

● Commonwealth of Kentucky ●
EDUCATIONAL BULLETIN

FOUR YEARS
OF
EDUCATIONAL PROGRESS
IN
KENTUCKY
1948 - 1951



Published by
DEPARTMENT OF EDUCATION
BOSWELL B. HODGKIN
Superintendent of Public Instruction

ISSUED MONTHLY

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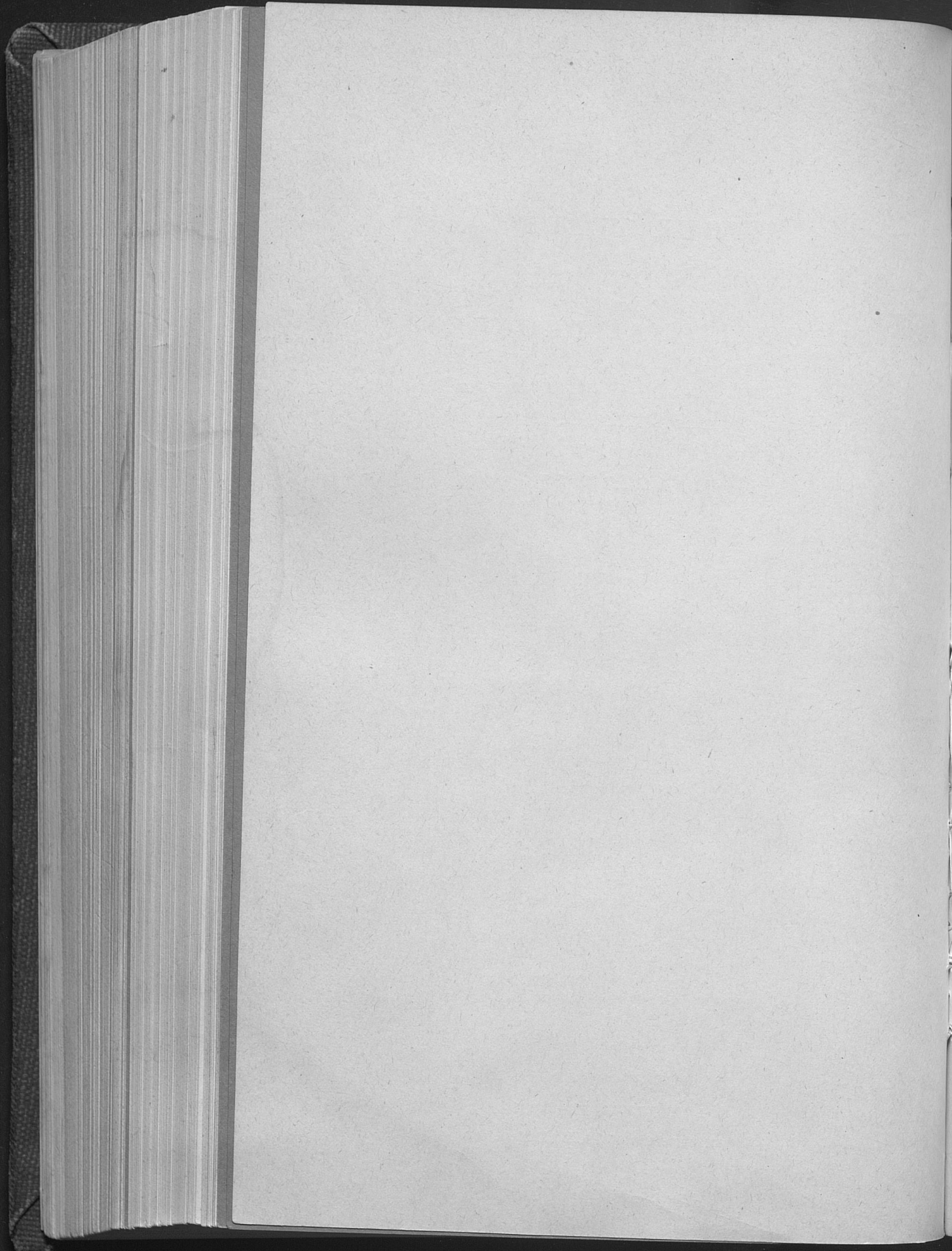
No. 8



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FOREWORD

Every organization has an obligation to make a periodic evaluation of its efforts. An honest self-appraisal points up strengths and weaknesses and provides direction for future action.

The entire administrative staff of the Department of Education has surveyed the endeavors to improve Kentucky's educational system during the past four years and, in this bulletin, has presented the significant developments. A careful analysis of these developments clearly shows that outstanding progress has been and is being made.

The advancement that has been made during the present administration in providing a more adequate program of education for all school children in Kentucky is indeed a tribute to the leadership of Superintendent Boswell B. Hodgkin. Accelerated gains can be made in the future as a result of the fundamental changes and improvements that occurred during Superintendent Hodgkin's term as Kentucky's chief state school officer. No higher compliment could be paid to any man.

STAFF—STATE DEPARTMENT OF EDUCATION

September 18, 1951



BOSWELL B. HODGKIN
Superintendent of Public Instruction

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DEDICATION
TO
BOSWELL B. HODGKIN

Kentucky's program of education during the past four years has been keyed to a consciousness of progress through a unique type of leadership of the State Superintendent of Public Instruction.

In tribute to this leadership this publication, a report of significant educational achievements, is dedicated to Boswell B. Hodgkin, a quiet, strong leader, possessing rare elements of leadership qualities.

His administration has been rich in services to the local school leaders, as attested by the highlights of progress one by one, described in this report. The ideal of service, the true ideal of the teaching profession, has been exemplified in his every effort to expand the services of the State Department of Education.

His staff, his devoted friends, pay tribute to him as a state school leader and as a person, because of—his incisive mind, his integrity at the point of decisions, his balance, his excellent judgment, his culture, his fraternal spirit, his wit and humor, his deep human sympathy and understanding, his kindness, his deep regard for the feelings of others, his love for family and church, his deep loyalty, his unyielding stand for the right, his sincere devotion to a task of tremendous implications for the welfare and happiness of this and future generations, and for the wisdom with which his leadership placed Kentucky in a Nation-wide movement to make education responsive to the needs of the people in this critical and challenging period.

**FOUR YEARS OF EDUCATIONAL PROGRESS
IN KENTUCKY, 1948-1951**

PART I: Outstanding Achievements.

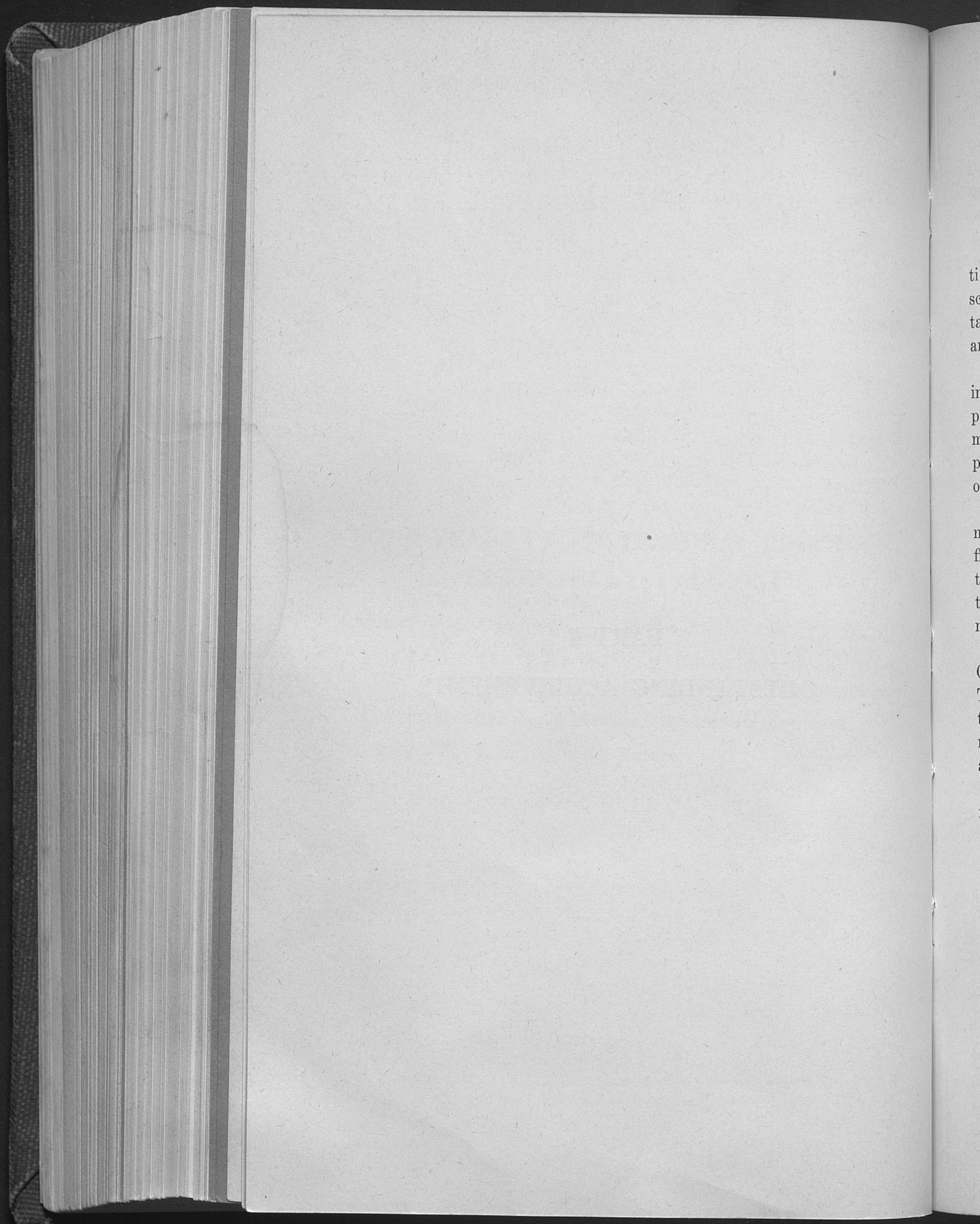
PART II: The Department of Education's Four Bureaus
Report their Activities and Accomplishments.

PART III: Teacher Retirement System Strengthened.

PART IV: Looking to the Future.

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PART I
OUTSTANDING ACHIEVEMENTS



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OUTSTANDING ACHIEVEMENTS

The last four years have been a period of remarkable educational progress in Kentucky. Today more boys and girls are in schools more adequately supported and ones in which they are taught by better trained teachers for a longer school term than at any time in the history of the Commonwealth.

In this bulletin the significant advances that have taken place in the schools of Kentucky during this administration have been pointed out. More specifically this resume sets forth in candid measure the educational accomplishments which have come about in part through the leadership and service provided by the Department of Education.

Yet great problems remain that must be met since there can be no ceiling to educational improvement. Even now an adequate floor has not been built under educational opportunity. But the time has come to take a second look at what has been done in order that effective planning and insight may be brought to the opportunity that lies ahead.

The central educational agency has the duty to apprise the Commonwealth of these accomplishments and their implications. There is the further duty to develop those channels through which the people may give their answer. Through that answer the schools may find their mandate to move forward to develop the cultural and creative potential of our people.

Among the many evidences of educational progress in the past four years, six accomplishments are especially significant:

1. More adequate staff in the Department of Education.
2. Increased financial support.
3. State Constitution amended.
4. Better trained teachers and administrators.
5. Strengthened teacher retirement system.
6. More effective plans, designs, and financing of school building program.

(1) More adequate staff in the Department of Education

The staff of the Department of Education has been increased and strengthened so that it may more adequately provide those services required by local school districts and give stronger professional leadership to Kentucky's educational enterprise.

The main function of the Department of Education is to provide leadership and service which, in partnership with the local school districts, will fulfill the needs of a modern educational program. More and more the Department of Education is exercising its influence not so much by the power and authority of the Department as through its leadership and guidance.

Staff members have been employed who possess those qualities of ability, scholarship and experience which enable them to serve local school districts on all problems of school organization, curriculum, finance, and operation.

The established services have been maintained and additional services have been added through these additional staff personnel:

- a. Six accounting supervisors to audit records and reports and supervise the improvement of business and accounting practices.
- b. A director of pupil transportation to work with superintendents on transportation problems.
- c. Nine supervisors of agricultural education to supervise the institutional on-farm training program for veterans.
- d. Two area supervisors of the school lunch program.
- e. Four staff members in the area of in-service training. The goal of the program is improvement of teaching through growth of school leaders—all school personnel.
- f. A director and staff for a school building survey supported jointly by the federal government and, at present, the emergency fund of the Governor.
- g. A director of moral and spiritual education to emphasize these facets.
- h. A supervisor of certification to meet the needs in this area of the school program.

