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● Commonwealth of Kentucky ●  
**EDUCATIONAL BULLETIN**

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**EDUCATION ON THE  
MARCH**

**A Progress Report**



Published by  
**DEPARTMENT OF EDUCATION**

**JOHN FRED WILLIAMS**  
Superintendent of Public Instruction

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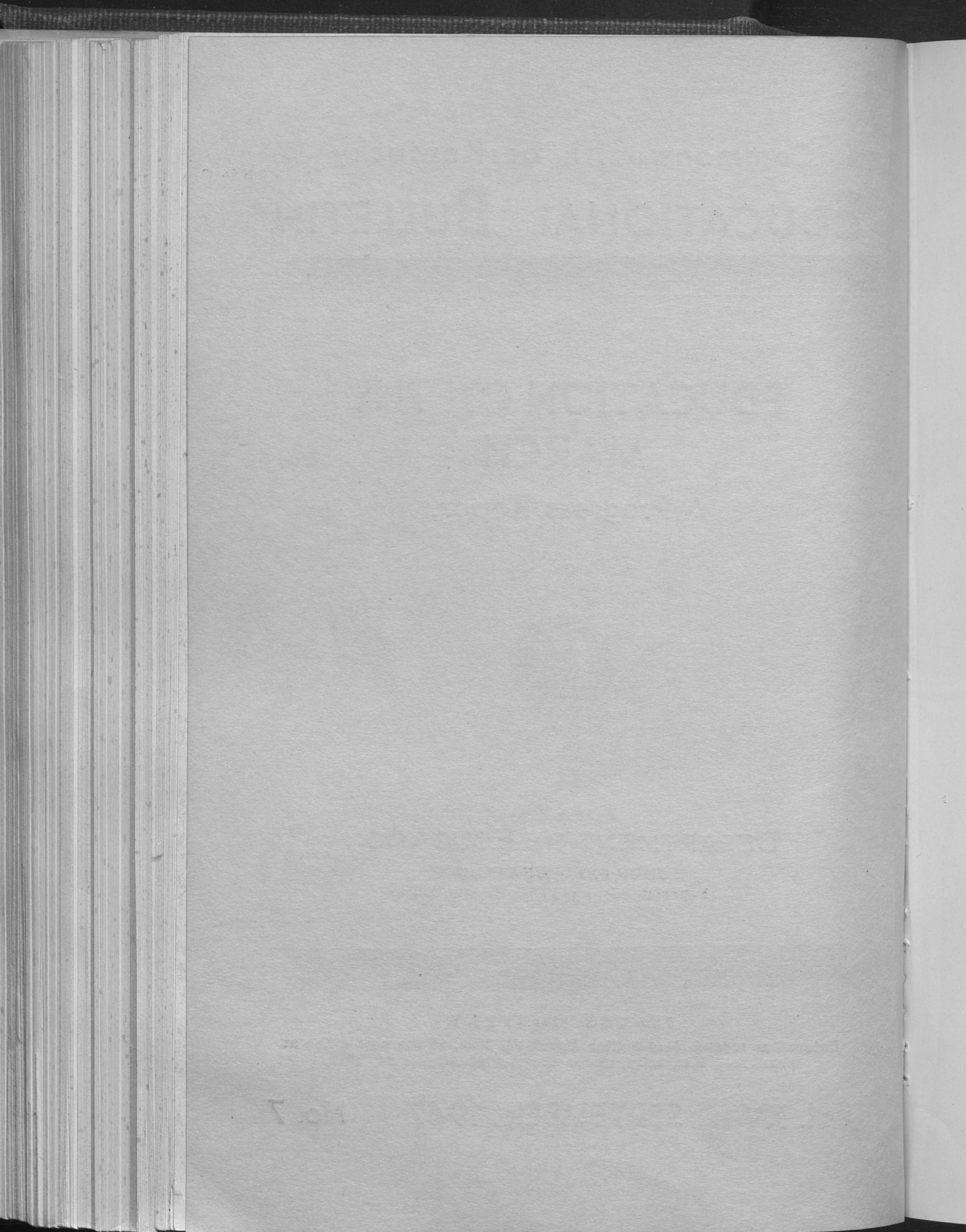
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# EDUCATION ON THE MARCH

A Progress Report

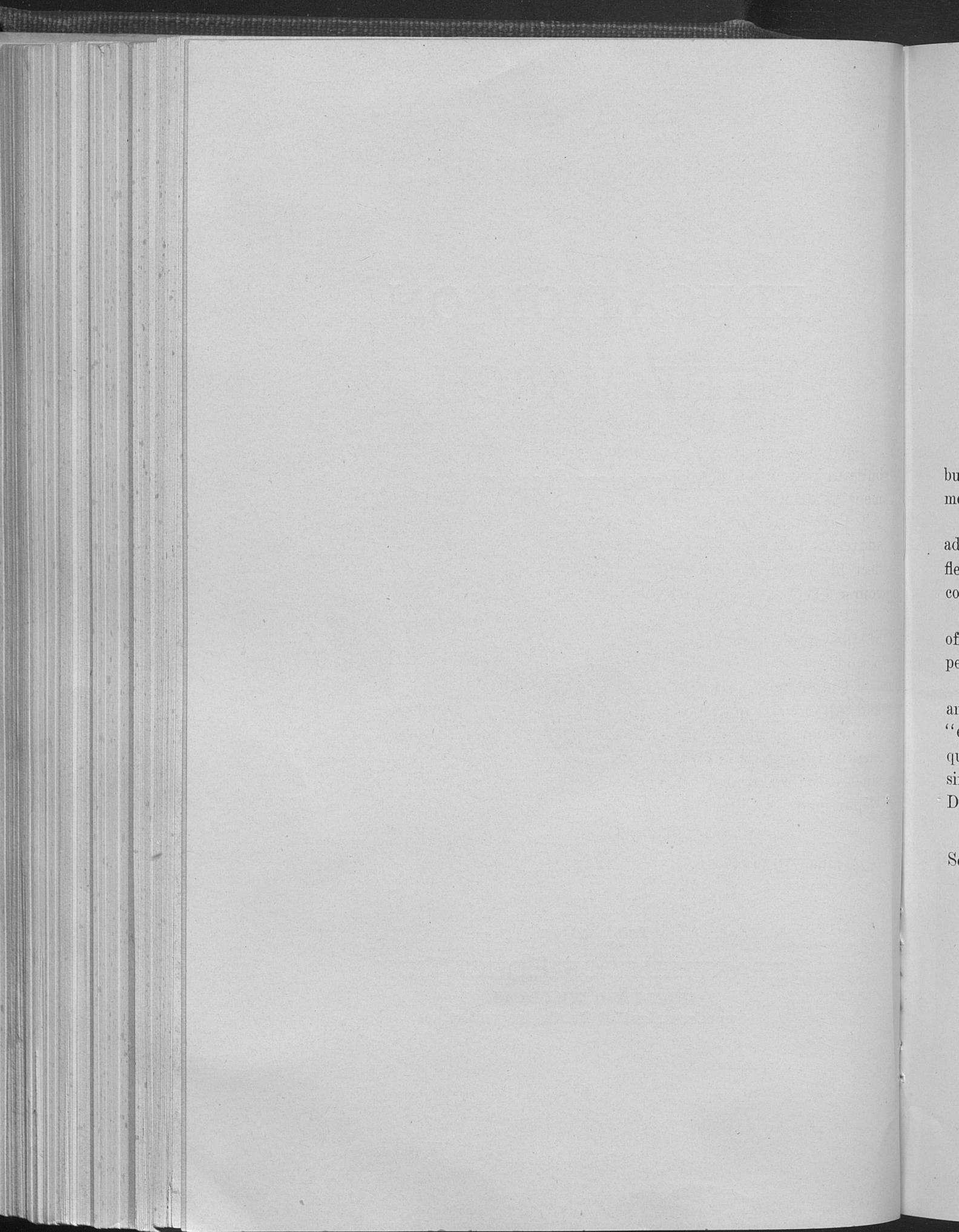


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DEPARTMENT OF EDUCATION

JOHN FRED WILLIAMS

Superintendent of Public Instruction



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## FOREWORD

All agencies need to evaluate progress from time to time. This bulletin presents a partial record of efforts made toward the development of a more adequate state program of education.

Part I of this bulletin contains addresses and excerpts from addresses made by Superintendent John Fred Williams. These reflect his inspirational and courageous leadership which charted the course of progress in public education.

Part II contains a progress report. This report contains some of the significant achievements in education over the four year period.

Under the leadership of Superintendent Williams, all phases and all levels of education have increased in effectiveness, and "education is on the march." For his high ideals and unexcelled qualities of leadership we, his administrative staff, express our sincere appreciation. Gleaning from his writings and reports of the Department, we have prepared this bulletin.

