortage of such teachers, we feel that our situation is due directly to a constant exodus of teachers in protest against low salaries and in quest of better treatment in other states; therefore, we call upon the General Assembly to enact legislation and provide appropriations bringing the general salary scale for Kentucky teachers up to the national average for 1960-61 and succeeding years.

The Kentucky Education Association has adopted an eleven-point legislative program based on recommendations of citizen committees throughout the State under the leadership of the executive director of the Kentucky Council for Education, Mr. Mitchell Davis. Since this eleven-point program covers many areas in which we need immediate help, we endorse and support wholeheartedly the program of the Kentucky Education Association.

The KEA program will require additional financial support. One reason for insufficient appropriations for education in Kentucky is the inadequacy of our present tax structure. The trend for financing education in the United States is toward a retail sales tax, and the passage of the veterans' bonus on November 3rd indicated the people of Kentucky approve a retail sales tax; therefore, we endorse a three per cent sales tax and urge that no exemption be permitted in the law which empowers the collection of this tax. The sales tax alone will not provide adequate support of education; therefore, we oppose any modification of the state income tax law which might seriously curtail the revenue now received from that source.

Since property assessments are both inadequate and inequitable in Kentucky, we call upon our State Government to take effective action to correct this situation. The limitation of \$1.50 per \$100 of assessed valuation for regular school taxation is hampering the efforts of Kentucky communities to improve their schools; therefore, we urge that the limitation of \$1.50 be raised to \$2.00 without delay. There is growing public sentiment for additional financial support at the local level as evidenced by the fact that 86 of the 212 school districts in the State have passed a special tax for school construction.

Federal Aid to Education

Realizing that, under present tax structures, resources for local school purposes are woefully inadequate for quality school programs in our State, we believe it is the obligation of the federal government to pay its proportionate share of the cost of the education of its citizens.

We wish to support the Murray Metcalfe Bill and urge our representatives to vote for its passage. We feel this bill will guarantee preservation of state and local control of education by providing for more federal funds for public education, with discretion as to proper use of these funds at the state level.

The Association expresses its sincere appreciation to the members of Congress for the assistance rendered public education through the Federal Defense Act; we endorse, however, the basic concept of general federal aid rather than federal aid for specific areas within the total operational structure of public education.

We recommend that a copy of this section of the resolutions be forwarded to each Kentucky member of the United States Congress.

Kentucky Constitutional Convention

Salary limitations in Kentucky continue to exert a serious and depressing effect upon all branches of public service, including education at all levels. The fixing of salaries by constitutional provision is a violation of good practice; therefore, we favor the removal from our Kentucky Constitution all provisions relating to salary limitations for public officials and employees.

We wish to commend Attorney General Jo M. Ferguson and his staff for their untiring efforts in our behalf regarding the salary limitation problem affecting all superintendents. We further commend the president of the State School Boards Association, Mr. Turner Hatcher, for his efforts and the effort of his organization regarding the salary limitation.

The Constitution of the State of Kentucky of 1892 is inadequate in many ways for today's needs; we, therefore, favor the calling of a Convention empowered to rewrite the Constitution in its entirety.

Higher Education

The Association takes cognizance of the stated needs of the Commonwealth's institutions of higher education and encourage and support their efforts to obtain operating budgets essential to the provision of superior faculties, adequate buildings and facilities, and excellence of academic achievement.

The faculties of institutions of higher learning are encouraged to assume responsibility of participating in the total life of the institution and thus endeavoring to influence the development of the total personality and competency of the students.

The Boards of Control of the institutions are encouraged to develop policies which involve the total staff in determining the procedures, organization and policies affecting sick and sabbatical leave, tenure, academic freedom and rank.

The Association further adheres to the principle of freedom from political domination and influence, and we assure support of the institutions' legislative programs which seek to guarantee and implement desired autonomy of administration.

The common schools on one hand and public and private institutions of higher education on the other hand exist to serve the same youth at different levels and there is constant need for understanding and harmony of efforts between these two groups; now, therefore, we favor free discussion of curricula and other matters between the two groups; that an understanding should be reached whereby each group shall be adequately informed in advance of important changes contemplated by the other; and, that a committee to secure these results be created immediately having representatives from the common schools, the public institutions, the private institutions and the State Department of Education.

Retirement

Many teachers who declined membership in the Kentucky Teachers' Retirement System, or have withdrawn from membership, are now teaching in other states. Many of these teachers would return to Kentucky if retirement privileges were available; we, therefore, endorse legislation designed to open membership in the Kentucky

Teachers' Retirement System to teachers who declined membership and provide reinstatement of members whose accounts have been withdrawn.