In addition, this administration has taken over three services formerly supported by grants from foundations. These services are now integral parts of the Department of Education:

- a. Division of health education with an expanded program under a director.
- b. Division for the education of exceptional children with a director providing a program of aid and service to handicapped children.
- c. A program of supervision of elementary and secondary school libraries with the consultative service of a state supervisor.

(2) Increased financial support

The level of financial support for public education is higher today than at any other time in the history of the Commonwealth.

It is not contended that the financial support has reached a level of adequacy, but the State and local districts have formed something of a fiscal partnership to approach more nearly a level of adequacy.

The Common School Fund, during this administration, has been increased from \$19,501,250 to \$30,500,000, or 56.4 per cent. At the same time, local school districts have increased their tax revenue from general property, franchises, bank shares, poll taxes, and other local revenue sources from \$22,706,243.67 in 1946-47 to \$39,361,539.67 in 1950-51. This is an increase of 73.4 per cent. Local school revenue from the general property tax during the same period has increased from \$16,720,711.67 to \$29,234,238.09. This is an increase of 74.8 per cent.

The Per Capita Fund has shown an increase of 49.3 per cent. The Equalization Fund has been increased by 119.9 per cent. The equalization law enacted during this administration has opened up the problems of local ability and educational need. The current distribution of the Equalization Fund is based on the most recent and reliable data available.

(3) State Constitution amended

The school people of Kentucky under the leadership of the Department of Education organized the campaign that was successful in securing the adoption of the school amendment in 1949. Their support of the Salary Amendment was highly effective.

Sections 168 and 246 of the State Constitution have held a heavy hand on progress in Kentucky for at least three decades. The liberalization of the method of distributing the school fund offers opportunities for a significant educational progress. The revised salary limit has made it possible to attract to and retain in the profession the more competent personnel needed for the development of education in Kentucky.

(4) Better trained teachers and administrators

The Department of Education has made continuous advances toward those goals of securing for every classroom a trained, competent teacher and for every district educational leadership of supervisors and administrators of the highest order.

The training level of teachers in Kentucky has reached its highest point. The number of emergency teachers employed has decreased from approximately 5,300 in 1947-48 to approximately 2,700 for the 1951-52 school year.

After September 1, 1953 the minimum certification standards for elementary teachers will be college graduation. An improved program of preparation and certification of school superintendents, principals and supervisors becomes effective September 1, 1952.

In-service teacher training was accepted by the General Assembly in 1950 as a vital part of the state program of teacher education. Consultative services are being made available to the school staff in each of the 232 school systems. The goal of this program is "better teaching in Kentucky schools."

(5) Strengthened teacher retirement system

The Kentucky Teachers' Retirement System has been made actuarially sound and more favorable to teachers.

A special grant of \$2,439,606.64 of the General Assembly in 1948 made the Retirement System actuarially sound and probably saved the Retirement System as an effective organization. All appropriations for the four year period amount to \$8,600,000.00.

One amendment made in 1950 made it possible for a teacher to acquire vested rights in the Funds upon teaching thirty or more years. Another amendment allows a teacher to make voluntary unmatched contributions for the purpose of buying an additional annuity at retirement. The age requirement of fifty years was eliminated in permanent disability cases.

(6) More effective plans, designs, and financing of school building program

Local school districts are using all available methods to provide more adequate housing for the educational program. The Department of Education is providing the consultative service and supervision needed in the planning, designing and financing of this immense building program.

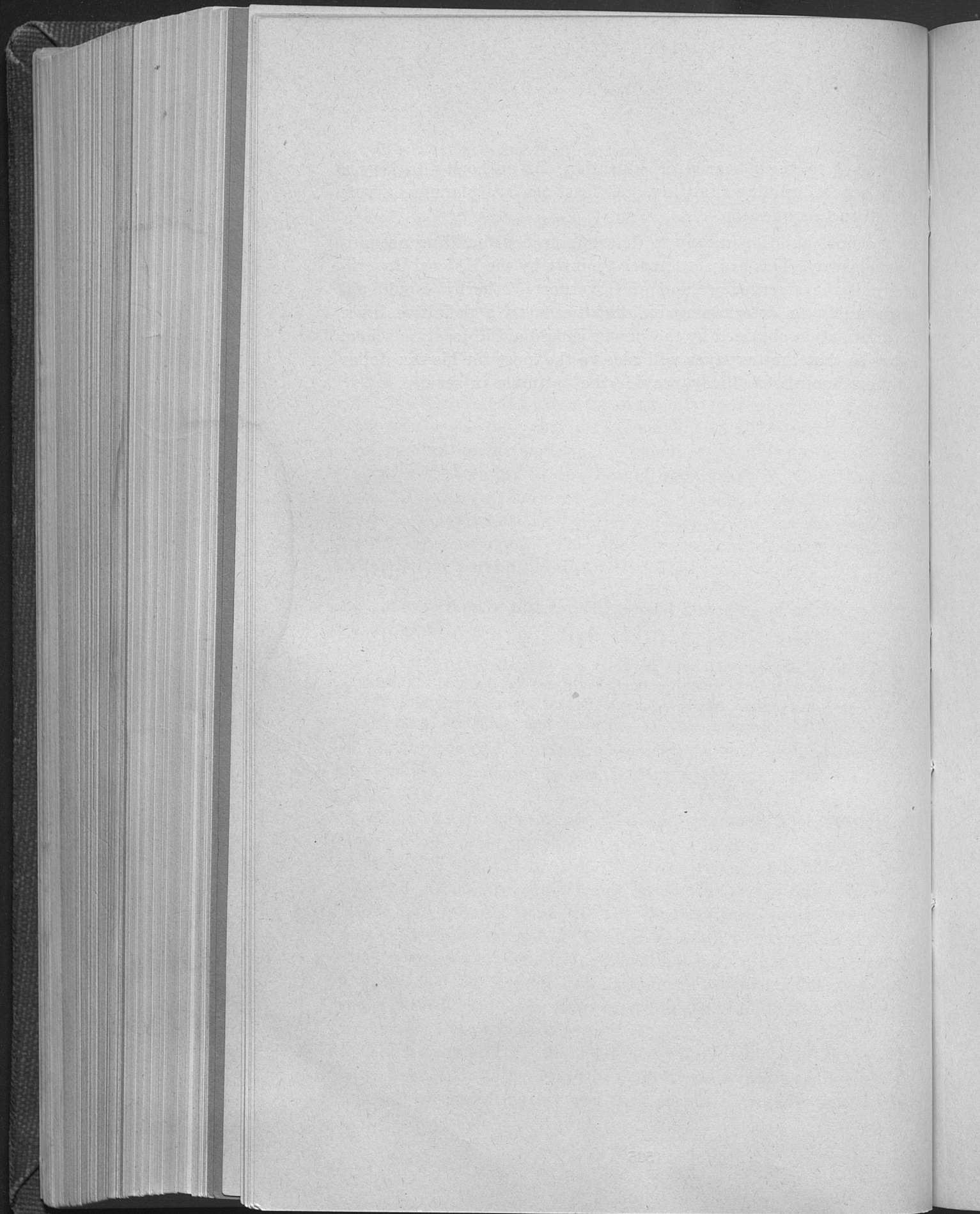
During the past four years applications have been approved for new buildings, remodeling and repairs which are estimated to cost \$50,000,000.

Since the Shelby County Case in December, 1948, the Superintendent of Public Instruction and the Director of Finance, under the authority granted them by the State Board of Education, have approved school revenue bond issues in the total amount of \$26,924,500. Of this total, \$18,758,500 have been issued, \$1,759,000 have been cancelled and \$6,407,000 are still pending. In addition to the school revenue bonds, approval has been given to the issuance of \$8,607,000 in general obligation or voted bonds. In each case, a careful study was made of the financial ability of the district to amortize the proposed issue.

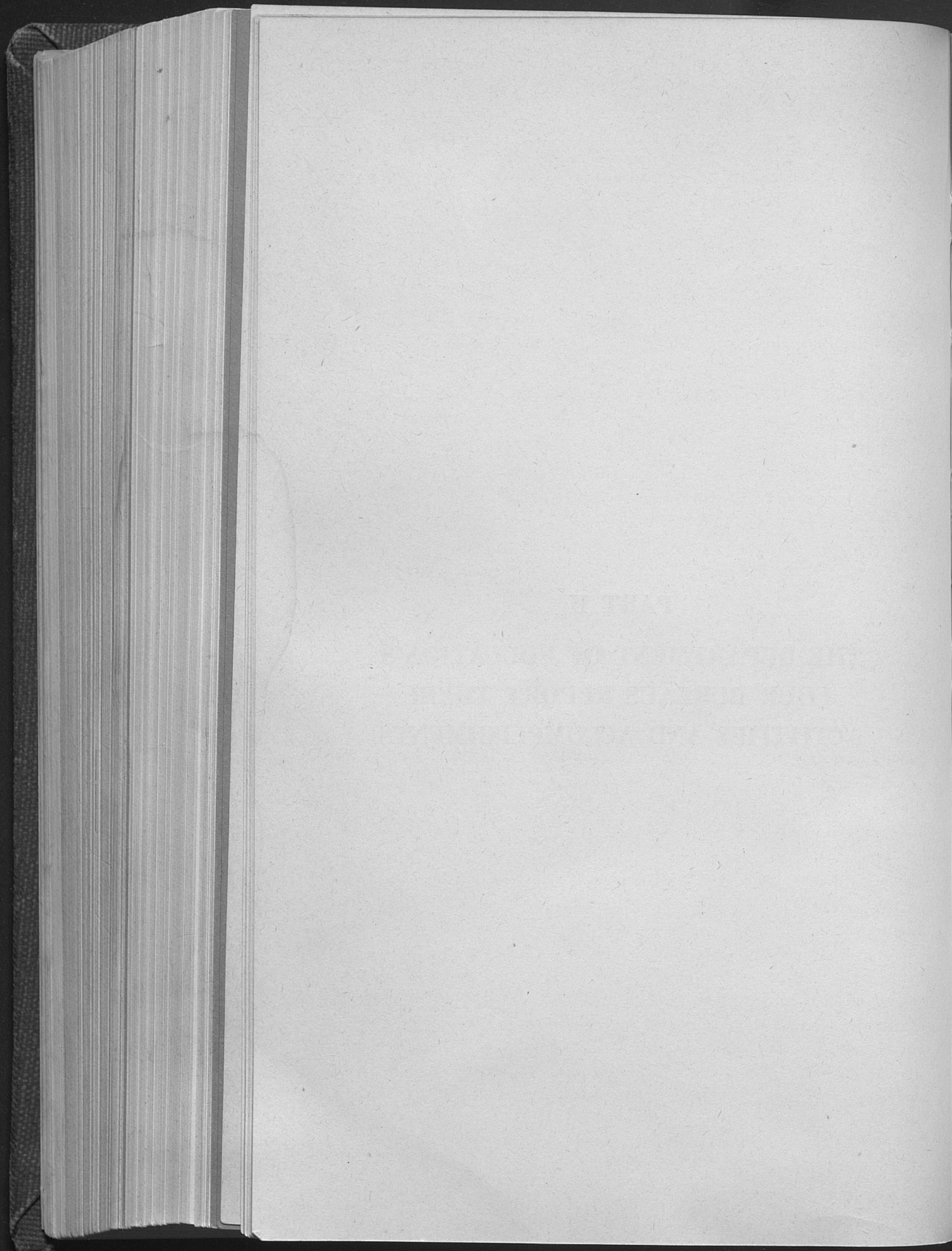
The enactment, by the 1950 General Assembly, of the Special Voted School Building Fund Tax Law opens new avenues for the financing of capital outlay and debt service. Already ten districts

have voted to their boards of education the authority to levy a special school building fund tax. At least ten are planning a vote this fall on this question.

A school building survey to determine school building needs is now underway. This project financed jointly by the Federal Government and the emergency fund of Governor Wetherby should aid immeasurably in determining building needs on a definitive basis. The information obtained by the survey should aid in locating school centers so that the taxpayer will receive the most for his tax dollar and the school district may provide the optimum in service.