*Staff—State Department of Education*

September 10, 1947



**JOHN FRED WILLIAMS**  
Superintendent of Public Instruction



### TRIBUTE

In tribute to his effective leadership during the first year of his administration as Superintendent of Public Instruction, Superintendent Williams was given the *first* "Award of Merit" of the Kentucky Association of Colleges and Secondary Schools. The selection was made on the basis of outstanding educational service by vote of all members in the Association. The award carried the following citation:

"To John Fred Williams, State Superintendent of Public Instruction, for his outstanding qualities as an educator and leader, his high professional attitude in a political office, his ability as an administrator, his skillful and successful approach to the Legislature and the public generally, his grasp of Kentucky's educational shortcomings, his fearlessness in fighting for greater educational opportunities for our children and for higher educational and financial standards for our teachers, his cooperation with the Association of Colleges and Secondary Schools and other educational organizations, his maintenance of high morale among teachers in the difficult war years, his personal qualities that inspire confidence and produce devoted followers; the Kentucky Association of Colleges and Secondary Schools is honored to present this, its first annual Award of Merit."

## **EDUCATION ON THE MARCH**

**PART I:** Addresses and excerpts from addresses delivered by  
John Fred Williams, Superintendent of Public Instruc-  
tion, January 2, 1944-January 5, 1948

**PART II:** A progress report



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**PART I**

**Addresses and excerpts from addresses delivered by John Fred  
Williams, Superintendent Public Instruction,  
January 28, 1944—January 5, 1948.**

## ADDRESSES

EDUCATION TODAY—Address before the Convention of the Kentucky Education Association, April 1, 1944

STATE LEGISLATIVE PROGRAM—Radio Address over WLAP, Wednesday, November 28, 1945

KENTUCKY'S SCHOOLS ARE ON THE MARCH—Address given to Breathitt County Teachers, July 18, 1946

A NEW CONSTITUTION FOR KENTUCKY—Address before the Fourth District Education Association, Elizabethtown, Kentucky, October 11, 1946

RESPONSE TO WELCOME ADDRESS—Kentucky Education Association Convention, Thursday, April 17, 1947



## EDUCATION TODAY

JOHN FRED WILLIAMS

Superintendent of Public Instruction

Address before the Convention of the Kentucky  
Education Association, April, 1944

Education in Kentucky has made many substantial gains in recent years. Thanks to the tireless efforts of teachers, administrators, supervisors, the Kentucky Education Association, and many other allied organizations, we have succeeded in obtaining many of the prerequisites which are essential to efficient educational service. Our greatest handicap is and has been the lack of adequate financial support. This handicap prevented us from rendering efficient school services in the years before the war and it has caused the impact of the war to be more devastating in its effects on the schools of our state. The situation at present is such that unless an immediate and substantial increase in financial support is made, a complete breakdown in educational facilities in many sections of the state is inevitable.

### Gains Made by Education in Recent Years

In the midst of this war emergency we are prone to overlook the many accomplishments that education in our state has achieved in recent years. These accomplishments at present are overshadowed by the deficiencies which have been made more glaring by the impact of war. However, they represent substantial gains accomplished by the united efforts of the profession with the guidance of intelligent leadership.

### Deficiencies in the Peace Time Period

Despite these notable gains in education, grave deficiencies, as I have previously pointed out, existed before the war in our educational service. We have provided much of the framework for an efficient school program, but we have failed to provide the substance to make it function. As a result, before we entered the war, Kentucky's schools ranked very low in many of the things essential to a good public school system.

The deficiencies in Kentucky's prewar school system may be interpreted by some as an indictment of the teachers and professional leaders of the state. This would be a hasty and unjustified

generalization. Studies in the field of education have shown that, by and large, educational systems of the United States render services in proportion to the money expended for these services. It is my opinion that in many instances we have received better educational service than we have paid for. It is also my opinion that the many deficiencies cited in Kentucky's educational services are directly traceable to our failure to provide adequate financial support. Many local school authorities were stymied in their efforts to provide efficient school service by the lack of things with which to make the wheels turn.

In 1940 the average salary of teachers in the elementary and secondary schools in the county school systems was \$611 or \$11.94 per week when computed on a 52 week basis. With a salary schedule like this, the county systems lost many of their best teachers to more fortunate school districts of the state, to more fortunate school systems in other states, and to business and industry. Many of their best teachers, through loyalty to their local schools, remained. However, finding the cost of living going ever and ever upward, many were forced to divide their energies by finding part-time employment to supplement their meager incomes. Those who continued to devote their full time to the profession found their professional usefulness was hampered by the precarious social and economic positions they were forced to occupy.

When war came, Kentucky's schools were not in a condition to absorb the shock from its impact. Many states felt it necessary to increase the amounts appropriated for the public schools. For example, our sister state of Ohio, which may be said to have had an adequately financed system of schools in peace time found it necessary to make a sizeable increase in its educational fund in order to safeguard its children. In Kentucky, the shock was extremely severe and our children continue to suffer.

During the present school year, 4,020 emergency permits have been issued to persons who do not meet legal requirements for teaching in order to keep schools open for more than one-fifth of Kentucky's school children. Less than 14,000 of Kentucky's 25,000 legally certificated teachers have made their services available to the schools this year.

Teachers' salaries, which were inadequate in peace time, increased only 8 per cent from 1940 until the fall of 1943. The cost of living during the same period increased 22 per cent and in some sections as much as 35 per cent. This salary scale was insufficient to hold emergency teachers. Records show that 60 per cent of the



persons who held emergency permits in the school year 1942-43 did not apply for reinstatement of their permits for the present school year.

Unless we receive a substantial increase in financial support for next year, school facilities in many sections of the state will suffer a complete breakdown. The ranks of qualified teachers will be further depleted. Not a sufficient number of persons meeting the present low standards for emergency permits will be available to staff the schools. Many county superintendents have estimated that at least 40 per cent of their schools would be closed, and that 75 per cent of those open would be staffed with emergency teachers.

It is possible that we shall find it difficult, under the most favorable circumstances, to provide efficient school services next year. We must overcome accumulated difficulties. We must do our utmost for the children of Kentucky today. We cannot neglect them today and salvage them tomorrow. We would only add incalculable difficulties to the post war era, and endanger the future of our democracy.

We need at least \$15,000,000 from the State Treasury for the common school fund for each of the next two years.

We need an increased appropriation for the Teachers' Retirement System in order that the state may match the teachers' contributions, and that the Retirement System may remain actuarially sound.

We need increased appropriations for Vocational Education and Vocational Rehabilitation in order that these agencies may carry on their important functions during the war emergency and in the post-war era.

Although the \$15,000,000 appropriation for the common school fund is of immediate importance, there is a definite need, which will become more acute at the end of the war, for equalization of the maximum tax rates for the various school districts of the state. The problems of furnishing adequate building facilities and pupil transportation can be met only by permitting the people of all school districts to levy a maximum tax rate of \$1.50 if they see fit. This will serve to further equalize educational opportunities among the school districts of the state.

When we obtain a \$15,000,000 common school fund, our teachers' salaries will continue to be far below the national average. We should continue to strive for federal aid for education in order to equalize educational opportunities among the states of the Union.

### Must Justify Increased Financial Support

If increased financial support for education is granted, the profession should improve the educational service it renders to the children of the state. If the Legislature grants our request for a \$15,000,000 school fund (and this amount is small enough in view of present conditions), every member of the profession should feel a solemn obligation to contribute to the improvement of our school service. Local school authorities and teachers should be sure that the people of the state receive \$15,000,000 worth of school service for this expenditure.

We must increase in importance the position of the school in the community. We must enroll and keep in attendance in our schools a much larger per cent of the total number of children in the state. We must improve the quality of classroom instruction.

To improve classroom instruction, we need local supervisory service. Qualified supervisors or helping teachers can help the teachers do a little better the things they cannot do well by themselves. The work of the superintendent has increased to the extent that he has little time to go into the classroom and help where help is needed. The need for helping teachers and supervisors has increased as the teacher shortage has increased. To help equalize the chances of those children who must have emergency teachers, boards of education should set aside a sum sufficient to employ helping teachers and supervisors to work with teachers in the classroom.

We need to increase the staff of the Division of Supervision of the Department of Education so it may integrate the activities of and render more helpful services to local supervisory staffs. State and local supervisory personnel, performing their duties in a democratic manner, can be of immeasurable service in improving the quality of classroom instruction.

In conclusion, may I say that "teaching is larger than all other professions combined. Teachers are pivotal to democracy. Democracy cannot continue to exist without strong, alert, well informed teachers willing to lead". We should not be timid in our requests for public support for our cause. We should meet the challenge to serve better the children of Kentucky in this hour of their extreme need.

Note: Figures quoted in this paper are based on information on file in the State Department of Education.



## STATE LEGISLATIVE PROGRAM

JOHN FRED WILLIAMS

Superintendent of Public Instruction

Radio address over WLAP, Wednesday, November 28, 1945

Today there is a rising tide of sentiment in favor of better education. It is observable in all ranks of life. It stems from the realization that we are entering a new age, an age in which the maintenance of prosperity, and peace, and the preservation of democracy are of basic importance. It is realized that education is indispensable to the attainment of these objectives and that civilization has now become a race "between education and catastrophe."