Because of circumstances beyond their control, superintendents and other school personnel find it necessary to leave the profession, and under present statutes a member of the Kentucky Teachers' Retirement System who withdraws with less than 30 years of service cancels all service credit; we, therefore, endorse legislation providing a vested interest for teachers in the Teachers' Retirement System with 20 years of service, said vested right to be exercised at age 60.

Great progress has been made toward providing more adequate annuities to retired teachers and provisions of amendments adopted in 1954 make attractive annuities possible to teachers who will have considerable service after that date, but in spite of all efforts, annuities of retired teachers, and those who will retire in the near future, are totally inadequate; we, therefore, endorse legislation providing a minimum annuity of \$40.00 per service credit year for all retired, or retiring teachers, who are 60 years of age at time of retirement with at least 30 years of service credit.

We further endorse the adoption of a five per cent contribution rate, matched by the State for all members of the Teachers' Retirement System, in order to provide additional funds to finance the above recommendations.

Appreciation and Recognition

We wish to express our thanks to the officers of the Association and the Department of Education for arranging and conducting an excellent conference. We are deeply grateful for the splendid messages of Dr. Finis E. Engleman, Dr. Willard S. Elsbree, Dr. B. J. Chandler, and Dr. Audrey J. Holmes; each has been helpful and enlightening.

We further extend our thanks to the Sheraton Hotel for the splendid hospitality which we have enjoyed for this and many previous conferences.

We commend Dr. Robert R. Martin for the excellent and outstanding leadership he has given to education in the Commonwealth during his administration as Superintendent of Public Instruction. We especially appreciate the fine contribution made by Dr. Martin in the inauguration of the Minimum Foundation Law and in the fair and equitable administration of the new law.

We offer our active and wholehearted support to Governor Bert T. Combs, to Lieutenant Governor Wilson W. Wyatt, and to all members of the General Assembly, who have pledged themselves to the betterment of education in Kentucky.

We wish to recognize the active support given to education in this Commonwealth by the State School Boards Association, and for their part in helping the citizens understand the methods and objectives of public education and how these objectives can be attained.

We express our earnest appreciation to the State Department of Education for its leadership during the past four years; to Wendell P. Butler for his pioneer work which made possible the enactment of the Foundation Program Law; and to our representatives in both Houses of the National Congress who are continuing the battle for federal aid without federal control.

We recognize the contribution made by the Kentucky Council for Education and Mr. Mitchell Davis, the Executive Secretary; their work during the past months in the promotion of better schools for Kentucky will be a major factor in whatever success we may have.

Committee on Resolutions

Denver Ball

Claude Farley

O'Leary Meece

Roy McDonald

W. R. McNeill, Chairman

**CONFERENCE OF KENTUCKY
SCHOOL ADMINISTRATORS**

“Personnel Administration”

Sponsored By

**KENTUCKY ASSOCIATION of
SCHOOL ADMINISTRATORS**

and

**ADVISORY COUNCIL on
PUBLIC EDUCATION in KENTUCKY**

**December 10, 11, 12, 1959, Sheraton-Seelbach Hotel
Louisville, Kentucky**

KENTUCKY ASSOCIATION OF SCHOOL ADMINISTRATORS

(All times are Central Standard)

Thursday Morning
December 10, 1959

- 9:00 a.m.–10:30 a.m. Registration: Sheraton-Seelbach Lobby
- 10:30 a.m.–12:00 noon First General Session, Grand Ballroom
Dr. John Ridgway, President, K.A.S.A.,
Presiding
- 10:30 a.m.–10:35 a.m. Invocation: Earle D. Jones, Superintendent,
Maysville Independent Schools
- 10:35 a.m.–11:00 a.m. Greetings: President Ridgway
Committee Appointments
Announcements
- 11:00 a.m.–12:00 noon Address: "The School Administrator—As He
Was, Now Is, And Will Be"
Dr. Finis E. Engleman, Executive Secre-
tary, American Association of School
Administrators, Washington, D. C.
- 12:00 noon–1:30 p.m. Lunch

CONFERENCE ON PERSONNEL ADMINISTRATION

Jointly Sponsored by

Kentucky Association of School Administrators

and

Advisory Council on Public Education in Kentucky

Thursday Afternoon

December 10, 1959

- 1:30 p.m.– 3:00 p.m. Second General Session: Grand Ballroom
Ted C. Gilbert, Superintendent of Public
Instruction, Presiding
- 1:30 p.m.– 2:00 p.m. Meeting of Advisory Council on Public
Education in Kentucky
- 2:00 p.m.– 3:00 p.m. Address: "Some Personnel Considerations
Relating to Quality Education"—Dr. Wil-
lard S. Elsbree, Teachers College, Columbia
University, New York, New York
- 3:00 p.m.– 4:30 p.m. Group Discussions