PART II
THE DEPARTMENT OF EDUCATION'S
FOUR BUREAUS REPORT THEIR
ACTIVITIES AND ACCOMPLISHMENTS



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Bureau of Administration

The Bureau of Administration consists of (1) the Division of School Law; (2) the Division of School Buildings and Grounds; (3) the Division of Research and Statistics; (4) the Division of Pupil Transportation; and (5) the Division of Surplus Property. The activities and accomplishments of these divisions over the last four years are:

DIVISION OF SCHOOL LAW

Merger of Districts

Thirteen Independent School Districts have reverted to the County system and two Independent Districts (Horse Cave and Cave City) merged to form one Independent unit. This was done in an effort to provide better educational facilities for the pupils concerned and at the request of the people and officers operating these districts. As a result of the mergers, the educational programs have been planned on a district-wide basis and in practically all of these, new school buildings have been erected or plans are now under way for construction of such buildings. Such mergers place the boards of education in a position to furnish better advantages to the school children than was possible to do without these mergers.

DIVISION OF SCHOOL BUILDINGS AND GROUNDS

School Districts Advised on School Buildings and Sites

This Division of the Department is engaged daily in conferences with Superintendents and boards of education and in visiting school districts throughout the State in planning school building facilities in which to provide educational facilities for the constantly increasing enrollment throughout the State. The need has been so great during the past four years that it has been necessary to give more consideration to district-wide planning for school buildings and repairs than has been necessary in the preceding years. Such needs require much study because boards of education need not only to erect complete buildings but to provide additional services in shops, lunch rooms and, in many cases, to provide temporary classrooms until such time as the permanent building may be provided.

During the past four years applications have been approved for new buildings, remodeling and repairs which were estimated would cost approximately \$50,000,000.00. During the first biennium

the estimated cost was \$20,000,000.00. During the last biennium the estimated cost was \$30,000,000.00. This shows a constantly increasing demand for new buildings, remodeling and repairs. The information available shows that a constant trend toward an increase in the size of the new building projects. This is due to consolidation and mergers of districts which is on the increase in an attempt to provide the needed educational facilities for the children of the territories affected.

It is also of interest to note that in every new building much increased acreage for sites has been secured. This is necessary in order to provide space for the activities outside of the school rooms which are required for the health and recreational programs for the present day.

A new feature in the building program for the State is conferences for the training of Custodians and Janitors. These conferences were held as an experiment in order to determine the best procedures to be followed in getting more competent personnel. Since the modern school building requires the operation of more machinery and equipment than in the past, there are increased needs for individuals to care for them who can do much more than sweep the floor and carry out ashes from the several stoves formerly used in heating the school buildings. These conferences have been very successful and the work that has been done is just the beginning of a better day for school building maintenance.

DIVISION OF RESEARCH AND STATISTICS

School Building Survey

A school building survey is now in progress. This work was begun last September by personnel employed in the Division of Research and Statistics. This project is being financed, fifty per cent from the federal government and, at present, fifty per cent from the emergency fund of the Governor. At the present time an inventory of the school building situation has been filed by practically every district in the state. After this work has been completed, the need for new buildings, repairs and the amount of funds necessary to provide these needs will be determined. It will probably take two or two and one-half years to complete the survey which is now under way.

DIVISION OF PUPIL TRANSPORTATION

Transportation Service Improved

The number of pupils being transported throughout the state is constantly increasing. This service is becoming more necessary in order to provide educational facilities for the pupils of rural districts comparable with those districts of urban communities. The work of this division has so increased that in 1948 a full-time director with secretarial assistants was employed as a member of the State Department of Education. Since the beginning of this service, some 1,200 school busses have been inspected and recommendations have been made for their improvement, for the comfort of the pupils, and for their safety in being transported.

In addition to this service, many of the districts have received help from the division in planning their transportation routes in such a way as to serve the children in a more efficient and economical manner. During such planning a meeting of school bus drivers was held. At this meeting a conference was conducted on safety requirements for school bus operations as well as on regulations conforming with the requirements of operating busses. Qualifications for drivers for safe operation of these busses were also emphasized.

In 1949 the State Board of Education, upon the recommendation of this division, revised school bus standards to conform with national standards. At this time a program of training of drivers in first aid to meet the requirements of the National Red Cross was begun. Under the present program, it should not be long until every driver in the state will have this training. Instances might be sighted where this training has already been of benefit to the pupils who are being transported.

During the months of July and August of the two school years beginning July, 1950, and July, 1951, a driver training school, for the duration of one week, has been conducted for drivers 18 to 21 years of age. State Board of Education regulations require that this training be had by these individuals before they be permitted to accept the responsibility of driving a school bus. Expressions from superintendents indicate that the individuals receiving this training are among their best drivers. The number of people attending the second conference increased over those attending the first. This seems to be evidence that superintendents and boards of education think this is a step in the right direction for improving the safety of pupil transportation.

That the transportation program is on a constant increase is shown by the table below. It may be of interest to contrast the items in 1939-40 and 1949-50. At the present time, figures are not available for the school year ending 1951. Enough information is available to note that there is an increase in every item listed in the table for the school year ending June 30, 1950. For example, it may be noted that in the school year ending June, 1950, there were in use 2,333 vehicles; for the school year ending June, 1951, there were in use 2,438 vehicles. It may be noted that in the past ten years the number of vehicles used has about doubled, the number of children transported has about doubled, and the cost for the school year 1949-50 is about three times the cost of the year 1939-40.

	School Year			
	1939-40	1947-48	1948-49	1949-50
Number transported	101,317	154,277	166,960	187,616
Number vehicles	1,673	2,158	2,178	2,333
Daily miles bus traveled	63,830	106,127	116,575	126,216
Total annual cost	\$1,359,685.63	\$3,252,256.82	\$3,702,125.70	\$3,986,580.02

DIVISION OF SURPLUS PROPERTY

Districts Receive Surplus Property

The State Agency for Surplus Property, a division in the Bureau of School Administration, Department of Education, since July, 1947, has gradually expanded its operations and since January 1, 1948, operated directly warehouses in Frankfort and Louisville. District warehouses located throughout the state, prior to 1949, have now been closed and the above named warehouses have consolidated these activities.

Public Law 152, 81st Congress, which was passed in July, 1949, made surplus property available from any government agency to public and non-profit schools, colleges, universities and school systems and was amended July, 1950 to include non-profit and public hospitals, clinics and health centers. Not only has the agency been called upon to screen property at a larger number of federal installations as a result of the passage of Public Law 152 but also a larger number of institutions have come into the picture, namely, health institutions. The agency has expanded its warehousing, transportation and personnel to meet the needs of health and educational institutions, thus, with the expanded amount of property received the expenses of the agency have likewise increased.

In July, 1949, the Governor made \$10,000 available to the agency from his emergency fund. Since that time no state appropriation has been made available to the agency.

Below is a resume of the agency's activities from July 1, 1949 to August 1, 1951.

Personal Property Allocated to Kentucky Agency

July, 1948 - December 30, 1948....	\$ 481,542.00
Jan., 1949 - December 30, 1949....	2,117,331.00
Jan., 1950 - December 30, 1950....	2,240,441.00
Jan., 1951 - July 30, 1951	314,107.00

Total Acquisition Value\$5,153,421.00

Real Property Allocated to Kentucky Agency

	Acq. Cost	Fair Value	Cost to Schools
July, 1948 - October, 1948	\$112,010.00	\$22,402.00	\$1,443.00
Oct., 1948 - December, 1949	227,066.00	46,978.00	3,942.00
Calendar Year 1950-51	100,187.00	7,441.00	372.00
Total	\$439,263.00	\$76,821.00	\$5,757.00

Amount Paid to Agency by School Districts

July 1, 1948 - June 30, 1949.....	\$ 17,158.24
July 1, 1949 - June 30, 1950.....	62,602.38
July 1, 1950 - June 30, 1951.....	52,453.38
Total	\$132,214.00

Bureau of Finance

The Bureau of Finance, which includes the Division of Finance and the Division of Census and Attendance, was reorganized early in this administration. As a basis for this reorganization, early in January, 1948, a study was made of the job positions in the Bureau. Each person was interviewed and an outline was made of the duties he was performing. An attempt was made to evaluate the work of each individual member of the Bureau and the work that should be done by the entire Bureau.

The Census and Attendance Division was undisturbed but the Division of Finance was completely reorganized into four sections. These sections are: Local School District Finance, Departmental Finance and Services, Research and Statistics and State Board of Education Records.

DIVISION OF FINANCE

Functions of the Division of Finance

For clarity it might be well to list the functions of the Division of Finance. These functions assigned to this Division by the Superintendent of Public Instruction, the State Board of Education and the Statutes are:

- (1) To act as financial supervisor and auditor of local school district finances and accounts.
- (2) To perform accounting and bookkeeping functions for the State Department of Education.
- (3) To act as a Service Division for the State Department of Education.
- (4) To advise on the approval of all school revenue bond issues of local school districts.
- (5) To apportion and distribute the State Common School Fund.
- (6) To act as a personnel division for the State Department of Education.
- (7) To maintain records for the State Board of Education.

Auditing and Supervisory Service of the Local School District Finance Section

The development of the local school district accounting and supervisory service is clearly one of the outstanding accomplishments of this administration. The need for this service was patent. On January 27, 1948, there were 237 school districts which had not been audited for the previous fiscal year. Many of the districts had not been audited for a period of four or five years. Veterans' funds had not been audited at all. Free textbook accounting and census accounting had been checked only spasmodically and by different divisions.

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

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

But an equally important function of the accounting supervisor has been to provide that supervisory leadership needed to develop and improve school accounting and business practices in the local districts. These supervisors are availing themselves of the opportunity to help local school district officials in the correction of inadequate records and procedures and in improvements pertinent to any financial matter.

The Departmental Finance and Services Section has given coordination to many functions of the various Divisions.

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

In addition this section maintains control records of all accounts of the entire Department of Education including three State Vocational Schools. The requisition and purchase of supplies and equipment for all divisions of the Department of Education are made by the Head of this section.

Research and Statistics Section has provided much needed information.

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

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

Three circulars worthy of note were prepared:

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

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

Approval of Bond Issues

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

This places the responsibility squarely upon the Department of Education to approve all types of school bond issues and to determine the financial ability of a district to retire this type of indebtedness. In this careful examination of information presented in substantiation of the requests for increased bonded indebtedness, some districts have been advised to decrease the amount of bonded

indebtedness requested. Each case is determined on the basis of the ability of the local district to adequately finance the proposed issue.

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

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

Special Voted School Building Fund Tax

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

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

Fayette County	32c for 20 years
Oldham County	5c-39c—no definite number of years
Artemus	50c—no definite number of years
Campbellsville	5c-50c—no definite number of years
Caverna	50c for 23 years
Danville	50c for 25 years
Frankfort	28c for 25 years
Glasgow	37½c for 20 years—Have issued \$100,000 bonds
Pineville	25c—no definite number of years
Russellville	50c for 25 years—Have issued \$240,000 bonds
Walton-Verona	50c—not to exceed 30 years

Unfortunately, Logan County, Jefferson County, Kenton County, Greenup County, Henderson Independent and Fairview Independent school districts failed in their efforts to vote the authority for this special tax levy.

Two districts—Paducah and Owensboro—contemplate asking the voters to approve a special building fund tax levy at the coming November election.

Common School Fund Highest in History

The Common School Fund of \$30,500,000 for the 1951-52 school year is at the highest level in the history of the Commonwealth. While the Division of Finance would undertake to receive no credit for this significant accomplishment, yet this Division is proud to have had the assignment of apportioning and sending to the districts this Common School Fund.

The Common School Fund including the Escalator Clause voted for the 1947-48 school year was \$19,501,245. Of this amount, \$17,551,125 was voted to the Per Capita Fund or enough to provide a per capita of \$25.66.

Early in January, 1948, at the recommendation of Governor Clements, the General Assembly made a \$3,000,000 deficiency appropriation to the Per Capita Fund. This increased the Per Capita by \$4.38.

The Per Capita appropriation for 1948-49 and 1949-50 was \$19,350,000 each year. For the 1948-49 school year this appropriation was sufficient to provide a per capita of \$28.35. Since the census decreased from 682,537 on April 1, 1948 to 676,383 on April 1, 1949, the appropriation provided a per capita of \$28.60 for 1949-50.

The per capita appropriation made by the 1950 General Assembly for 1950-51 and 1951-52 was \$20,212,500 for each year. In 1950-51 this provided a per capita of \$29.59. The appropriation of \$6,000,000 to the Per Capita Fund made by the General Assembly at its Extraordinary Session in March, 1951 on the recommendation of Governor Wetherby provided a per capita of \$38.40 for each census-pupil on April 1, 1951.