There is evidence that here in Kentucky more and more people are becoming vitally concerned about education. More and more is there a group consciousness that the work of the schools cannot be overlooked. On every hand we find people who are willing to look at the real issues involved.

They are concerned about Kentucky's low rank among the states in education. Kentucky ranks among the states forty-sixth in the per cent of her adult population who have completed college; forty-seventh in the per cent of those who have completed high school; and forty-eighth in the per cent of those who have completed one year of high school. We rank forty-eighth in the length of school term; forty-third in the per cent of school attendance; and forty-seventh among the states in the amount of money spent per classroom unit. True Kentuckians are concerned about the low estate of education in the Commonwealth.

There is also great concern about Kentucky's low rank among the states in items which measure the well-being of the people. We rank forty-fifth among the states in per capita income; forty-fourth in per capita retail sales; forty-second in per capita output of industries, including farming and mining; and forty-third in the circulation of ten national magazines per one thousand population.

The relationship between education and the well-being of the people in Kentucky is apparent. In general, states that rank high in education rank high in the items which measure the well-being of the people. According to an United States Chamber of Commerce publication: "Education is an essential instrument through which commerce, industry, and agriculture can be expanded in a rising degree."

It is asked what can be done to improve Kentucky's educational program. Movements are now under way in several areas of action to secure more effective use of the resources the profession now has available. The profession in the state is making an organized effort this year to increase enrollment and attendance; to improve health education; to improve instruction in the elementary grades; to improve the high school program of studies; and to develop a better in-service teacher education program.

We have used the increased funds made available two years ago to make some improvements in our educational program. Salaries of teachers have been increased during the past few years from about \$782 per year to \$1,094 per year on the average. The number of school districts with a seven months term has been reduced recently from more than 70 to 45. We have given more attention to health education by the institution of a Division of Health Education. We have begun to attack the problems of instruction through increased staff in state supervision and through the employment of some 80 or 90 helping teachers and supervisors in local school systems. We have improved teaching service by means of in-service programs of education for thousands of teachers.

But additional legislative action will be necessary if substantial improvements are to be attained in our school service. The Kentucky Education Association, the State Department of Education, the Kentucky Congress of Parents and Teachers, and many other organizations have joined in proposing a legislative program which is designed to improve certain glaring deficiencies in Kentucky's public schools. The following program will be submitted for the consideration of the 1946 Legislature:

1. A minimum school term of eight months for every child in the Commonwealth. This is necessary if we are to increase our educational standing. Forty-five of Kentucky's counties now have seven months elementary terms. Retardation is appalling in these districts. An abnormally large number fails to complete a grade in one year. After two, or three or four years of retardation the child drops out of school. The short term is not the only cause of retardation, but it is a major cause, which results in poor attendance. A decent standard of educational service demands a longer elementary school term. If the child in the elementary grades is to have a fair chance, we cannot "short change" him in the matter of term length.



2. We propose a minimum salary of \$800.00 per year for every teacher. This will mean a much higher average salary for all teachers regardless of where they teach.

No school will be a good school unless it has good teachers. If Kentucky is to raise its educational standing, we must retain well trained teachers who are now in the profession and attract young people of caliber and devotion to the profession. One-fourth of Kentucky's present teaching staff are emergency teachers and do not meet minimum standards of training. We shall need to train from five to eight thousand teachers in the near future if we are to meet the needs of Kentucky's schools.

We cannot hope to retain trained teachers now in the profession and attract young people of ability to the profession unless this \$800.00 minimum salary is made to supplement the teachers' salary fund. In one fourth class city in Kentucky this year, the highest salary a teacher with a Master's degree may receive is \$1,500. The garbage collector in that city gets \$1,800. The teacher with an A.B. degree can get three dollars per month more than the assistant garbage collectors in that city. The average teacher's salary in Kentucky is lower than that paid charwomen for scrubbing the floors in federal office buildings.

3. We must make provision for adequate facilities for an efficient and safe system of school transportation through state financial aid. Transportation facilities are not available for many children who do not live within reasonable walking distance of schools, or cannot walk with safety over heavily traveled highways. In many districts, facilities are available but are not sufficient to provide safe and health-protecting transportation. These conditions serve as a deterrent to enrollment and regular attendance, and, consequently, contribute to the influences which are responsible for Kentucky's low rank in education.
4. We propose expansion of the facilities of the State Department of Education, so that there may be employed a sufficient number of trained people to render effective services demanded by the public schools. Many needed services have not been inaugurated and others have been suspended because of lack of financial support. If Kentucky is to improve its educational standing, the Department of Education must be in a position to lead.

5. Improvement in the high school program through curriculum adjustment and cooperative planning in terms of needs of young people.
6. Better facilities for vocational education and vocational rehabilitation. The times call for greater emphasis upon helping people prepare themselves for earning a living.
7. Better method of financing school buildings through a procedure for accumulating a sinking fund. In many districts school plants are overcrowded or are unsuited to house programs designed to meet the needs of the children. In many districts new sites must be purchased and buildings erected. If Kentucky is to have a school program which will raise her educational standing, that program must be housed and equipped on a plane of effectiveness.
8. Better attendance laws. Since 72.58 per cent of the children of school age not enrolled in school, are not in the compulsory school age. An amendment to the compulsory school law should be passed.
9. Better textbook service through provision for local adoptions, thus enabling localities to keep teaching materials so they will meet the needs of their programs more adequately.
10. A minimum salary of \$5,000 for the Superintendent of Public Instruction who is to be my successor.
11. Improvement and expansion of the facilities of the state institutions of higher learning.

To implement this program of improvements, the 1946 Legislature is requested to make the following financial provisions:

1. A common school per capita fund of \$18,000,000.00 to support a minimum school term of eight months and a minimum annual salary of \$800.00.
2. An appropriation of \$2,000,000.00 for districts located in the poorer economic areas of the state.  
(A per capita fund of \$18,000,000.00 and an equalization fund of \$2,000,000.00 are required to guarantee a minimum school term of eight months and a minimum annual salary of \$800.00.)
3. An appropriation of \$500,000.00 to aid pupil transportation.



4. An appropriation of \$125,000.00 to the Superintendent of Public Instruction. (This is a little more than eight-tenths of one per cent of the present common school fund and a little more than six-tenths of one per cent of the common school fund requested for the next biennium.)
5. An appropriation of \$730,410.00 for vocational education.
6. An appropriation of \$100,000.00 for vocational rehabilitation.
7. A permissive tax levy of \$1.50 for each school district of the state. Fifty-six districts now have this privilege. There is no reason why it should not be granted to all other districts of the state. This would enable any local district, when it so desired, to secure funds to provide an educational program for its children more in keeping with the educational program of the surrounding districts. The passage of this measure will make possible, among other things, more adequate buildings, grounds, and equipment.
8. That the city commission of municipalities having municipally owned utility plants shall permit boards of education to share in the net profits of such plants to the extent of the yield of the school levy on the book value of such properties. This is necessary to restore revenues lost by the board of education from the tax-paying corporations which originally operated utility service.
9. An increase of approximately fifty per cent in the pre-war appropriations for the institutions of higher learning.

This state legislative program is not a cure-all for Kentucky's educational ills, but, taken as a whole, it does represent a reasonable and significant step toward the attainment of a minimum goal in education in Kentucky. Can we afford to take this step? In reply to this question, I should like to quote from a columnist in one of the state's small city newspapers. He said—"Can we afford to make our public schools as good as those in any other state? Why, bless you, we can't afford not to."

It is said that too much emphasis has been given to a comparison of Kentucky's program to those of other states. This would be true if it were a mere matter of keeping up with the Joneses, but far more is involved. The future economic, cultural, and political development of our state is at stake. Involved, too, is the ability of our children to compete in the future on a comparable basis with the citizens of other states.

Kentucky is a great state, rich in tradition, celebrated in song and story. It has coal, oil, gas, forests, soil—important natural resources which are essential in making a great state—but people are its greatest resources. But the people must be educated. “All the children of all the people” must be educated. Education is power. Education is an instrument through which commerce, industry, and agriculture can be expanded in rising degree. Education pays. We must use education to build a better Kentucky.



## KENTUCKY'S SCHOOLS ARE ON THE MARCH

JOHN FRED WILLIAMS  
Superintendent of Public Instruction

Address given to Breathitt County Teachers, July 18, 1946

We have heard much talk in the last two years about Kentucky's low rank among the states in education. We have heard much about low salaries for teachers, poor attendance, short school terms, inefficient, and uneconomical school organizations, deficient courses of study, and a lack of suitable buildings, grounds and equipment. A search light has been turned on Kentucky's schools and their inadequacies and deficiencies have been mercilessly ferreted out and exhibited to the public.