Friday Morning

December 11, 1959

- 9:00 a.m.–10:05 a.m. Third General Session: Grand Ballroom
Dr. Richard VanHoose, President-Elect,
K.A.S.A., Presiding
- 9:00 a.m.– 9:05 a.m. Invocation: Thomas F. Hamilton, Superin-
tendent, Campbellsville Independent
Schools
- 9:05 a.m.–10:05 a.m. Address: "The Utilization and Compensation
of Teaching Personnel"—
Dr. B. J. Chandler, Associate Professor of
Education, Northwestern University,
Evanston, Illinois
- 10:05 a.m.–11:45 a.m. Group Discussions
- 11:45 a.m.– 1:30 p.m. Lunch

Friday Afternoon
December 11, 1959

1:30 p.m.- 2:45 p.m. Fourth General Session: Grand Ballroom
Ted C. Gilbert, Superintendent of Public
Instruction, Presiding
Introduction of Speaker: James L. Sublett,
Executive Secretary, Teachers' Retirement
System

1:30 p.m.- 2:30 p.m. Address: "Basic Principles of Teacher
Retirement"—
Aubrey J. Holmes, Executive Secretary,
Illinois State Teachers' Retirement System,
Springfield, Illinois

2:30 p.m.- 4:00 p.m. Group Discussions

Friday Evening
December 11, 1959

6:30 p.m. Banquet: Grand Ballroom, Sheraton-Seelbach Hotel
Dr. John Ridgway, Presiding
Invocation: Frank D. Scott, Superintendent,
Fleming County Schools
Introduction of Guests
Introduction of Speaker: Dr. Robert R. Martin,
Commissioner of Finance
Address: Honorable Bert Combs, Governor,
Commonwealth of Kentucky

Saturday Morning
December 12, 1959

9:00 a.m.-11:30 a.m. Fifth General Session: Oak Room,
Mezzanine Floor
Gilbert C. Burkhead, Secretary-Treasurer,
K.A.S.A., Presiding

9:00 a.m.- 9:05 a.m. Invocation: Hoyt R. Jones, Superintendent,
Graves County Schools

9:05 a.m.- 9:30 a.m. Reports of Committees

9:30 a.m.-10:00 a.m. Address: "Advances in Education"—
Dr. Robert R. Martin

10:00 a.m.-11:30 a.m. "The Legislative Program for 1960"
-Wendell P. Butler, Superintendent of
Public Instruction, Elect
-J. Marvin Dodson, Executive Secretary,
Kentucky Education Association
-Mitchell Davis, Executive Secretary,
Kentucky Council for Education

11:30 a.m. Adjournment

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GROUP I-ROOM NO. 1001

Chairman	Compton Crowe
Recorder	W. L. Case
Consultants	Earl Adams Ethel M. Barnard E. P. Hilton Dr. Elbert W. Ockerman C. E. Rall Roy G. Smith Dr. Kelly Thompson Moss Walton I. Jay Weaver

GROUP II-ROOM NO. 1002

Chairman	Dr. Gene C. Farley
Recorder	Dennis Wooten
Consultants	Annie Mary Botts James Brown Ben F. Coffman Earl E. Garrison Richard L. Gentry Fred Martin George W. Mason Dr. W. F. O'Donnell

GROUP III—ROOM NO. 1003

Chairman	Clayton Hood
Recorder	J. Marvin Glenn
Consultants	Jane Lewis Dr. L. E. Meece James L. Patton John S. Reed Eugene Russell Marshall E. Swain Mary Lois Williamson Dr. Ralph H. Woods

GROUP IV—ROOM NO. 1004

Chairman	Leonard C. Taylor
Recorder	J. W. Dennis
Consultants	Dr. Morris Cierley Donald Clopper Ray N. Dryden Laura Moores Norbert C. Rehtin Walter W. Roschi Robert W. Salling Paul W. Thurman

GROUP V—ROOM NO. 1005

Chairman	Louis Litchfield
Recorder	H. W. Wilkey
Consultants	Don C. Bale Dr. Kearney Campbell Martine Collier Dr. Adron Doran Sarah L. Haycraft N. T. Hooks J. C. Powell Sam Taylor Mary Bell Vaughan

GROUP VI—ROOM NO. 1006

Chairman	John E. Robinson
Recorder	T. W. Stewart
Consultants	Georgia Arnett Lyndle Barnes Virginia Ruth Chapman Dr. Lyman Ginger Arnold Guess W. C. Montgomery Lee Tyler John L. Vickers

GROUP VII—EAST ROOM (10th FLOOR)

Chairman	Dentis McDaniel
Recorder	Ben B. Flora
Consultants	C. E. Bevins M. M. Botto James W. Colvin Dr. Raymond Cravens J. Marvin Dodson L. P. Howser Eleanor Ligon Sidney Simandle