Similarly, the Equalization Fund has been increased. From a total of \$1,950,125 in 1947-48 it was increased to \$2,150,000 for the 1948-50 biennium and to \$4,287,500 in the 1950-52 biennium.

Accordingly, it can be seen that the per capita fund for 1951-52 has been increased by 49.3 per cent from the regular appropriation for 1947-48 and the equalization fund for 1951-52 has been increased by 119.9 per cent from the equalization appropriation of 1947-48.

Another accomplishment of this administration is the revised equalization law enacted at the Extraordinary Session of the General Assembly in March, 1949. While the provisions of this law which attempt to make it a vehicle to force increases in local assessments are highly controversial and have been, in the main, negated by other effects of the law, it is still by far the most equitable equali-

zation law enacted in this state. The measures of local district ability and need are decided improvements. Under this law the relative net ability of each district is determined on the basis of the latest and most reliable pupil and assessment data available.

Supervision of Budgets and Salary Schedules

The supervision of budgets and salary schedules by the Division of Finance is one of the most important functions given to this Division by the Statutes and by the regulations of the State Board of Education. As a result of this supervision and the increased revenue for schools, teachers' salaries have been increased from \$1,555.35 in 1946-47 (salaries were approximately at this level when the deficiency appropriation was made in January, 1948) to an average salary for principals, supervisors and teachers of approximately \$2,350 in 1951-52.

During the 1947-48 school year the average term length in county school districts was 8.5 months or 170 days. When independent school districts are considered in addition to county districts, we find the average term length in 1947-48 to be 8.81 months or 176.1 days. During the 1951-52 school year only five county districts and no independent districts will maintain a school term of eight months for both elementary and high schools. Thirty-one county districts and no independent districts will maintain an eight month school term for elementary children and a nine month school term for high school children. Three county districts and no independent districts will maintain a school term of between 8 and 9 months for elementary schools. All other districts will have school terms of nine months or more for the 1951-52 school year for both elementary and high schools.

Greater and greater effort is being made locally to more adequately support schools. In 1947-48, 120 school districts were levying the maximum tax rate of \$1.50 on general property and franchise corporations. By 1951-52, 200 school districts had found it necessary to levy this maximum tax rate in order to more adequately provide the educational opportunities they wanted for their children.

DIVISION OF CENSUS AND ATTENDANCE

The major responsibilities of the Division of Census and Attendance may be characterized as three-fold. The first is to maintain an accurate and continuous school census. Secondly, all available resources should be utilized to stimulate school attendance and to

discover the causes for failures in attendance. Finally, the Division is required to assemble statistical data which will be of assistance in carrying out the first two responsibilities of the Division and to prepare these data in such form that it will be available for the use of other divisions of the department in executing their duties.

In an effort to guarantee the accuracy of the school census, on which is based the distribution of the common school fund, a great deal of work has been concentrated in this field. Each year of the four-year period extensive audits of local school census reports have been made by the staff members of the Division. The number of duplications in the census of adjacent districts has been reduced. Individual census records have been audited in order to eliminate duplications within files, inaccuracies and poorly assembled census records.

A transfer system has been initiated between districts in order to avoid duplications in census where pupils move from one school district to another. Distinct progress has been made along this line with the result of increased accuracy of the school census.

Additionally, in compliance with the statutes which now require that all Equalization monies be distributed on the basis of the residence of pupils rather than to the district of their enrollment, efforts have been made to plan careful procedures to adjust the Average Daily Attendance and Membership to cover only those children resident in each district. Also, as a result of the work done in this field, the accuracy of the school census has been increased.

It is difficult to evaluate improvements which have been made in school attendance as a result of the work of the division, although distinct progress has been made. Inasmuch as most improvements in this area must result from the accomplishments of local attendance workers, it has been the objective of this Division to work closely with these individuals in an effort to increase attendance and to eliminate factors which may obstruct attendance. All attendance workers of the state have been organized into nine groups which meet at frequent intervals. At such meetings local problems and those which are common to all districts are discussed and procedures planned which may help to solve those problems.

Too, the Division of Census and Attendance has made extensive efforts to give in-service training to all attendance workers in the schools. Numerous visits have been made by staff personnel to districts employing new workers to acquaint them with the require-

ments of the position and to assist with problems peculiar to their districts.

One of the publications of the Division is a "Handbook for Attendance Officers." This bulletin has been published for the use of attendance workers in carrying out the duties of their offices. It contains the Kentucky statutes which govern their activities. It outlines the special duties of their positions and contains many suggestions which might be helpful in fulfilling their responsibilities in the most productive manner.

Special emphasis has been placed on finding more effective ways of working with pupils, parents, the school and community in removing causes of non-attendance. In order to promote better understanding between the home, school and legal officials, in cases of marked non-attendance the Division has initiated a plan of court hearings where the child, parents and attendance workers are brought together with the judge in an informal conference to discuss the attendance problems of the child. The Division finds that the procedure often eliminates the necessity for court action in regard to keeping a child in school and creates more harmonious relationships between the parties involved.

Another facet of the activities of the Division which relates to the attendance of pupils is its cooperation with the Division of Industrial Relations in seeing that the child labor laws of the Commonwealth and Federal Government are understood by the local districts. The Division is in a position to furnish school authorities with the laws and forms which relate to child labor restrictions. It evolves upon this division to acquaint school authorities with the child labor laws, while the Division of Industrial Relations is responsible for their execution.

In realizing the third major responsibility of the Division, much time and effort has been expended by it in collecting, checking, tabulating and attempting to interpret statistical data in regard to the census of school age children, their attendance at school and causes for non-attendance. The data are used by many divisions of the Department of Education in promoting their activities. They are also available for, and frequently used by, many businesses and individuals in the state. They are used in supplying statistical information to the U. S. Office of Education. They are used in calculating the proper distribution of a large sum of the State's funds.

Further, it is the responsibility of the Division of Census and Attendance to publish each fall a Public School Directory. The Directory contains the names of many school officials, both public and private. Statistical data in regard to the most current enrollment and teaching personnel of the schools of the state are furnished therein.

Listed below are some increases which have been witnessed in school enrollment, attendance and census.

Year	Enrollment	ADA	ADM	Census
1948	548,115	451,106	513,477	682,537
1949	552,645	464,338	521,996	676,383
1950	564,293	480,256	536,203	683,075

Increases in three-year period:

In enrollment	16,178
In average daily attendance	29,150
In average daily membership	22,726
In census	538

Non-enrolled children of census age:

1948 - 99,535
 1949 - 94,018
 1950 - 87,282

Number of non-enrolled children reduced 12,253 in the three-year period.

Bureau of Instruction

The Bureau of Instruction includes these six divisions: (1) the Division of Supervision; (2) the Division of Teacher Education and Certification; (3) the Division of Free Textbooks; (4) the Division of Health Education; (5) the Division of Exceptional Children; and (6) the Division of Moral and Spiritual Education. These divisions report many significant activities and accomplishments.

Bulletins and Publications Prepared and Distributed

The Superintendent of Public Instruction is directed by the Legislature to prepare or cause to be prepared for approval and publication by the State Board of Education, such bulletins, programs, outlines of courses and courses of study that will be useful in promoting the interests of the public schools. Since 1947, bulletins and publications covering many educational subjects have been prepared and distributed by the Bureau of Instruction. These bulletins representing twenty-four different titles include such subjects as (1) health and physical education, (2) teacher training and certification, (3) grading and classification of high schools, (4) aviation education, (5) library services, (6) education for exceptional children, (7) moral and spiritual education, (8) textbooks and instructional materials, (9) program of studies, (10) reading, (11) in-service education of teachers, (12) elementary education.

DIVISION OF SUPERVISION

School Supervision Emphasized

Directing and supervising the organization of instruction in the more than 5,000 schools of various sizes and grades to meet the minimum requirements of the state is the major responsibility of the Supervisory Staff. To perform this function much research and study, planning, reporting, correspondence, conferences, preparing instructional materials and field work is required. During this period, the six staff members engaged with this service have traveled many thousands of miles in the performance of their duties. Approximately 1,200 visits have been made to individual schools. Something over 100 conferences have been participated in and many of these were organized and conducted by the Supervisory Staff.

As a result of this service many schools and school systems have been merged and consolidated into larger and more economical school centers and school districts. Fourteen independent school

districts have been merged into larger units of administration, reducing the number of local districts from 246 in 1947 to 232 at the present time. In forty-four counties, the public schools are now organized under one administrative unit. Examples of the consolidated schools are to be found in such schools as the Central High School in Harrison County, located at Cynthiana; the Glasscock Elementary School and the St. Charles High School in Marion County.

High Schools Given Special Study

During the four-year period, 1947-51, ninety-eight of the 125 high schools approved by the Southern Association of Colleges and Secondary Schools have been specially studied and a program of improvement set up for them. These schools are now following the suggestions presented by the report of the visiting committee and are now making many excellent and needed improvements in which they are taking much pride in the accomplishments. Directions point toward this type of supervision and improvement for all the high schools.

Payment of Out-Of-State College Tuition Continued For Negro Citizens

Generous appropriations have been made during this administration for the purpose of continuing the Out-of-State College Tuition Program for Negro citizens. Although a federal court decision in 1948 opened the way for Negro students to enroll in graduate courses at the University of Kentucky, continuous appropriations have been made to enable a number of Negro students to finish courses started in out-of-state institutions under a law providing for the payment of tuition to out-of-state schools.

This program representing an expenditure of approximately \$75,000 has made it possible for some 200 citizens of the Negro race to complete requirements for advanced degrees without interruption.

Most of these people have returned to the state better trained to serve their race and consequently the Commonwealth as a result of this training. The appropriations made to carry on this program, administered through the Bureau of Instruction, State Department of Education, are a small investment when compared to the returns it brings toward improving human resources. Advanced degrees have been awarded to most persons who participated in this program in business administration, engineering, architecture, education,

science and mathematics, the fine arts (such as art and music), the practical arts (such as home economics, trades, industry and agriculture), religious work, social work, and many others.

Improvement in Library Service Emphasized

On July 1, 1948, for the first time, the Department of Education assumed the financial support for the services of a Supervisor of School Libraries. From February 1, 1947 to June 30, 1948 the program was financed by the General Education Board of New York City. Since July 1, 1948, this program has become a permanent part of the services offered by the Department of Education. In the four and one-half years since the service has been available, the Department of Education has been able to offer direct assistance to schools in improving the quality of existing school library facilities and service, and in inaugurating new services, especially library service to elementary children.

Among the many activities that have been undertaken to effect improvement in school libraries, the following give evidence of being especially significant:

1. Formulation of new elementary and high school library standards

In co-operation with the Supervisor of School Libraries, two committees composed of superintendents, principals, supervisors, and librarians, made the first complete revision of the high school library standards since 1936 and formulated library standards for elementary schools. These were adopted by the State Board of Education on March 18, 1949. Previously, Kentucky had no standards to stimulate the development of elementary school libraries. These new standards have offered an improved yardstick for measuring the adequacy of school library service, and have served as a guide to local school personnel in providing essential library facilities.

2. Preparation of report on annual expenditures for library and supplementary books

Studies showing the expenditures by local school districts for library and supplementary books were made for the school years 1948-49 and 1949-50. In 1948-49, the amount expended from revenue funds for each elementary pupil in average daily attendance was \$0.34; in 1949-50, it was \$0.43. The amount expended from revenue funds for each high school pupil in average daily attendance in 1948-49 was \$1.07; in 1949-50, \$1.30.

While the increased financial support indicated by these studies is encouraging, these expenditures must be evaluated in terms of the minimum annual expenditures of \$1.25 per child that is prescribed by the State Board of Education regulations. In terms of these minimum standards, the expenditures made for library and supplementary books for elementary children are entirely inadequate. The average expenditure in 1949-50 for each high school pupil slightly exceeded the minimum standard, but there were ten school districts that expended no money at all from revenue funds for this essential school service. In this same year, 125 of the 236 school districts failed to expend the minimum requirement of \$1.25 per high school pupil.

3. Preparation and distribution of bulletins and multigraphed materials

In June, 1949, the handbook, LIBRARY SERVICE FOR KENTUCKY SCHOOLS was issued as one of the monthly Department of Education bulletins. Previously, the last library bulletin that has been issued was in 1941.