It was said and is still being said that such publicity is detrimental; that it creates a feeling that there is no hope for Kentucky's schools; and that it has served to discourage young people of devotion and caliber who would enter the teaching profession. Since members of the profession have taken the lead in the movement to advertise our deficiencies and point out our needs, it is said that they have erred; that they could not afford to admit their low estate; that to do so amounts to self abnegation, and self humiliation; and that a defeatist attitude is fostered in the profession.

There is something to be said for these points of view. Nevertheless, I am glad that the movement to publicize our deficiencies and needs did take place, and I am happy that members of the profession took the lead in the movement. It is true that defeatism and despair resulted, but out of defeatism, despair, and gloom some of the most constructive movements of history have been born. Out of the theme, "Kentucky ranks 47th in Education," has come the slogan, "Kentucky's schools are on the march," and there is evidence that this is not a paper slogan.

There is ample evidence that the people of Kentucky are on the march; that they want better educational opportunities for their children; that they respect the profession for its frankness in pointing out the deficiencies and needs of the schools; and that they will not be satisfied until their children have educational opportunities which approximate the average available to the children of the nation.

The people through their elected representatives have since January, 1944 increased the common school fund from 10 to 18½

million dollars and to 19½ million dollars for the school year 1947-48. The people through their representatives have increased the school term from 7 to 8 months for 72 of Kentucky's counties so that this year every elementary school child in Kentucky may have the opportunity to attend school for at least 8 months. They have made provision for increased financial support for education from local sources. They have increased financial support for the University of Kentucky, and the four state teachers' colleges, for the State Department of Education and for vocational education. In short, the people have increased support for all levels and phases of education in Kentucky. The people are on the march. They are willing to follow the profession in its efforts for better schools in Kentucky.

There is ample evidence that the profession—teachers, administrators, supervisors, and boards of education in Kentucky are on the march. They are earnest in their efforts to translate gains into improved educational opportunities. The slogan, "Kentucky's schools are on the march," is being translated into action. The principal and faculty of every high school in Kentucky are re-examining their programs and are this year formulating a specific high school philosophy and are building a program to comport with this philosophy and meet the needs of the young people to be served. The attendance and enrollment problem is receiving special attention everywhere. In service training of teachers, and improvement of instruction are being emphasized. Sincere attention is being directed at many places in the state to uneconomical and inefficient units of school organization on the elementary, high school, and district levels. The profession is on the march.

But we must be realistic about the progress we are making. We cannot afford to become enshrouded in a cloud of false optimism. We have much to do and a long way to go. We must continue to point out our weaknesses and needs and at the same time give evidence of constructive improvements in these areas. We cannot do what ultimately needs to be done with the increased support recently made available. In fact inflation has gone a long way towards neutralizing our financial gains. But in spite of this we must come to the realization that we can expect additional support only as we demonstrate our ability to achieve tangible improvements in the many areas where our deficiencies exist.

In attacking some of our problems we shall need all the courage we possess. Fundamental progress often runs counter to tradition. If Kentucky's schools are to march forward opposition will be en-



countered from sincere people who favor educational progress but do not want violated their attachments to organizations and procedures to which they have been accustomed. In revising our curriculums on the elementary, high school, and teacher training levels to meet present and future needs, and in our efforts to eliminate inefficient and uneconomical units of organization on the elementary, high school, and district levels, we shall encounter frequently strong ties to the past, and excessive praise for past forms and procedures. But in these times we cannot afford to exhaust our energies in praising the past; we must use our energies in doing "for the future what the past has done for us." Real progress has always been achieved in this manner.

You have heard it said that you cannot have a good school unless there is a good teacher and that if you have a good teacher you cannot have a poor school. I believe this is true. All other positions in our school organizations from the U. S. Commissioner of Education to the district helping teacher are important and, in my opinion indispensable, but they exist for the purpose of helping the teacher to conduct an effective program of learning. The teacher occupies a crucial position. As Kentucky's schools march forward, the teachers will assume and discharge tremendous responsibilities.

Walt Whitman placed the teacher on the same level as a poet. He had rigorous requirements for the position which should challenge and inspire us as we march forward today. He said:

"Are you he who would assume a place to teach or be a poet  
here in the States?

The place is august, the terms obdurate.

Who would assume to teach here may well prepare himself  
body and mind,

He may well survey, ponder, arm, fortify, harden, make lithe  
himself.

He shall surely be questioned beforehand by me with many and  
stern questions.

Who are you indeed who would teach or sing to America?

Have you studied out the land, its idioms and men?

Have you learn'd the physiology, phrenology, geography, pride,  
freedom, friendship of Land? its substratums and objects?

Have you consider'd the organic compact of the first day of the  
first year of Independence, sign'd by the Commissioners,  
ratified by the States, and read by Washington at the head  
of the army?

Have you possess'd yourself of the Federal Constitution?"

James Hilton, the author, recently paid a tribute to the importance of the teacher. He said: "The men in uniform are coming home, having finished the gigantic job they set themselves; but it is only part of the job that has to be done. They have left an even bigger job to the soldiers of the future. Before you read a sinister note into that statement, let me explain. Those soldiers of the future are not in uniform. They are never drafted. They carry no arms. Yet today they face a task as difficult as the Normandy landing, and one in which the penalties of failure are just as grave. They are the teachers . . . in a world that has so much to learn, and so little time left for learning."

A young sailor who had participated in some of the bloodiest fighting in the Pacific said in the *Atlantic Monthly* recently: "Ignorance is the cause of this whole bloody mess. I am going to prepare myself for teaching and help to do something about it."

These statements inspire us to quicken our pace. They strengthen our determination to perform better, this year, the traditional duties which are applicable today and to attempt to meet our obligation to the community and the world. We are challenged today to make the school a functional community center and to take cognizance of our obligation to train for world citizenship. To make desirable progress we must meet this new challenge.

You have heard the terms "school lobby" and "special interest group" applied to the school people of Kentucky. I do not like the implications of these terms. As school people we can have no interest that is not compatible with and inseparable from the best interests of all Kentuckians. And still I suggest that we need a stronger profession if Kentucky's schools are to continue their march forward. We do not need or want strength to promote any selfish ambition or special interest, but to render better, genuine, professional service.

During the past five years we have lost more trained teachers than have entered the profession. At present our teacher supply is low. To meet this situation we have organized a state wide recruitment program. Our experience has taught us that teachers themselves are the best recruitment agents. By their action they recruit young people into or out of the profession. My friend and predecessor, the late Jim Richmond, told a story about the conversation of a group of men in the smoker on a railway train. The conversation turned to their work. One announced that he was business executive, another a lawyer, and another a banker. The three took considerable pride in their announcements. The fourth



member said reluctantly and apologetically, "I am just a teacher." He should have said with pride and confidence, "I am a teacher." My business is making executives, lawyers, and bankers. As teachers here in Kentucky, we must be proud of our profession. We must grow strong by rendering effective service. By our service and the positions we make for ourselves in the community we must command the respect of people, young and old. We must make the profession strong by making it attractive and thereby attracting able young recruits. This we must do if Kentucky's schools are to continue their march.

There is one immediate overall and overwhelming reason why Kentucky's schools must be on the march. Our Democracy's continuance depends on its effective functioning. I know you will contribute your part to the preservation of Democracy through education.

## **EDUCATIONAL PROGRESS AND A REVISED CONSTITUTION**

Proper development of an adequate system of education in Kentucky depends upon a modification of our 1891 Constitution. Progress in education in Kentucky has been hampered by constitutional restrictions. This was pointed out over twenty years ago in the report of the survey made by Griffenhagen and Associates. This need was pointed up again in the recent Griffenhagen report. Eighteen recommendations in the 1947 Griffenhagen report call for constitutional changes.

Proper distribution of financial support for local school systems and equal opportunities for all Kentucky children demand that our present Constitution be revised. Both the Kentucky Education Association and the Kentucky Congress of Parents and Teachers have repeatedly urged the calling of a constitutional convention to revise the Constitution for the major purpose of equalizing educational opportunities.

Superintendent Williams vigorously supported the move for a constitutional convention from the time of its incipency. He exerted efforts, both in writing and from the platform, to encourage the people to vote for calling a constitutional convention. One of his best statements was made before the Fourth District Education Association on October 11, 1946, at Elizabethtown, Kentucky. As his address on that occasion sounds a note of progress and shows further possibilities for advancement in education in Kentucky, it is included in this Bulletin.



## A NEW CONSTITUTION FOR KENTUCKY

JOHN FRED WILLIAMS

(Address before the Fourth District Education Association,  
Elizabethtown, Kentucky, October 11, 1946.)

The General Assembly of Kentucky has at two successive sessions (1944, 1946) passed a law providing for submission to the voters of the State the question of whether we shall have a convention to revise our present State Constitution. Consequently at the general election in November, 1947, the people of the State will decide this question. All over Kentucky wherever people assemble this question is being discussed. I sincerely hope that it will be so thoroughly discussed in every community that every citizen of the State will be fully aware of the issues involved in this decision. I sincerely believe that it is important to the present and future of our State that the voters answer this question in the affirmative.