GROUP VIII—REYNOLDS ROOM—MEZZANINE FLOOR

Chairman	Dr. W. R. McNeil
Recorder	Dorotha Smith
Consultants	Nella Bailey Clarence Bates W. Hickman Baldree Dr. Gerald Jagers Charles O. Neel William C. Sanders Dorotha Smith Claude Taylor Ishmael Triplett

GROUP IX—GRAND BALLROOM—REAR SECTION

Chairman	William G. Conkwright
Recorder	R. A. Belt
Consultants	Eugene Atkins
	T. V. Cranmer
	James E. Durham
	Mary Marshall
	Dr. J. J. Oppenheimer
	Fannie Porter
	Dan Shindelbower
	J. B. Williams

GROUP X—GRAND BALLROOM—FRONT SECTION

Chairman	Ewell E. Waddell
Recorder	C. A. Hollowell
Consultants	Vera Beckham
	Ruth Fuller
	William McQueen
	Jane Melton
	James L. Sublett
	T. O. Thompson
	Dr. G. D. Wilson

GROUP XI—ROOM NO. 1011

Chairman	Charles W. Hart
Recorder	K. G. Gillaspie
Consultants	D. C. Anderson
	A. L. Berry
	Jane Black
	Dr. Louise Combs
	Ordie U. Davis
	Verne P. Horne
	Dr. W. C. Lappin

GROUP XII—ROOM NO. 1012

Chairman	Robert P. Forsythe
Recorder	Hazel R. Dryden
Consultants	J. M. Alsip
	Maurine Collins
	Dr. Philip G. Davidson
	Stella A. Edwards
	Beulah Fontaine
	William Holt
	Henry Pryse
	O. B. Wilder

CONFERENCE PARTICIPANTS

Earl Adams	Omer Carmichael
Samuel Alexander	R. B. Cartmell
James R. Allen	Darrell Carter
Lindsey E. Allen	D. J. Carty
Noble Allen	W. L. Case
O. J. Allen	Clifford R. Cassady
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Georgia M. Arnett	H. A. Cocanougher
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Nella Bailey	Edmund Clark
Lewis Baker	C. T. Clemons
Robert Baker	Clifton Clift
Hickman Baldree	Donald Clopper
Don C. Bale	Convil Clouse
Denver Ball	Ben F. Coffman
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Clarence H. Bates	Maurine Collins
Vera Beckham	Louise Combs
Ira Bell	William G. Conkwright
R. A. Belt	W. O. Cooper
Albert L. Berry	William F. Coslow
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Andrew Bird	Ted Crosthwait
Jane Black	Compton C. Crowe
Jerry Blaesing	Marion Crowe
Mallie Bledsoe	Bearl Darnell
M. M. Botto	Mitchell Davis
Annie Mary Botts	Ordie U. Davis
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L. W. Buchanan	Joe Dennis
F. T. Burns	James H. Disney
Thomas Butler	J. Marvin Dodson
Wendell P. Butler	Adron Doran

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Mrs. Ray N. Dryden
John Dunbar
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Stella A. Edwards
Willard E. Elsbree
Finis E. Engleman
Kenneth A. Estes
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R. G. Eversole
Elizabeth A. Ewing
C. H. Farley
Gene C. Farley
H. Barton Fiser
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Waldo Fultz
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Othello Gaskin
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Lucile Guthrie
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Ova O. Haney
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J. W. Harrell
Charles W. Hart
Sarah Haycraft
A. T. Hensley
Glenmore Hogge

C. A. Hollowell
Aubrey J. Holmes
William Holt
Clayton Hood
N. T. Hooks
V. P. Horne
H. D. House
L. P. Howser
Hubert Hume
Robert B. Ison
Ferry Jackson
Hubert Jaco
Gerald Jagers
Thomas S. Jeffries
Buron Jeffrey
Fred Johnson
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Earle D. Jones
Hoyt R. Jones
Walton Jones
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W. D. Kelley
James Kincheloe
Gladstone Koffman
Warren C. Lappin
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H. H. McGuire
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W. R. McNeill
William McQueen
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J. D. Rayburn
Norbert Rehtin
C. D. Redding

William Reiley
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J. Lee Robertson
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Alton Ross
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Sidney Simandle
L. R. Singleton
R. L. Sleamaker
Denver Sloan
Dorotha Smith
H. C. Smith
Leon T. Smith
Roy G. Smith
C. V. Snapp
W. A. Stapleton
Roscoe Stephens
R. E. Stevenson
Sedley Stewart
T. W. Stewart
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Barkley Walker
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Emma B. Ward

C. V. Watson
Grace Weller
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George H. Wright
A. F. Young
Gordie Young

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