In the fall of 1948, a periodic newsletter addressed to school librarians was initiated as an instrument through which pertinent information designed to assist them in improving the library service in their individual schools could be disseminated. In addition to this literature, leaflets and other multigraphed materials on various phases of school library organization and administration were developed by librarians in summer workshops and by the Supervisor of School Libraries.

Through the periodic distribution of such materials, some measure of service from the Supervisor of School Libraries has been extended to every elementary and high school librarian in the state.

4. Improvement in qualifications of school librarians

Unquestionably, the shortage of qualified school librarians is one of the major obstacles in promoting the development of school libraries in Kentucky. Because of this, concerted and continuous efforts have been made in the past four years to stimulate unqualified librarians to secure professional library training.

The number of persons enrolled in library training agencies in the state in the past three summers has greatly increased. This is largely the result of the work the Department of Education has done in urging school administrators to encourage

their unqualified librarians to attend school, the materials the Department has disseminated to both administrators and librarians apprising them of the library science offerings that are available in Kentucky colleges, and a limited number of scholarships made possible by grants from the General Education Board for two summer terms. However, the problem of unqualified librarians is such a grave one that improvement is very gradual.

According to the Annual High School Reports, in 1948-49 there were 157 persons serving as part or full-time school librarians in Kentucky public high schools who had had no professional training in library science. In 1950-51, the number had decreased to 139. The records show that, even with the improvement that has been made, in 1950-51 only 196, or 36.6 per cent, of the 535 public high schools in Kentucky were able to meet the minimum standards regarding the library science training of their librarians. It is obvious that continued efforts must be made to effect improvement in this phase of school library service.

DIVISION OF TEACHER EDUCATION AND CERTIFICATION

Better teachers mean better schools. Teacher education is an avenue through which improvement can be made in school leadership, classroom teaching and learning, the teaching profession itself, and the state program of education. This is evidenced by significant achievements in the whole area of teacher education and certification during the past four years.

Training Level of Teachers Highest in History—by a Wide Margin

If educational preparation makes a better teacher, Kentucky schools have this year the best teachers they have had in their history. Kentucky teachers are better prepared today than ever before to guide the education of her childhood and better prepared to train future Kentuckians to think for themselves and to make intelligent decisions on economic, political and social problems of living.

Through the discharge of responsibility of this division, teachers have been stimulated to become better qualified. The median training of our teaching personnel in Kentucky is above the A. B. degree. This means that more than half of all the teachers are college graduates. Of the approximately 20,000 teachers employed in 1950-51,

53.5 percent held the baccalaureate degree or master's degree. This is a remarkable increase over the preparation status of the teaching staff in 1947-48 when the teacher shortage had reached the highest peak and training level a low ebb.

Number of Emergency Teachers Decreasing

The program of certification administered by this division during the ten year period of critical teacher shortage has encouraged emergency teachers to meet full certification requirements. Approximately 1,500 teachers who met only emergency requirements in 1947-48 have now become qualified. The number of emergency teachers employed in Kentucky schools has decreased from 5,300 in 1947-48 to approximately 2,700 for the 1951-52 school year. This is heartening and gives hope for future progress in the solution of the problem of an inadequate supply of qualified teachers.

Authority for Certification Standards Given to the State Board of Education

All certification authority was placed in the Council on Public Higher Education and the State Board of Education by the Legislature in 1950. This was done upon recommendation of the Division of Teacher Education and Certification and is in keeping with the trend all over the Nation. This is a significant step in a long range plan for the teaching profession, in keeping with other professions, to accept responsibility for setting its own standards.

Prestige of Elementary Education has been Raised Through Higher Standards of Certification

A target date of September 1, 1953 has been set by the State Board of Education as the date for placing minimum certification standards for elementary teachers on a par with minimum standards for high school certificates. In 1934 the Legislature set college graduation as the minimum standard for all high school certificates. In 1953 the four year college level will be the standard level for all elementary certificates as well as high school certificates. This is significant since research reveals that high certification standards attract superior candidates for the teaching profession while lower standards repel them. Kentucky is now one of the 25 states that have set college graduation as the minimum standard for all teacher certification. Kentucky is one of the five states that have set five years of college training as the minimum basis for life extension of certificates.

Quantitative Standards Being Raised for Superintendents, Principals and Supervisors

An improved program of preparation and certification of school superintendents, principals and supervisors, based on an eight-year laboratory project has been adopted by the State Board of Education effective September 1, 1952. The over-all aim of this program is improvement of administrative leadership. The program is unique in that the professional, social and cultural competencies of these school leaders were determined by analyzing in actual school situations the scope of the responsibilities and functions of leaders in these positions. The program of preparation and certification designed to develop these necessary competencies was then determined cooperatively by representatives from college staffs, the state department representatives, superintendents, supervisors, and teachers.

Qualitative Standards for All Teaching Personnel Being Improved

During the past four years a series of conferences have been held with representation from colleges, public school systems and the State Department of Education to consider ways to improve the quality of programs of preparation for all school personnel. This is encouraging since it is at the point of quality improvement of teacher preparation, pre-service and in-service, that improvement begins in the quality of teaching and learning programs.

Annual Study of Teacher Supply and Demand of Teachers

This division has participated in a Nation-wide study of teacher supply and demand annually during the last four years. This information has been a significant basis for a teacher recruitment program. Through the work of a state-wide committee on teacher recruitment the 33 colleges and the 232 school systems have cooperated with this division in a program of selective teacher recruitment. An evidence of the success of the program is reflected in the teacher supply and demand study. In 1948 in the 33 colleges in Kentucky, 1,368 prospective teachers completed the two-year or four-year teacher preparation program. This number has increased each year and in 1951 the number had increased to 2,311. The present college enrollments indicate that the supply of teachers will increase each year during the next four years. The gains made during the past four years have paved the way for future increases for the number of teachers becoming qualified annually.

Services of the Division Expanded Through the Employment of Additional Personnel

Within the last year a new position, the Supervisor of Certification, has been created in this division in order to improve services to the teaching personnel.

In-Service Teacher Education Accepted as Integral Part of the Total Program of Teacher Education

The 1950 Kentucky Legislature, upon recommendation of the State Department of Education, enacted a law providing for a state-wide in-service teacher education program and providing, also, funds for the inauguration of the program through the Division of Teacher Training and Certification. This Act may prove to be the most significant piece of educational legislation in a generation. The goal of the program is improvement of teaching through growth of all school leaders—all school personnel. It focuses upon the heart of the school program—the learning program for the child. This program was launched on a state-wide basis on July 1, 1950. A staff of five persons is now working throughout the state in carrying out this program. The program has been under way just one year, but the services provided have been received enthusiastically by total school staffs throughout Kentucky. There is sufficient evidence that the program is providing stimulation and guidance that are creating within the school personnel the desire to improve the quality of teaching and learning. The activities of the program during the past year include the following:

- (1) **Cooperation** with an in-service committee from each of the 33 teacher education institutions in the state.
- (2) **Assistance** given to approximately 75 superintendents in initiating and carrying out local in-service projects. These projects include: service in a testing program; meeting with a total school staff to help set up goals and objectives; assisting in curriculum development; aiding in other classroom and instructional problems.
- (3) **Co-sponsorship** with the University of Kentucky and other professional organizations in the state in planning and putting on a three weeks work-conference in June, 1951, for superintendents, principals and supervisors. Also, participation in numerous other school conferences, workshops and clinics.
- (4) **Co-sponsorship** with the Associated Public School Systems of a Citizenship Workshop in August, 1951, for superintendents, principals, supervisors and teachers.
- (5) **Aiding** educators to work more closely with their communities in developing a better understanding of the purposes of education and in

developing a school program based on needs and resources of the community.

- (6) **Developing** curriculum guides cooperatively with representative committees from school staffs.
- (7) **Assisting** in developing and using a plan of evaluation, with an emphasis upon the use of a testing program only for the purpose of improving instruction.
- (8) **Serving** as consultants and advisers in any other services relative to the improvement of instruction when requested by school officials.
- (9) **Developing** cooperatively with the teacher training colleges and the public schools some general policies, objectives, and basic beliefs to serve as a guide at both the pre-service and in-service levels for the development of a state program of public education.

This program has within it seeds of great promise and has placed Kentucky in a Nation-wide movement of in-service professional growth of all school personnel.

DIVISION OF FREE TEXTBOOKS

Free Textbook Services Expanded

The purchasing and distributing of free textbook materials to the 232 local school districts throughout the state is a major responsibility. It entails the preparation and adoption of regulations governing the operation of the free textbook program, allocating of textbooks to the various local school districts on a fair and impartial basis, and the handling of thousands of requisitions, orders and invoices during the run of the year, all of which must be carefully checked before payment is approved. The auditors and field representatives of the Division of Finance have given generous assistance to the Director of the Division of Free Textbooks in the field work required. These auditors have made nearly 900 visits to the local book depositories during the four-year period from 1947 to 1951. During these visits, provision was made to discard worn-out books unfit for use. Careful inspection was made of the book depositories of which a report was made to the Division of Free Textbooks.

During the four-year period more than 12,000 orders have been placed for over two and one-half million books at a cost of \$2,134,623.39. The appropriation made for the expenditure of free textbooks has been increased from \$500,000.00 in 1947 to \$735,000.00 in 1950-51. The Division of Free Textbooks gave considerable assistance in the preparation of the "Minimum State Courses of Study." It also prepared forms for use in the textbook adoption and booklists for the State Textbook Commission. A textbook bulletin of the 1950

textbook adoption was prepared with regulations and mailed to the different schools of the state.

Contracts for textbook adoptions were prepared, checked and recorded. During this year considerable work was done on "A Suggested Twelve-Grade Program of Studies for Kentucky Schools" by the personnel of this division in co-operation with other divisions of the Bureau of Instruction. "A Source Book on Kentucky Materials" has been prepared. A bulletin on "Instructional Materials" is under preparation.

DIVISION OF HEALTH EDUCATION

Health Education Services for Schools Added

Since the adoption of the Health and Physical Education Code by the State Board of Education in 1948, provisions have been made for the service of a full-time director of health education in the State Department of Education to direct the health services in the public schools. More than 330,000 children representing nearly two-thirds of the pupils enrolled in the public schools have been given complete medical examinations and permanent health records set up for them. Over 106,000 corrections of health defects have been made and follow-up services are being expanded toward making corrections of all health defects. As the health service to schools continues to grow, approximately 80% of the high schools have employed special teachers to direct the health and physical educational program. All school employees coming in contact with school children have been given medical examinations and all persons found to be physically unfit have been replaced. Prospective teachers are now required to have courses in health and physical education as a part of their professional training before being certificated.

DIVISION OF EDUCATION FOR EXCEPTIONAL CHILDREN

The Division of Education for Exceptional Children, within the Bureau of Instruction, was created by the 1948 Legislature. In 1948, and again in 1950, the Legislature appropriated \$70,000.00 for each of the biennial periods. The appropriation is for the purpose of paying administrative and operating costs of the Division and the additional costs of special facilities for instruction to physically handicapped and mentally retarded children in local school districts.

Through stimulation by the State Department of Education, the number of school districts providing special education facilities and receiving reimbursement has increased from twelve in 1948-49 to twenty-one in 1949-50. During the school year ending June, 1951, twenty-three school districts provided special education facilities and received proportional reimbursement for the excess costs of instruction. In 1948-49, approximately 1,200 handicapped children received the benefits of special education facilities; in 1949-50, 1331.33 were in average daily membership in special education programs, and 1708.21 children were reported to be in average daily membership in special education facilities during the school year of 1950-51.

Because of increased teachers' salaries and as the number of children has increased, the proportional amount of reimbursement in percentages has decreased from 46.13% (1948-49) to 22.85% (1950-51) of the total excess costs of teachers' salaries claimed by local school districts providing special education facilities for handicapped children. The total amount of money distributed to local schools in payment of excess costs for the school years 1948-49 through 1950-51 is \$79,420.90.

Four significant steps have been taken to strengthen the program of education for exceptional children:

- (1) A grant of \$1,000.00 was secured from the Kentucky Society for Crippled Children in the summer of 1951 for purposes of financing a six weeks Teacher Education Conference for Teachers of Exceptional Children. The Conference was co-sponsored by the University of Kentucky and the State Department of Education.
- (2) Two departmental bulletins, "A State Plan for the Education of Exceptional Children" and "The Exceptional Child: Helps for the Classroom Teacher" have been published and distributed by the Department. In addition, the Department has taken the initiative in having prepared two excellent mimeographed articles pertaining to the education of children with hearing impairments. Distribution of this informative material was made jointly by the State Department of Health, the Kentucky Congress of Parents and Teachers, and the Department of Education.
- (3) KRS 157.280 requires that school districts having handicapped children enrolled in special education facilities in another district pay tuition to the district offering the educational facilities. In keeping with this statutory requirement, a tuitional contract plan has been put into operation by the Division.
- (4) In accordance with KRS 157.250, the Division of Education for Exceptional Children working jointly with the Division of Teacher Training and Certification prepared regulations governing the educa-

tion and certification for teachers of exceptional children. These regulations were adopted by the State Board of Education, June 15, 1951.