As we discuss and vote on the question of a constitutional convention, we are carrying on a well established Kentucky tradition. And if we decide by our votes that we want a new constitution, we shall be keeping a Kentucky tradition. Kentuckians have always been willing to revise their charters of government when they have become convinced that the best interests of their state will be served.

Before Kentucky became a state, strong ties existed between the citizens of the District of Kentucky and the State of Virginia. But when it became apparent that the progress and development of this area could be promoted better by organizing a separate state, the citizens of the "Great Meadow" did not hesitate to disregard sentiment and request separation from Virginia.

Kentucky was admitted to the union as a state in 1792, and in that year its first state constitutional convention convened and drafted the first constitution. This charter provided for the appointment of the Governor and the members of the state senate by electors, who were in turn elected by the people. The electoral provision seemed adequate and suitable at the time. However, the state senate developed a tendency to reject measures approved by the House of Representatives and by the people. Toward the turn of the century the people wished a state government more responsive to popular will, and a second constitutional convention was proposed. No doubt the proponents of the electoral system made sentimental appeals to the people to support the retention of their

constitution under which Kentucky had started its existence as a state. But the people realistically decided that Kentucky's growth and development could be promoted better by a more responsive state government. So Kentucky's second constitution was drafted and adopted. It was Kentucky's fundamental law from 1800 to 1850.

The second constitution seemed adequate and suitable in 1800, but developments during the first half of the nineteenth century convinced the people by 1847 that it was unsuited to the changed conditions. Phenomenal population increase in the state caused dissatisfaction with the constitutional provision fixing the distribution of representatives on the basis of conditions in 1800. The authorized courts were inadequate to handle the volume of litigation of an increased population and an expanded economy. The extension of the public school movement in the 1840's created a demand for a constitution that clearly authorized a public school system for the State. The Jacksonian philosophy, with its emphasis on wide and direct participation of the people in their government, created widespread dissatisfaction with the constitutional provision granting the Governor power to appoint practically all state and local officials for life. The people were convinced that the constitution of 1799 was inadequate and unsuited to existing conditions. Sentiment for this fifty year old document and fear of a change did not prevent them from drafting a new constitution in 1849.

Kentucky's third constitution served as the charter for its state government from 1850 to 1891. Its provision sanctioning slavery was rendered inoperative by the 13th amendment to the Federal Constitution following the Civil War. Its lack of conformity with the Federal Constitution was one of the strong factors which influenced eventually the decision to call the convention of 1890 to revise the constitution in keeping with changed conditions. The resulting document is our fourth and present constitution.

It is plain that Kentuckians through the years have firmly established a tradition to disregard sentiment when convinced that their constitutions impede progress. The limitations and requirements of our present constitution were fixed in the light of conditions in 1890-1891 and many are unsuited and inadequate to the exigencies of modern living. They tend to prevent effective state government in the atomic age and consequently retard the growth and development of our state. I sincerely hope that the voters in November, 1947, will follow the example set by Kentuckians in



1792, 1799, 1847 and 1889, and authorize a convention to bring their constitution up to date.

In fact twentieth century Kentuckians are already laggard in this respect. We have already waited six years longer than Kentuckians ever waited previously to revise their constitution. This point is given added emphasis when we consider that the changes in our society in the twentieth century have been more extensive and cataclysmic than in any previous period. A revolution has occurred in our way of thinking, living and working. Furthermore our present constitution is longer than any previous one and contains more specific restrictions and limitations, which were made in the light of conditions and views at the beginning of the "Mauve Decade."

The framers of our present constitution, assembling at Frankfort in September, 1890, lived in a world that would seem strange indeed to us in 1946. They assembled at the beginning of a period which was to be called the "Mauve Decade" and the "Gay Nineties." Queen Victoria was on the throne of England. Benjamin Harrison was in the Whitehouse. Buffalo Bill was in his heyday as a wild west entertainer. John Fox, Jr., was just beginning to write sensational stories about the strange life in the isolated Southern Appalachians. Lillian Russell was at the peak of her career and two years later was to popularize the song, "After the Ball is Over." Transportation facilities were limited to horse and buggy, stagecoach, steamboat, and slow train. As the delegates converged on Frankfort they saw no filling stations, radio stations, moving picture shows, or airports. The automobile industry was unborn. Henry Ford had not made his first road test. Aviation was still fantastic; Samuel P. Langley's work in this field was scarcely heard of; and the Wright Brothers had not completed their first glider. The radio was yet a dream. Two years after the opening of the convention, Alexander Bell opened the first telephone connection between New York and Chicago. Mass production in industry and mechanized farming were to come much later. A long series of scientific and technological developments, culminating with the splitting of the atom, was to change this victorian world beyond recognition. The detailed limitations which this convention produced and which seemed suited to that period were to become repressive and deterrents to progress in the twentieth century.

Perhaps it is well to state here that comparison of the state with the Federal Constitution in age, service and excellence is no more apt than comparison of a constitution with the Bible. The Federal instrument is a framework of broad principles which seem to be age-

less. Most state constitutions, because of the broad extent of state power, contain numerous restrictions. These restrictions are in the nature of legislation in the instrument. Legislation becomes antiquate and obsolete very quickly as times change. Therefore new state constitutions are necessary periodically.

I should like to give one clear, simple, and tangible illustration of the specific limitations in our present constitution which may have been satisfactory in 1891, but, because of changed conditions, are repressively restrictive today. Section 249 of the present constitution limits the number of employees of the House and Senate. It is explicitly stated that the House and Senate "shall not elect, appoint, employ or pay for" more than one Door-Keeper for each house. In 1890 the General Assembly met in the Old State Capitol at the intersections of Broadway and St. Clair streets in Frankfort. Since there was only one door to each chamber in which the House and Senate met, this provision was suited to the conditions as they existed then. But with time conditions have changed. In the New State Capitol, the House chamber has five doors and the Senate three. The General Assembly has to resort to subterfuge to secure sufficient doorkeepers to conduct its sessions. This, although a minor anachronism, is an exemplification of numerous obsolete restrictions which today are impeding political growth and efficiency.

This predicament is illustrative of many conditions brought about by limitations that were applicable in 1891, but are out-moded today. The people may want to continue limiting the number of employees of their General Assembly, but they will most certainly want to raise the limitations to comport with present needs. The people of Kentucky may want their next constitution to be as long as the present one and to contain as many limitations, but they will certainly want all these limitations brought up to date. They will want also their new constitution to contain usable and effective methods of amending and revising.

Our present constitution (Section 113) limits the membership of the Court of Appeals to seven. This requirement, no doubt, was reasonable in the nineties, but it is out-moded today. Seven judges cannot discharge the present volume of litigation. The Legislature, forced to subterfuge by the constitution, has created the offices of Commissioners of the Court of Appeals. The commissioners do the work of judges, but necessarily lack the authority to vote on decisions. Kentuckians, no doubt, will want to continue to limit the number of courts and the membership of them, but they will want this limitation brought up to date.



When the convention met in 1890, the state public school system which the delegates knew was glaringly spotted, largely under local control, and was meager in scope in comparison to our public education program today. Then the public school system consisted of approximately 7,000 elementary schools, 18 high schools, one institution of higher learning for whites and a state normal school for the colored. There were approximately 8,000 public school teachers, two hundred and ten of whom were normal school graduates. The minimum term length was three months; the average term length for the state was five months. Thirty-four per cent of the school buildings of the state were log structures. Only 49 per cent of the children in the school census were enrolled in school, and only 26 per cent on the average were in attendance. The average salary for county teachers was \$35 a month or \$175 a year. Lunch programs, transportation programs, vocational education, and high school programs for the masses were practically nonexistent.

Today we have 18,000 teaching positions in our common schools. The high school program has become a part of our common school program. We have 601 public high schools in the state. There are the University of Kentucky, the four state teachers' colleges, and Kentucky State College for Negroes on the higher educational level. We have 13 area vocational schools. Our minimum term length is eight months. Our average annual teacher's salary is \$1400. Seventy-eight per cent of our census children are enrolled in school and on the average 69 per cent are in attendance. More than 11,000 young Kentuckians are enrolled in the white public institutions of higher learning as compared with a peak enrollment of 500 in 1890. We are spending approximately \$59 per census pupil of state and local funds today on our common schools as compared to \$3.25 in 1890. Public education is a 50 million dollar business in 1946. It was a 2½ million dollar business in 1890.

The constitutional limitations which were suited to the system of public education in 1890 are out-moded today. Provisions of our nineteenth century constitution hamper educational progress and prevent the development of an efficient program of public education throughout the state. Kentucky has not been permitted to keep pace in education with most of the states of the union, in spite of the eagerness and zeal of the people. What provisions hamper our educational progress? Here are three notable examples: the limitation on the distribution of our common school fund; the provision regulating the election and tenure of the Superintendent of Public Instruction; and the five thousand dollar salary limit.

The provision regulating the distribution of the common school fund was reasonably satisfactory in 1891. Today, even with an amendment, it restricts the growth and administration of our common schools. It hampers and jeopardizes the distribution of Federal and state funds for vocational education and for other special purposes. It prevents the establishment on the common school level of special area schools for the handicapped and for minority groups. It prevents the adoption of more modern, efficient, and economical programs of distribution. The people, I believe, will want limitations in their next constitution on the distribution of their common school fund, but they will want limitations that are in keeping with conditions and the best practices today.

The present constitution requires the Superintendent of Public Instruction to be elected by popular vote at the same time that the Governor and other state officials are elected, and makes him ineligible to succeed himself. In effect he is required to run for office on a partisan slate. If election by popular vote is to be continued, he should be elected on a non-partisan ballot. I think serious consideration should be given to making this office an appointive one. If the appointment method is chosen, appointment should be made by a state board of education which is elected by the people or appointed by the Governor for long terms of office. The Superintendent of Public Instruction, who should not be and seldom is a partisan, should be permitted to succeed himself if he is rendering satisfactory service. (The present Superintendent of Public Instruction would not benefit by this change.) The change of Superintendent of Public Instruction every four years has served to deter continuous development and administration of an effective state program of education.

The \$5,000 salary limit for all state officers and employees except the Governor was a reasonable limitation in 1891; but, today, it is very detrimental to effective public service. Public education and many other departments of state government are hampered by this provision. In the last few years many staff members in our public institutions of higher learning have accepted positions at salaries in excess of five thousand dollars in other states. A science professor in one of our teachers' colleges demonstrated superior ability in his field. His work came to the attention of leaders outside of the state. As a consequence, he was offered a salary in excess of \$5,000 and accepted it. The head of the science department in one of our teachers' colleges, who was receiving a salary of \$4,100, was offered this year \$6,000 a year to teach chemistry in a junior college in a northern state. Some remain out of loyalty to Ken-



tucky in spite of attractive offers. Many, many go, however, and Kentucky's youth suffer as a result of their departure.

The limitation of officials at the top to \$5,000 is hurtful to Kentucky; in fact, it is becoming disastrous. But this is not the most damaging effect. Only 54 people out of 11,000 state employees draw \$5,000. They are department heads, specialists, and heads of state institutions. Human nature has determined that in an effective administrative organization the division head draws less salary than his superior, the department head; that the section head draws less than his superior, the division head; and so on down the organization line to the janitor who sweeps the floors and washes the windows. The janitor at the other end of the line from the \$5,000 department head, draws on the average \$900. The average salary of the 11,000 state employees is approximately \$1500. It is the depressing effect that the \$5,000 limit has on all other salaries down the organization line which brings about the greatest damage to education and other state services. This salary schedule repels many people of caliber. The state suffers as a result.

I repeat that the \$5,000 limit was reasonable in 1891. It had a purchasing power which provided an adequate standard of living for top officials in the "Mauve Decade." But conditions have changed. It would require at least \$12,000 or possibly \$13,000 to provide a comparable standard of living in 1946. Surely under present conditions, no reasonable person would oppose a salary limit equivalent to the one paid in 1891. I believe the people will want a salary limit in their new constitution. They will want a limitation as reasonable today as \$5,000 was in 1891. They may want to limit and enumerate the officials and employees who can draw this salary. But I firmly believe they want this limitation brought up-to-date.

Time will not permit a detailed discussion of the many limitations in our constitution which need to be brought up to date. The ones discussed thus far here serve to illustrate the great need for revision of the constitution. In addition it should be pointed out that women have been voting for twenty-five years, but it is still illegal for them to do so under our state constitution. The clerk of the Court of Appeals, whose duties are technical, must be elected by the voters and is ineligible for reelection after he has had four years of valuable training. The Legislature is limited by restrictions which are obsolete today. The right of the state to borrow money is too restricted. In general the many antiquated limitations prevent the type of governmental service to which the people are entitled and limit the growth and development of the state.

Section 256 makes amending so difficult that it is hopeless as a method for immediate and complete revision. I believe the people should vote in 1947 to call a constitutional convention; that they should incorporate in their fifth constitution the sound fundamental principles of state government contained in the present constitution; that they should incorporate limitations which are in keeping with these times; and that a provision for a more usable and effective amendment process should be included in order that these limitations may be kept abreast of the times.

It is probably safe to state that intelligent persons interested in the state's progress have no sympathy with spell-binding, pseudo-patriots who appeal to prejudice and ignorance on the basis of sentiment and tradition to oppose a constitutional convention. I believe these men are attempting to obstruct a well established Kentucky tradition. Eli H. Brown, III, in his Report on the Constitution says: "The men who framed the Constitution of 1890 did not hesitate to find the Constitution of 1850 inadequate to their needs. The present Constitution has lasted for more than fifty-five years, fifteen years longer than our framers lived under the old one. The Medes and Persians once contended that their law was unchangeable. What happened to the Medes is history." Thomas Jefferson said: "Some men look at Constitutions with sanctimonious reverence and deem them like the Ark of the Covenant, too sacred to be touched. They ascribe to the men of the preceding age a wisdom more than human. We might as well require the man to wear the coat which fitted him as a boy. This corporal globe and everything upon it belong to the present inhabitants during their generation. They alone have a right to direct what is the concern of themselves alone and declare their laws." To quote Horace Mann on this point: "We do not need patriots who exhaust their patriotism in lauding the past; we need patriots who will do for the future what the past has done for us."

We have many problems confronting us today. We are much interested in the development of the United Nations Organization into an effective agency. We are much interested in the control of atomic energy and its utilization for civilian purposes. But it will require time and additional experience for these plans to mature. However, we have sufficient knowledge now to attend to some of our felt state needs immediately. We Kentuckians know now how to draft a constitution that will remove obsolete restrictions and permit Kentucky to march forward toward her rightful place among her sister states. Shall we wait longer?



## RESPONSE TO WELCOME ADDRESS

Kentucky Education Association Convention  
Thursday, April 17, 1947

JOHN FRED WILLIAMS  
Superintendent of Public Instruction

Mr. Doran, Mayor Taylor and members of the profession:

It gives me great pleasure to express my appreciation and the appreciation of the profession for this generous welcome from the distinguished Mayor of Kentucky's largest city. It is a genuine pleasure for us to come to Louisville for this, the 75th annual convention of the Kentucky Education Association. While here, we expect to receive both inspiration and doctrine from the general sessions and group conferences listed on the programs and from the many less formal sessions which are not scheduled by the officials of our organization. We expect to find time, without missing a single professional meeting, to visit your shops and places of entertainment. However, our shopping activities and entertainment will be sharply circumscribed by the amount of take-home-pay in our pockets and by the halos around our heads.

Aside from our halos, our financial standing, and our training, it cannot be said that we are a specialized, compartmentalized segment of Kentucky's population. In the main, we are the sons and daughters of farmers, workers, doctors, lawyers, and business people. We have now entrusted to our care children from the homes of every occupational group in the Commonwealth. Our business now is to prepare the future doctors, lawyers, workers, farmers, business people and homemakers of Kentucky. Our associations and responsibilities are as narrow as Kentucky's present social and economic fabric and as broad as Kentucky's future.

Our interest is not narrow and selfish to the extent that we want only to improve the financial standing of the individuals in the profession. In recent years our individual membership has not been constant enough for a selfish interest in them as individuals to develop. When the Kentucky Education Association Convention met in Louisville in April, 1941, 18,400 individuals were members of the profession. Today less than 8,000 of the same individuals are still members. Thirty-five thousand different individuals have taught in the common schools during the emergency. Individuals have been and still are able to improve their financial status outside

the profession. They do not need our sympathy or efforts. But the welfare of the children of Kentucky challenges our concern and interest. We are rightfully concerned that conditions be provided which will secure and retain individuals of training and caliber to teach all Kentucky's children. As illustrated so remarkably well in Robert Browning's poem, "The Pied Piper of Hamelin," when the taxpayers refused to recognize their obligation for an important public service, it is the children who suffer. As we assemble in annual convention, we are concerned that we do not follow the example of the city fathers of Hamelin.

We are not unmindful of recent increased support for this cause. In fact, we have witnessed in the state in the past three years the beginning of a renaissance. In education, in other areas of state service, and in revision of the constitution the state has demonstrated a renewed interest in its responsibilities. It has increased state aid for the common schools 94 per cent, made provision for increased support from local sources, and extended the minimum school term one month. The profession is proud of these forward strides. It is proud of its part in starting a renaissance in Kentucky. It must concern itself now that this development will not be arrested, but will grow into a golden day for all of Kentucky's children.

There is much to be done if we are to achieve this development. We must set out immediately to provide a nine months school term and a well trained teacher for every child in Kentucky. A tremendous increase in financial support will be required to attain these goals. The state must go much farther in its support and the Federal Government must recognize its responsibility to aid general education in poorer states which are making a reasonable effort.