The Director of the Division directs and supervises special education facilities throughout the state, and works toward improving the quality and extent of special education for children with physical and mental handicaps. To further the effective operation of the Division and to provide better service to the local school districts, including more meaningful instruction to children with handicaps, an administrative assistant was appointed to the staff in 1950.

DIVISION OF MORAL AND SPIRITUAL EDUCATION

New Division Organized

The Division of Moral and Spiritual Education represents a new emphasis in the Kentucky program for the education of the whole child. In addition to health education, training for skills, and intellectual growth, the emotional life of children is to be given special attention.

A group of Kentucky citizens, who comprised a Committee on Moral and Spiritual Education appointed by the State Superintendent of Public Instruction, have been developing a program based upon the experiences of classroom teachers. This has been accomplished with the cooperation of the six public supported colleges of teacher-education, and a selected group of the same number of pilot experimental schools.

The philosophy, technique and procedures for the discovery and development of moral and spiritual values in education in public schools had been developed in workshops attended by representatives of the pilot experimental schools. These teachers have, in the process of sharing their experiences, arrived at the following guiding principles:

- (1) Moral and spiritual values are inherent in all learning situations, and in all human relationships.
- (2) The program is one of emphasis on moral and spiritual values resident in every subject taught and should be integrated into the total school program.
- (3) It has always been the responsibility of schools to teach moral and spiritual values and is essential to maintaining and supporting the democratic way of life—"life-good-to-live."
- (4) The public policy of separation of church and state should always be strictly adhered to by public schools.

- (5) The program should grow out of the experiences and experimentation of teachers, school administrators, and pupils, and should be worked out democratically.

The State Department of Education has published bulletins reporting the findings of the workshops. In addition, the workshops have recommended that the State Board of Education encourage a moral and spiritual education emphasis in the public schools at all levels, and that provisions should be made in the structural organization of the State Department of Education for the development of such a program.

In response to the above recommendation the State Board of Education, with the joint financial assistance from the Lilly Endowment, Inc. of Indianapolis, Indiana, and the Lincoln Foundation Inc., of Louisville, Kentucky, a state director of moral and spiritual education has been added to the Bureau of Instruction.

In keeping with the principle of integration in the total school program this division will work with and through the other divisions of instruction to spread the movement to as many schools in the state as possible. An Advisory Committee on Moral and Spiritual Education consisting of educational leaders, and representatives of the Council on Public Higher Education, the Kentucky Association of Church-related and Private Colleges and the Kentucky Congress of Parents and Teachers, a legal counsel, and the Head of the Bureau of Instruction, will guide the further development of the movement.

A first step has been to spread the workshops to the regions served by the public supported colleges of teacher-education, where official summer school courses and seminars were held. One college has undertaken to integrate an emphasis on moral and spiritual values in its entire summer school program. Many local Parent-Teachers Associations provided scholarships to encourage teachers to attend these workshops and are sponsoring school meetings to give further impetus to the movement.

The Kentucky Division on Moral and Spiritual Education is cooperating with the National Education Association to nationalize the movement, and has sent bulletins in reply to inquiries from many states and from Canada, Finland, Japan, Australia and Germany where the democratic way of life is being crucially tested.

In the language of one of the teacher-workshops: "the emergence of these values depends upon the personal dedication, awareness, and cooperation of school administrators, teachers, and

parents; so then the chief objectives of teaching should be toward creative living, faith in God and respect for human dignity." The most important functions of the Division of Moral and Spiritual Education will be to implement this ideal and thus to give meaning to the total educational process.

Bureau of Vocational Education

Four divisions make up the Bureau of Vocational Education, namely, (1) the Division of Agricultural Education; (2) the Division of Home Economics Education; (3) the Division of Industrial and Distributive Education; and (4) the Division of Vocational Rehabilitation. A resume of the activities and accomplishments of this Bureau follows.

DIVISION OF AGRICULTURAL EDUCATION

The Division of Agricultural Education is charged with the responsibility of the agricultural education program in Kentucky on the state level.

Vocational education in agriculture is concerned with instruction for four groups, namely; high-school farm boys, out-of-school young men on farms, adult farmers, and veterans of World War II who have entered the vocation of farming.

The administration and supervision of the program of this division have been greatly expanded during the past four years due to the institutional on-farm training program for veterans. No additions have been made to the regular supervisory staff in agricultural education, but because of the institutional on-farm training program for veterans nine additional supervisors and two auditors were added during the past four years. One of these positions has already been eliminated due to decreased enrollment and at least two additional supervisory positions and one auditor will be eliminated by June 30, 1951. The nine additional supervisors that were added to the program plus the two additional auditors have been paid wholly from funds secured from the Veterans Administration for this program.

The number of people receiving instruction in agricultural education during the four-year period is shown in the table below.

TABLE I

Number of Persons Enrolled in Programs of Vocational Agriculture

Year	All Day		Young Farmer		Adult Farmer		Veterans		Total Enrol.
	No. Depts.	Enrol.	No. Classes	Enrol.	No. Classes	Enrol.	No. Classes	Enrol.	
1947-48	226	8,123	125	2,340	141	2,764	505	12,295	25,522
1948-49	233	9,427	163	2,611	178	2,993	635	14,978	30,009
1949-50	232	10,053	182	2,651	193	3,036	742	18,045	33,875
1950-51	236	10,699	200	2,683	215	3,171	605	13,895	30,488

The Program of vocational education in agriculture is financed by federal, state, and local funds. The table below shows the amount of money expended from each of these sources.

TABLE II
Expenditures for Vocational Agriculture
1947-1951

Year	Regular Program				Veterans	Grand Total
	Federal	State	Local	Total	Program	All Programs Federal State and Local
1947-48	370,474	81,189	383,947	835,610	1,751,688	2,587,298
1948-49	371,304	85,569	373,326	830,199	2,687,220	3,517,419
1949-50	372,264	104,686	399,764	876,714	3,347,169	4,223,883
1950-51	372,401*	97,050	408,000	877,451	3,257,247	4,134,698

*TENTATIVE—All accounts not closed.

The effectiveness of the program of vocational education in Kentucky has been demonstrated by the improvement in the total farming programs of those enrolled in organized classes of instruction. Probably the most striking examples can be cited in the institutional on-farm training program. A few studies of individual classes have been made which show that the increased total incomes from the farm have been doubled and in some cases more than tripled. The farm homes have shown like improvement. The institutional on-farm training program has been largely responsible for bringing about a complete change in the farming in many communities throughout the State. Improved pastures and better livestock are the rule rather than the exception on the farms of persons enrolled in this program.

Table I shows the gradual increase in enrollment in the high-school classes; it also shows the expansion of the young and adult farmer classes. The high-school boy program has improved in effectiveness, particularly in the leadership phase. For the past three years a leadership training course for one full week has been conducted at Hardinsburg, Kentucky, at the F. F. A. state camp. This program has been set up to train the Future Farmers of America officers for each chapter. The results of this training are being reflected in the excellent job being done by the local F. F. A. chapters throughout the State.

During the past year the F. F. A. members have built a \$40,000 swimming pool at the camp and have made plans for permanent improvements at the camp over a period of years which would result in a new auditorium, kitchen, and cottages. This would permit the

camp to be used over a longer period of time and by many educational and farm groups. The financing of this program to date has been done by the boys themselves.

The program of agricultural education in some phase is now being carried on in all but four of the 120 counties. The four counties that do not have programs of vocational agriculture are Harlan, Knott, Letcher, and Martin.

DIVISION OF HOME ECONOMICS EDUCATION

The program of vocational home economics has as its goal to improve personal, home and family living through the training of youth and adults for the vocation of homemaking. The program serves in-school groups through high school classes, the home project program, the home economics student organizations (FHA and NHA for white and Negro home economics pupils, respectively) and through school lunch educational activities. The program serves out-of-school groups through individual help and organized group instruction for young women and adult homemakers and through food conservation courses held in the school community canneries.

Some outstanding accomplishments in home economics education are:

- (1) During the period 1947-51 more individuals were enrolled in home economics education courses than at any other four-year period in the history of the program in Kentucky. The total enrollment in classes for the four-year period was 114,890.
- (2) A curriculum study program has been carried on during the period with emphasis given to developing a better understanding of the developmental needs of adolescents on the part of the teachers and on ways of meeting these needs through the home economics curriculum. Teachers have participated in helping to develop new curriculum guide materials to meet the needs of pupils.
- (3) The total number of home projects completed by pupils in high schools has increased during the four-year period. This increase has shown greater interest in all areas of homemaking instead of just in the areas of foods and clothing. In 1950-51, 31,442 projects were completed.
- (4) There has been a steady increase in the number of FHA chapters and members during the four-year period. In 1950-51 there were 200 chapters and 8,510 members as compared with 141 chapters with 5,326 members during the year 1946-47. Each year activities have been carried out by the organization that encourage girls to take a more active part in improving their own homes, to work as a group for the improvement of home life for others, to develop leadership qualities and to create more interest in the vocation of homemaking and additional training in home economics. In 1950-51 chapters contributed funds which made it possible for the State Association to grant three

scholarships of \$125.00 each, three outstanding FHA members who will continue their study of home economics in a college in Kentucky this fall. During this period there has been evidence of considerable growth on the part of girls in the organization.

School Lunch Program

The goals for the school lunch program are to provide adequate lunches for school children, to develop good food habits, and to improve the nutritional status of children. Some of the outstanding accomplishments during the four-year period are:

- (1) During this period the program has shown a tremendous growth. In 1950-51 the number of children participating in the program was 43.1% greater than the number participating in the year 1946-47. The number of different schools participating in the school lunch program in 1950-51 was 33.1% greater than the number participating in 1946-47.
- (2) A greater number of children in schools having the National school program are participating in the program. In 1950-51, 65.6% of the children in the schools operating the National school lunch program were eating the lunches served.
- (3) In 1948-49, two additional area supervisors were added to the Staff. This made it possible to have three full-time persons working in different areas of the State and one person to be assigned to the State Office to handle the financial part of the program.
- (4) In-service training for local school lunch workers has been given emphasis. The ways in-service training has been provided and the number receiving this training are as follows:
 - a. Summer workshops of a week's duration held on college campuses giving emphasis to problems of the operation of the school lunch program were attended by 526 individuals.
 - b. County and small group conferences with 5,490 receiving training on problems relative to planning and preparing meals, keeping records, etc. were held.
 - c. Visits were made to 1,445 individual schools to work with school lunch personnel on problems relative to the operation of the program.

A follow-up of this in-service training shows that better meals are being served to the children in Kentucky.

DIVISION OF INDUSTRIAL AND DISTRIBUTIVE EDUCATION

The Division of Industrial and Distributive Education is responsible for the following programs:

- (1) General Industrial Education in the high schools.
- (2) Vocational Trade and Industrial Education in Area Trade Schools.
- (3) Vocational Distributive Education in high schools and Area Trade Schools.

The General Industrial Education Program in high schools has remained fairly static during the last few years. However, there is a

trend to increase general shops in the high schools. Approximately 4,500 boys take this shop work each year.

Vocational Trade and Industrial Education is carried on in several high schools of the State for cooperative students working in stores and attending high school. Part-time and evening workers attend classes in the Area Trade Schools.

The Area Trade Schools are located in industrial centers and each serves an area of several counties. Three of these schools are State operated, two for white students and one for colored students. The others are administered by local Boards of Education receiving reimbursement from Vocational funds.

Many thousands of veterans have been trained in the Area Trade Schools since the end of the war for industrial and distributive occupations in the areas covered by the schools. The staffs of these schools have also administered and supervised On-The-Job Training Programs for Veterans where the veterans get training in skills on the job and attend school in the evening for supplementary training. Additional thousands of veterans have benefited by this program which operates under the G. I. Bill of Rights.

The effectiveness of the program of Trade and Industrial and Distributive Occupations Training has been demonstrated by the fact that 75% of those trained get jobs in the occupations for which they are trained and the others get jobs in allied occupations. Because of the Defense Production program and the rapid industrialization of Kentucky, these trades schools are important institutions for training skilled and semi-skilled workers.