But time is of the essence in this matter. Kentucky's present and prospective supply of trained teachers is distressingly low. Further losses in our present supply and lack of success in our recruitment efforts can result only in further damage to Kentucky's children. To avoid this damage we need action now to provide state-wide increases in teacher-pay from the state's general fund.

I am informed that each member of Kentucky's delegation in the present Congress is supporting a bill to provide Federal aid for education. But I am of the opinion that these Kentuckians in Congress find it difficult to convince opponents of the measure that Kentuckians are really interested in increased educational support. Opponents of Federal aid from more favored states can point out that there is a \$25,000,000 surplus in Kentucky's treasury and that no



move is being made to make part of it available for teachers salaries. It is my belief that an overwhelming majority of Kentuckians want the Governor to summon the Legislature into extraordinary session and want the Legislature in serious manner to provide funds to meet the crisis in the schools. The wishes of the people of Kentucky should be complied with in the immediate future. Such action will be of inestimable value in the retention of trained teachers this year and in the recruitment this year of young people for the profession. It will strengthen the hands of Kentucky Congressmen in their efforts to secure much needed Federal aid for the state.

But the profession must face the stubborn fact that surpluses are easily dissipated and that appropriations made therefrom are difficult to maintain. If necessary the profession must share with agencies of government the responsibility of suggesting various possibilities for an improved and equitable tax structure. I suggest this on the assumption that the people of Kentucky are willing to support efficient and effective state services which contribute to the general well-being and constitute profitable investment in the state's future. I believe this assumption is valid.

The profession is challenged to demonstrate that it is following sound administrative procedures. It must efficiently utilize increased appropriations to provide more effective educational services. The profession accepts this challenge.

I thank you.

### EXCERPTS FROM ADDRESSES

KENTUCKY IS CLIMBING THE LADDER OF EDUCATION—Radio Address  
over WFKY, March, 1946

THE CHALLENGE OF 1946—General Session, Kentucky Education As-  
sociation Convention, April 12, 1946

EDUCATION IS ON THE MARCH—American Education Week Message,  
November, 1946

EDUCATION ON THE MARCH—Delivered to Committee for Kentucky,  
November, 1946

THE SCHOOLS ARE YOURS—American Education Week Message,  
November, 1947



**EXCERPTS FROM ADDRESSES OF JOHN FRED WILLIAMS,  
STATE SUPERINTENDENT OF PUBLIC INSTRUCTION**

**Kentucky Is Climbing the Ladder of Education**

Radio Address over WFKY, March, 1946

“In 1944 certain public spirited citizens of the State organized a State-wide ‘Committee for Kentucky’ for the purpose of finding out what was wrong with the State. Its credo was, ‘Facts can, and facts *will* be gathered by the Committee’s ten experts, but unless these facts reach all the people throughout the State, nothing will be done to improve the conditions that now exist.’ The State Department of Education, the Kentucky Education Association, institutions of higher learning, and most all the school personnel joined this Committee of enthusiastic members to acquaint the total State citizenry with our economic shortcomings. It was definitely learned through these studies that our chief illness *was* truly economic.

“Legislators were elected to the 1946 General Assembly with the convictions that helpful laws must be enacted and state improvements must take place. Appropriations were generously made by this Legislature to most phases of Public welfare, with little consideration for political lines. The common schools shared in those laws and appropriations. For example:

A mandatory minimum school term was fixed at eight months.

A budgetary law was passed requiring all additional per capita money to be budgeted for teachers salaries.

A school-building fund was initiated for which fiscal-year cash balances can be ear-marked and set aside for building purposes.

A maximum permissive tax levy on each \$100 of property subject to local taxation in all districts was raised to \$1.50. This becomes effective as of June 19.

The Teachers Retirement Law was generally improved, and the minimum retirement benefit per year, under certain conditions was raised to \$300.

“Other progressive school legislation was enacted, but the most far-reaching was the biennium budget bill for 1946-48. It appropriated \$18,500,000, to the state school fund, making an increase of 23.3 per cent above the 1944-46 highwater mark of \$15,000,000.00. If this total per capita appropriation had been distributed on a census

basis, as it was prior to the Constitutional Amendment, the per capita would have been for the first year of the coming biennium approximately \$27 or 100% greater than that of 1943-44 when the per capita was \$13.49. There is also a legislative provision that if State revenue collections should amount to \$41,225,000 next year, the common schools may received \$19,500,000 in 1946-47.

“In 1946-47, the Equalization Fund will be \$1,850,000, or an increase of 23.3 per cent over that of 1945-46. The Equalization Law has been greatly improved. The previous law did not equalize the total amount of state and local money behind each child. It distributed money on average daily membership which was very little better than no unit of distribution. If a child came to school only one day and dropped out for the remainder of the school year, just as much equalization money was allotted to that district as if the child had attended 100% of the time. But the new law places the same emphasis on attendance as on membership. When all equalization money is distributed under the new law, each child considered in the participating district will have the same total amount of state and local revenue behind him.

“Never in the history of the State has there been such an amount of State money to be spent on the common public schools. Never before has the Kentucky taxpayer shown through legislative appropriation that he has been so aroused over the education of his child. It seems safe to assume that the ever-proud Kentuckians will never be satisfied to sit idly by again at the ‘bottom of the National education ladder’.”

### **The Challenge of 1946**

General Session, Kentucky Education Association  
Convention, April 12, 1946

“What do our advances mean? Do they challenge us? Within two years time, we have had our state common school fund increased from approximately 10 million dollars to eighteen and one-half millions and potentially to nineteen and one-half million dollars. Possibilities of increased support from local sources have been doubled in county school districts. The public, through its elected representatives, has made this increased support possible. The public rightfully expects substantial and observable improvements in the quantity and quality of school services it will in turn receive. However great the difficulties, we must direct our efforts with unremitting vigor toward keeping faith with the public.



"In the future the people in Kentucky and elsewhere in the Nation will scrutinize requests for increased expenditures for schools carefully and critically. But so long as these expenditures are used to bring about specific and measurable improvements, the people will approve them. . . .

"These are specific areas upon which we must work. We must start on each problem at the local level because there is where the problems are. Every person in the schools must unite with every other person and with the people in solving our problems. We must win the battle of school improvement just as we won the legislative battle. We were united when we presented our program. Let us unite to achieve success.

"We are faced with a great challenge. If we meet this challenge, if we make the most of what we have now, if we courageously and unflinchingly face our problems and act to meet them, we can in the future secure the necessary financial support from state, local, and federal sources to give Kentucky a school program equal to the average for the Nation. I commend to you my deep belief that in the year ahead we shall be happy to the degree that we achieve in the task before us."

### **Education Is on the March**

American Education Week Message, November, 1946

"Another war is over and we have every right to look forward to a peaceful world. The whole world has registered through the UNESCO of the United Nations a tribute to education as an instrument through which peace may be secured and maintained. The theme for American Education Week this year (November 10-16) is "Education for the Atomic Age." We emphasize schools during American Education Week because through them we preserve and develop the finer values of our civilization. The topic this year is significant because atomic power has grave implications for education. The force of its potential power for good or for evil is overwhelming. The use that is made of this new-found knowledge will speed mankind's march forward or backward. McArthur has said, "This is civilization's last chance." The hope of the world lies in education.

It will take time for the United Nations to mature; it will take time for patterns of peace to emerge through the UNESCO; it will take time for the power of atomic energy to become a blessing to humanity. These are new instrumentalities. Their paths lie in virgin territory and are uncharted. Decisions and action will be slow

on uncertainties until a process of thought and an attitude of heart give direction and force to them. Education is a certainty—one surety of the atomic age which the world agrees is a process toward peace. Action must not be delayed on certainties. The full potentiality of the power of education must be exploited now.

“There is reason to take hope in education in Kentucky. There are schools in Kentucky which compare favorable with the best in the nation. Parents have an abiding faith in education and will not be satisfied until their children have educational opportunities which approximate the average available to the children of the nation.

. . . . .

“There is one immediate, over all and impelling need for education. Our Democracy’s continuance depends on the effective functioning of education. We must preserve and perpetuate the ideals of democracy. We must ‘do for the future what the past has done for us.’ A program of education which comports with the ideals of democracy must be ‘on the march.’ This should be our contribution to the extermination of war and to the keeping of the peace.”

### **Education on the March**

Delivered to Committee for Kentucky, November, 1946

“We have accomplished much and we are justified in saying that Education is on the march in Kentucky; however, we have much to do and a long way to go. We cannot afford to become too optimistic and shut our eyes to our many shortcomings, deficiencies, and needs. We must insist on the efficient use of funds made available for educational support and we must find a solution to the teacher shortage problem. As we list our accomplishments, we must continue to point out our shortcomings and needs.

“The Committee for Kentucky has provided much stimulation and for many of these improvements in education, which have been brought about through vigorous action on the part of governmental agencies at state and local levels. Dr. Seay’s report has been effective. The Committee’s report to the 1946 Legislature was effective and fruitful.