One of the new and important training programs offered this year at each of the Area Trade Schools was a training program for School Custodians. A total of 225 janitors attended these conferences. It is expected to continue this training with additional numbers attending each year.

During the last four years the average number of students enrolled per year is as follows:

Day Trade Courses	1,949
Part-Time Apprentice Courses	495
Evening Courses	2,380
Distributive Occupations Courses	9,310
Special Courses for Veterans	2,330
	<hr/>
Total Students Enrolled Per Year	16,464

The program of Industrial and Distributive Education has steadily progressed during the last four years. The financial support comes from the following sources: Federal Vocational Funds, State Vocational Funds, local school board funds and tuition funds received from the Veterans Administration for the training of veterans.

The average expenditures for Trade and Industrial and Distributive Education from all sources is \$1,264,537.34 per year for the last four years.

DIVISION OF VOCATIONAL REHABILITATION

The Division of Vocational Rehabilitation is charged with responsibility of the preparation for employment of the individual of employable age who, because of a physical or mental impairment, possesses an employment handicap, and for assisting him in becoming satisfactorily employed in a remunerative job suitable to his physical capacity and intellectual level.

The activities of preparing, fitting and placing impaired persons in suitable employment are accomplished through the provision of at least two or more of the following services:

- (1) Medical examinations are provided in each case to determine and analyze the disability, in regard to work capacity, the advisability of corrective services and to help in establishing eligibility.
- (2) Individual counsel and guidance are given in each case to assist the disabled person to select and attain a satisfactory employment objective.
- (3) Physical restoration services (treatment, surgery and hospitalization) are provided those cases whose physical disabilities, according to best medical advice, can be returned to employment or be able to secure employment. This service is applicable only to those who are found to be financially unable to provide it for themselves.
- (4) Artificial appliances such as limbs, hearing aids, braces, glasses and wheel chairs are provided clients if these aids will increase the work ability of the individual and if the person is financially unable to provide the appliance.
- (5) Training may be provided the handicapped individual if it is necessary in achieving fitness and readiness for employment. Training is perhaps the key service of vocational rehabilitation since it prepares worthy young disabled persons for lifelong vocations.
- (6) Maintenance, to include the cost of room and board, may be provided clients while they are undergoing preparation for employment, if they are found to be financially unable to provide this service for themselves. This service has been too severely restricted in the past two years due to the increased cost of all services and to the fact that there has been no corresponding increase in monies available to the program.

- (7) Customary occupational tools and equipment may be furnished an individual if they are necessary for his satisfactory employment and if he is financially unable to provide them. Included in this service is the provision of vending stand equipment for concessions operated by the blind.
- (8) Placement in a suitable type of employment is a very important service of the division. In addition to the usual placement services, a special placement and adjustment service is provided the blind by the division's placement counselor, who is himself blind and skilled in placing blind persons in many types of industries.

In the last four years the following results have been achieved:

- a. Number of persons restored, prepared, fitted, equipped and placed in suitable employment which is considered permanent:

1948	858
1949	859
1950	652
1951	768

Total3,137

While the above number was closed out of the case load with services having been satisfactorily completed and with good results, there were also an average of 1,633 others being carried annually in various stages of rehabilitation services.

In total numbers rehabilitated no other four-year period has equalled this record except the period during the recent war when the very important and time consuming services of training, physical restoration and job adjustment were greatly curtailed.

(b) The quality and the amount of physical restoration services have been definitely improved and increased. Better and more readily available services are to be had through the arranging of all-inclusive per diem rates for the division's clients with hospitals strategically located. These services have been further improved by the better understanding of the purposes of vocational rehabilitation among the medical profession. This has been aided greatly by making good use of a Medical Advisory Committee composed of leading and representative doctors from over the State.

(c) During the four year period services to the blind have been improved, and extended, particularly through improved pre-vocational and orientation training for newly blinded adults. This service which is in its infancy, not only in the State but also in the nation, needs further expansion.

With the limited facilities available the division has rehabilitated one hundred sixty-six (166) blind adults in the past four years. Prior to being served by the division, more than twenty (20) per cent of these blind adults were recipients of public assistance.

The saving realized in public assistance payments for this twenty per cent (20%) of the blind would in five (5) years pay the total cost of case services for the 166 blind persons rehabilitated. These services also prevent the remaining eighty per cent (80%) from possibly becoming recipients of public assistance.

Important Data

Recent studies of the 3,137 persons rehabilitated by the division in the past four years reveal the following facts:

- 78% Are below forty-six (46) years of age and therefore, have a very substantial expectancy of working life ahead of them.
- 62% Either never before worked or had only part-time work because of their disabling conditions. The remainder had lost their employment as a result of impairments.
- 11% Of the rehabilitants of the period were recipients of public or private relief before services were provided.
- 50% Of all rehabilitants were dependent upon their families prior to being served.
- \$5,253,976 Annual earnings of the group after rehabilitation services. Purchasing power of this group, along with their tax paying ability, has been increased tremendously.
- \$ 553,386 Total case service cost for the 3,137.
- \$ 103,500 Amount of resultant savings in relief funds annually, by reliable and conservative estimates.
- \$ 75,000 Amount of current annual state appropriation.

Further accomplishments during the last four years upon which no yard stick may be applied for accurate measurement:

The self satisfaction and self respect of 3,137 persons who now support themselves and members of their families. The admiration and esteem which the relatives, friends and communities now have for these 3,137 persons who now care for their own living expenses and share equally as tax payers in the costs of supporting our democracy.

PART III
TEACHERS' RETIREMENT SYSTEM
STRENGTHENED

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Teachers' Retirement System Strengthened

Organically and organizationally the Teachers' Retirement System is not part of the Department of Education. However, the Retirement System plays a role so vitally important to public education and the working relationship between these two separate agencies of government is at such a high level of cooperation, that a statement of the unusual accomplishments of the System for the last four years is included in this report.

The Teachers' Retirement System has prospered during this period, and the interest of the teachers has increased accordingly. Not only have the appropriations of the State been adequate, but several excellent amendments favorable to the teachers have been passed, with special reference to the last Regular Session of the General Assembly 1950.

The overdraft of \$72,000 in the Pension Fund (Allowance Reserve Fund) was changed to a workable balance of \$2,400,000 by a Special grant recommended by Governor Earle C. Clements and adopted by the General Assembly. This is a matter of major importance and probably saved the Retirement System as an effective organization. Since that time more than \$1,300,000 has been paid to retired teachers, yet the balance in the fund today is \$2,600,000 showing a slow but steady growth.

All appropriations for the four-year period (1948-52) amounted to \$8,600,000. This makes the Retirement System actuarially sound. It enables it to meet its present and deferred obligations. Receipts from all sources for 1950-51 are: (1) From teachers, \$1,255,000; (2) from the State, \$1,630,000; (3) from interest on investments, \$400,000. The full reserve basis is reflected in the income from interest. During the life of the System over \$2,000,000 has been collected in interest on investments. Interest will eventually carry half the cost. The average yield July 1, 1947, was 2.47%; July 1, 1951, 2.57%; the income from interest during the last three years was \$1,369,000.

The interest of the teachers is very great now. The amount in their contribution fund (Teachers' Savings Fund) increased \$3,248,000 from July 1, 1948, to July 1, 1951, three years. Now with the \$6,000,000 special appropriation for teachers' salaries recommended by Governor Lawrence W. Wetherby, the teachers will

pay in 1951-52 \$1,455,000, and they are glad to do it. They want to pay in more, not less. They believe in their Retirement System.

The amendments of 1950 made it possible for the teacher to acquire vested rights in the Funds upon teaching thirty or more years. No one but a teacher can fully appreciate the security this gives. Also the age requirement of fifty years was eliminated in permanent disability cases. Thirty-five teachers retired for permanent disability during 1950-51 and are receiving retirement allowances ranging from a minimum of \$320 upward.

Another important amendment allows the teacher to make voluntary unmatched contributions for the purpose of buying an additional annuity at retirement. Boards of Education may assist on this. This will prove to be a very great help.

If all the teachers who are now retired for age and disability were again young and well, they could man the schools of a small Congressional District. In 1950-51, 202 were retired. This is almost 1 per cent of all active teachers.

Their retirement enabled 8,000 children to have a younger and supposedly better trained teacher. This is just one year; the same holds for all years. The children gain as much as the teachers by reason of the Retirement System.

The number of active and inactive teachers with equities in the Retirement System exceeds 34,000. These improvements have had great holding power on the teachers, and together with the increase of \$6,000,000 for salaries, there will not be as great an exodus to war plants as we have previously experienced.

Since June 30, 1948, total assets of the Retirement System have increased \$9.8 million, and teachers have an eye for this. The Secretary of the Retirement System is invited to explain and emphasize these improvements and benefits to thousands of teachers each year, and in this way they know what is being done for them by the State.

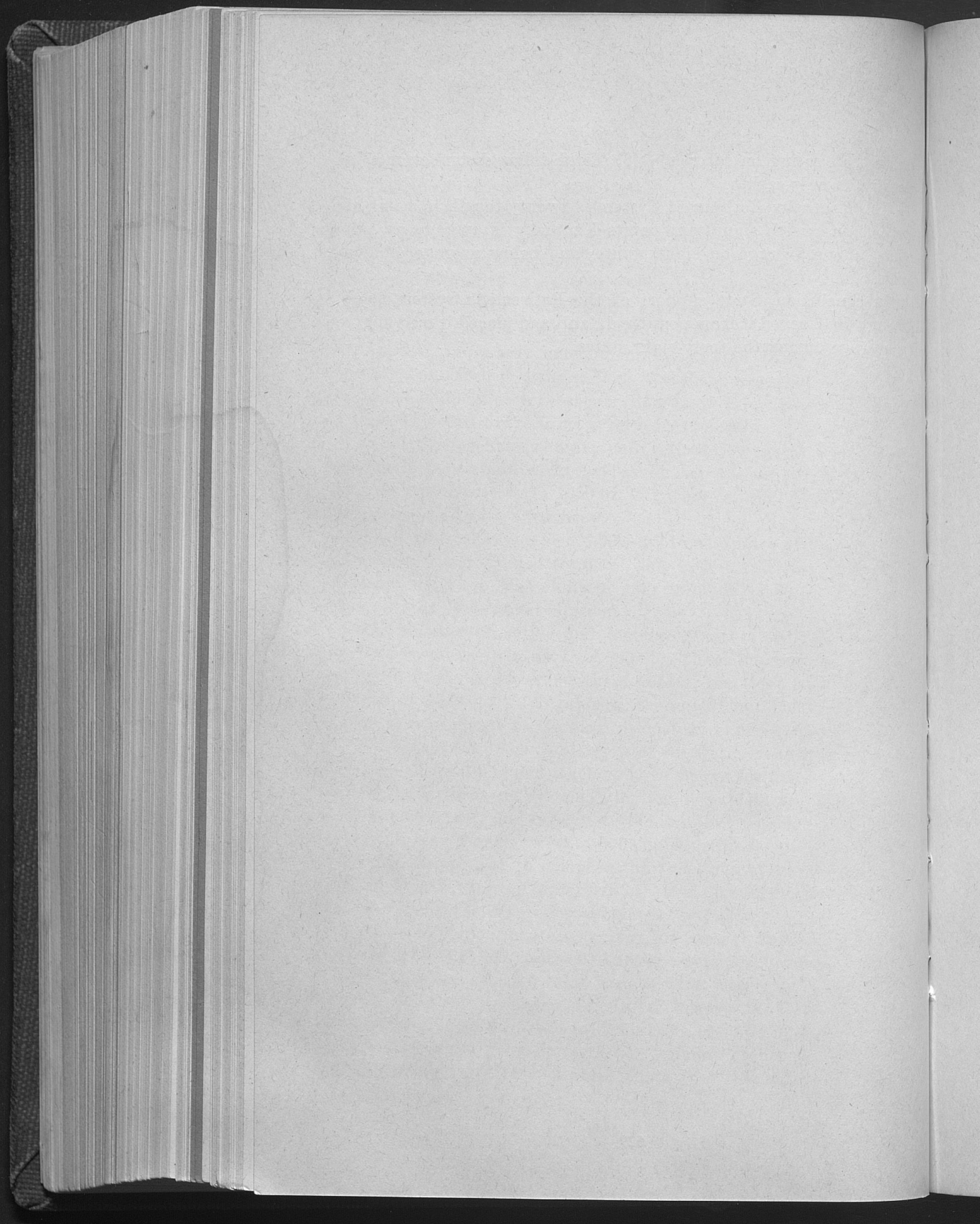
Some people like to compare the functions of government of Kentucky with those of other states. Due to recent amendments and appropriations, Kentucky compares favorably:

(1) As to percent of state support for Reserve Funds, Kentucky ranks fifth from the highest; (2) Ledger assets per member, twenty-fourth; (3) Per cent of total income from interest, ninth from highest; (4) Cost to teacher, fourth to cheapest; (5) Members retired for disability, sixteenth from highest; (6) Administrative cost per member, eight from lowest; (7) Amount of benefits to individual, twenty-ninth from highest (note that this rating is much

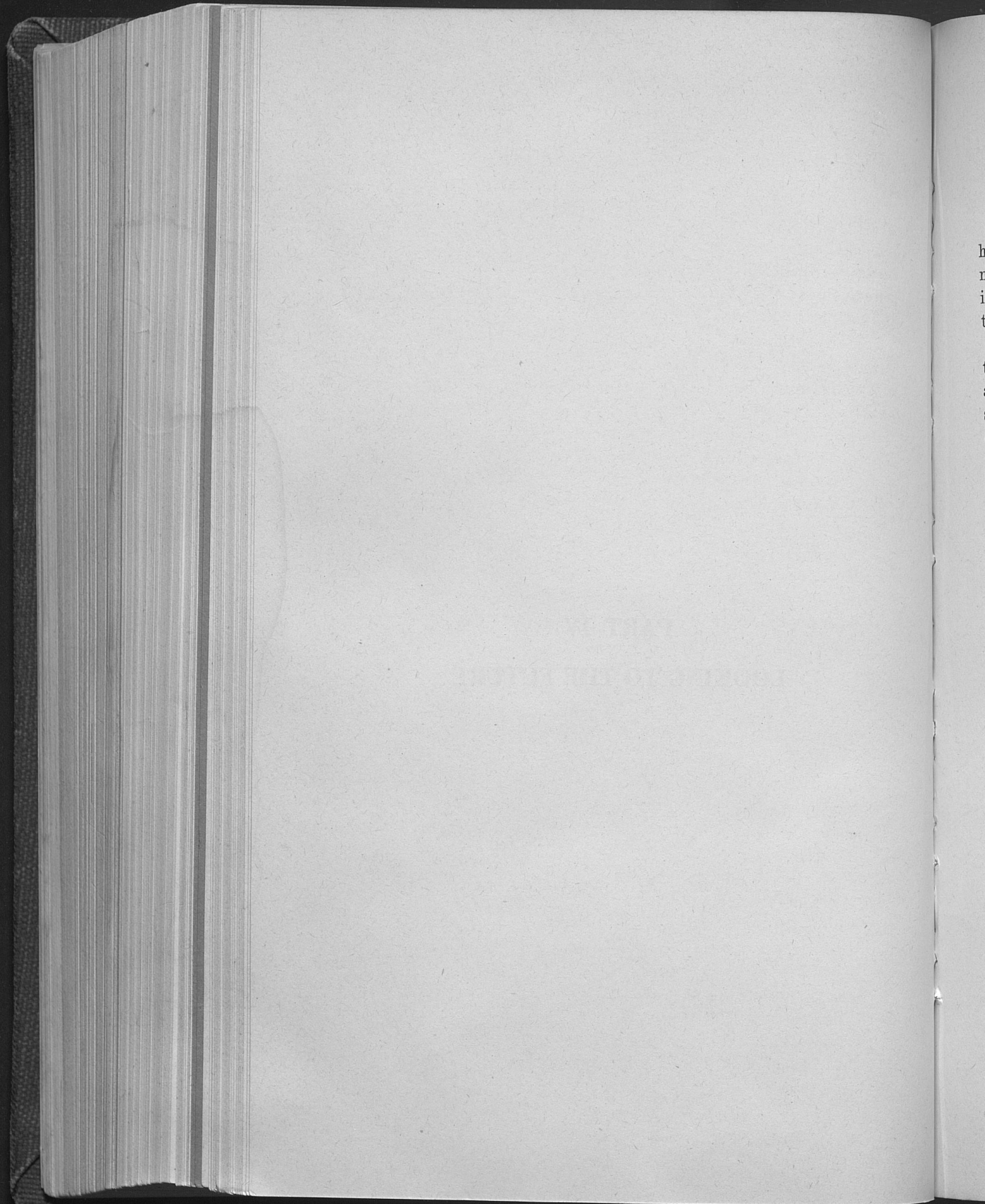
higher than rating on salaries); (8) Total dollar disbursements to teachers, twenty-eighth.

The Kentucky Retirement System is twenty-fourth in point of age, but on twelve significant points Kentucky is average on two points; above average on eight points; and below average on two points.

In conclusion, State support of the Retirement System since January, 1948 saved it from possible default and placed it well above the average among the forty-eight states.



PART IV
LOOKING TO THE FUTURE



Looking to the Future

Progress in education in Kentucky during the last four years has been substantial and significant. The activities and accomplishments outlined here have made a noteworthy contribution to the improvement of the public schools of the state and to the welfare of the people.

Many problems, however, remain which must be met if education is to serve in the most effective way. Some of these problems are accentuated because of outmoded provisions of the State Constitution. Others are aggravated by the low per capita income of our people. These problems are of such magnitude to challenge the best minds for decades.

Attention should be given to these problems:

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

This foundation program calls for a fiscal partnership between the state and the local school district. The key to this partnership is the sharing of the cost of the program in such a way that the burden shall fall upon the people of all districts in an equitable way according to their power to pay taxes. It further demands that the burden of the property tax which supports local initiative shall not be greater than the burden on other types of taxes.

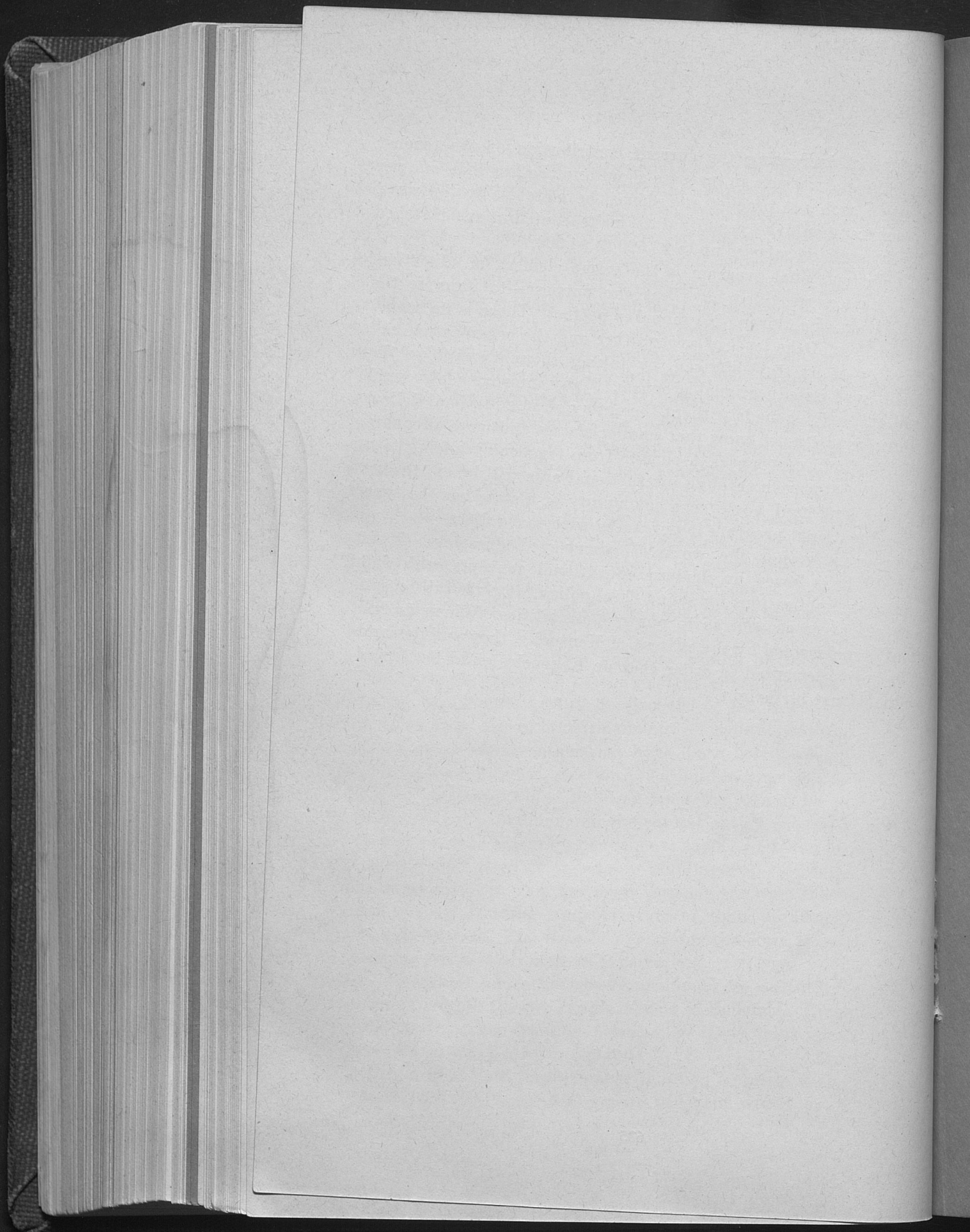
2. The teacher shortage must be met. Ways must be found to encourage the most promising youths to enter teaching. The implementation of the foundation program concept will encourage the best to enter teaching. Consolidation of the more than 3,000 one room schools is a must if a competent teacher is to be provided every classroom.
3. There is need for further reorganization of local school districts into efficient administrative, supervisory and attendance units. Kentucky cannot afford to use its limited financial resources unwisely.

4. The Department of Education should be expanded to provide needed services and leadership to other important facets of the school program. The resources of the Department in the fields of research and public information are limited. Lack of supervision at the state level in guidance and counseling has handicapped the development of these programs locally. Supervision and auditing of activity funds of local schools would provide a valuable service which cannot now be undertaken because of the limited supervisory staff in finance. Areas such as music education, conservation education and audio-visual education need supervision at the state level to enhance their development locally. Special attention needs to be given to the encouragement of the program for the handicapped. Supervision should be given in the areas of speech and hearing and mental retardation.
5. The minimum term length should be extended to nine (9) months. Every Kentucky child regardless of his race, social status, or place of residence should be guaranteed the opportunity to attend school for at least nine months. Every child is entitled to a school term that will enable him to make normal progress year after year.
6. Capital outlay or long-term financing should be further separated from the financing of the current educational program. The rigorous restrictions of Section 158 of the Kentucky Constitution have forced the financing of capital outlay from revenue that would otherwise have been available for the current school program. Section 158 should be amended without delay. The special voted building fund tax should be used to provide revenue for financing the capital outlay program. The superior revenue resources of the state should be taxed to assist in meeting the need for adequate buildings.
7. The rural road program has made possible the consolidation of small schools and the transportation of their pupils to more adequate centers. The time has come for the state to assist in financing the cost of pupil transportation.
8. The vocational education program should be expanded as a means of raising the per capita income of the state. The supervisory and teacher training program in these fields should be increased as the program expands.
9. The most important improvement that can be made with reference to the Teacher's Retirement program would be in the

nature of increasing the current contribution of the teacher and the state. Such an increase should not be less than one per cent in each age bracket and should be matched by the state. Teachers should be permitted to make contributions matched by the state on salaries up to \$3,600 to \$4,000.

10. The instructional program is the prime element in education. All services provided have but one purpose—to improve the education of children. No school is perfect. There is no school regardless of the level of expenditure and the organization and quality of its staff but can, by taking thought, improve the quality of its educational program. Many improvements could undoubtedly be made without the outlay of an additional dollar. But a realist must know that smaller classes and more adequate staffing will cost more. A change from textbook teaching to a realistic approach through instructional aids will be expensive. In the long haul, however, a community or a state has the type of educational program it purchases with tax dollars.

This program is not the work of starry-eyed dreamers. It is practical. It is based on modern educational concepts with full regard to its implications for sound fiscal policy. It gives full regard to our resources as well as to our responsibilities. When its full portent is understood by the citizens of Kentucky, they will demand that it be implemented in order that no Kentucky child be denied his educational birthright.





Miss Martha Jane Livesay
Head, Gift and Exchange Section