“Kentuckians have a tremendous amount of state pride. We have said that Kentucky ranks first in our estimation. This is an admirable attitude, but we have allowed it to blind us to many of our shortcomings. St. Paul, in his second letter to the Corinthians, spoke of a group of people who were without a proper understanding of



their condition, because they measured themselves by themselves and compared themselves with themselves. We Kentuckians have been prone to do this. But the Committee for Kentucky has dared to stimulate us to measure ourselves realistically with others and to identify our shortcomings. Initially, this wounded our state pride, but, it has led Kentuckians to action.

"There are a few patriotic Kentuckians who object to having our shortcomings pointed out. They prefer that Kentucky rest its case on its traditions, and they brand attempts to identify our weaknesses as attacks upon these traditions. But to quote Horace Mann: 'We do not need patriots who exhaust their patriotism in lauding the past. We need patriots who will do for the future what the past has done for us.'

"We have many important problems on the national and international levels which challenge us for a solution. But we cannot understand and deal adequately with these problems unless we have the ability and experience to solve our state and local problems. The Committee for Kentucky has worked well in calling attention to our problems on the state level and in many communities. I hope that these activities will be extended in the future to every local community in the state. For we shall be able to work together in solving the problems of the world when we learn to work together in solving our problems in our communities."

### **The Schools Are Yours**

American Education Week Message, November, 1947

"Kentuckians are becoming more and more concerned with programs of improvement which will lead to a better life throughout the Commonwealth. The social, political, and economic competence of the people is determined in large measure by the schools.

"'The Schools Are Yours', is the theme of American Education Week—November 9-15. This occasion offers another opportunity to deepen the understanding between the public and the profession. This understanding is essential if schools in Kentucky are to maintain the gains they have made and if they are to survive the present crisis.

"We in Kentucky have taken pride in the progress which has been made in the last few years in education. We do have reason to take pride in our advancements, but we have not done enough. The crisis in education has deepened annually since 1939-40 (eight years

of the school life of thousands of Kentucky children). The states to the North, to the South, to the East, and to the West have made progress which is equal to, or which surpasses ours. Our neighbors to the North have for many years exceeded us in support of education for their children, but it is surprising now that states to the South surpass us in our financial effort. We are not interested in what our neighboring states are doing on a competitive basis, but we do want the education we provide our children to be of such a level as to equip them as citizens to have a fair chance in their life work. I think Kentucky can afford to support a program of education comparable to that of her neighbors. Kentucky owes it to her future citizens, who are the boys and girls in our classrooms today, to provide an adequate program of education. The most immediate goal in this program is *an adequate supply of qualified teachers*. We need to be awakened to the urgency of reaching this goal.

“The major enterprise in this Commonwealth is education. The major factor in that enterprise is the teacher. The major concern of every P.T.A. unit and every member should be that of securing a well-qualified teacher for every classroom. Every child in Kentucky is entitled to a good teacher to inspire him, to understand him, and to direct his learning that he may develop to the highest level of efficiency of which he is capable. There has never been enough good teachers to go around for every child in the state, but just prior to the war there was the largest supply of qualified teachers in the history of the state. The average teacher had 2½ years of college preparation. Parents felt reasonably secure in entrusting the education of their children to these Kentucky teachers. The exodus of teachers from the school rooms began with the declaration of war and has increased each year. Of the 18,000 teachers employed last year, 5200 were emergency teachers and 20 schools failed to open. The situation has not improved this year.

“We need to pay tribute to teachers who have come into the profession on an emergency basis. Many of these teachers are doing a superior piece of work, and it is our hope that these will remain in the profession, go forward with their training, and become fully qualified teachers. Yet, if training makes a better teacher, many Kentucky children are being denied their full educational opportunities. Several thousand children who entered junior high school this year have never had a qualified teacher. The public and the profession need to accept their joint responsibility in removing conditions which contribute to this crisis in teacher supply. There is no blanket solution to this problem to offer. There probably is no



one solution, but the first need is for all Kentuckians to recognize *what the problem is*. There is an abundance of evidence to support the fact that basically the problem of teacher supply is that of financial support for teachers' salaries. The State Department of Education and the Kentucky Education Association, our professional organization, have prepared a Legislative Program to be presented to the 1948 General Assembly. This program calls for a \$34,500,000 appropriation for the common school fund for each year of the next biennium. This represents an increase of \$15,000,000 over the 1946-47 common school fund of \$19,500,000. This program, if enacted into the law, will provide an average teacher salary of approximately \$2,000.00. The 1946-47 average salary was \$1,325.00. Every Kentuckian who is conscientiously in favor of reaching the goal—a well-qualified teacher for every child—will give active support to the enactment of this program into law. Such a program is needed for the future progress of the Commonwealth. Kentucky children are entitled to it. Kentucky can afford it.

“Progress is not inevitable. But, if our State is to progress education must progress. If our program of education is adequate, progress in other areas of social, economic, and political endeavor is inevitable.”

PART II  
A PROGRESS REPORT



## A PROGRESS REPORT

### Accomplishments

1. **The functions of the State Department of Education have been organized on the bureau basis.** Prior to 1944 the State Department of Education consisted of a number of divisions. In August, 1944, these divisions were organized into *four bureaus*, which are representative of the major functions assigned to the Department of Education by law. This plan provides more effectively for the coordination of the related functions performed by the separate divisions.
2. **The services of the State Department of Education have been expanded.** The addition of a number of positions has provided for new services and for the expansion of existing services offered to the public schools through the State Department of Education. The following new positions have been established:

Business Manager  
Supervisor of Public School Finance  
Director of Surplus Property  
Assistant Director of Surplus Property  
Supervisor of Surplus Property  
Supervisor of School Buildings and Grounds  
Assistant Supervisor of Negro Education  
Supervisor of Elementary Education  
Library Consultant  
Director of Health Education  
One additional Assistant Supervisor of the School Lunch Program  
Two additional Assistant Supervisors of Vocational Home Economic  
Two additional Assistant Supervisors of Vocational Agriculture  
Five Assistant Supervisors of Vocational Agriculture (Farmer Training Program for Veterans)  
State Inspector of On-the-Job Training for Veterans  
Twenty District Supervisors for On-the-Job Training Program for Veterans  
Supervisor of Services for the Blind  
Supervisor of Business Enterprises Program for the Blind  
Medical Consultant for Division of Rehabilitation  
Three Industrial Placement Specialists

3. **There has been a substantial increase in the State's common school fund in the last four years.** Since 1942-43, there has been an increase of approximately 94% in this fund. The fund has increased from \$10,100,000 in 1943 to \$19,500,000 in 1947-48. The common school fund includes the per capita fund and the equalization fund.

**Per capita appropriation.** The regular per capita appropriation for 1943-44 was \$9,700,000; for 1945-46, it was \$13,500,000; that for 1946-47, was \$16,650,000; and for 1947-48, \$17,551,125. The census per capita for each of these same four years was \$13.49; \$19.77; \$24.40 and \$25.66 respectively, an increase of 90.2% during these years. In addition to this increase, a special appropriation was made in 1944 and was applied to teachers' salaries, retroactive to July 1, 1943. This special sum of \$3,000,000 gave to all teachers of the State an average of \$21 per month for the minimum school term of seven months.

**Equalization appropriation.** In 1943-44 the equalization fund was 3.96% of the common school fund. The equalization fund in 1944-45 was increased to 10% of the common school fund, the maximum permitted by the constitution, and it has continued during this administration at the 10% level. The equalization appropriation for 1943-44 was \$400,000; for 1945-46, \$1,500,000; for 1946-47, \$1,850,000; and for 1947-48, \$1,950,125. The average equalization appropriation per pupil in equalization districts for 1943-44 was \$2.71; for 1945-46, \$6.82; for 1946-47, \$9.04 and for 1947-48, \$8.98. The total amount of recurring school revenue back of each pupil in the participating districts for 1943-44 was \$28.56; for 1945-46, \$53.25, and for 1947-48, it is \$53.06. This represents an increase of 89% in the financial minimum program in (state and local) recurring revenue behind each pupil in the equalization districts over these four years.

4. **Provision was made by the 1946 Legislature for increased financial support for common schools from local sources.** Prior to 1946-47, the maximum tax rate that could be levied for school purposes in any county district was 75c. The 1946 Legislature fixed the maximum tax rate of \$1.50 for all school districts in the State. In 1946-47, in an effort to provide better school programs, 80 county school districts and 43 independent school districts increased their local tax. The average tax rate in the counties for 1946-47 was 94c. For the independent districts during the same year, the average tax rate was up to \$1.23. The average tax rate in all counties for 1947-48 is \$1.21; and for the independent districts, the average is \$1.38.
5. **Teachers salaries have been increased substantially.** In 1942-43, the median annual salary for all of the 18,180 teachers in the



State was \$782. By 1944-45, the median annual salary for 17,717 teachers had been increased to \$1,094, and in 1946-47 this median annual salary had been increased to \$1,325, an average increase during this period of 69.4%. The escalator budgetary appropriation goes into effect in 1947-48, releasing an extra \$1,001,250 in State revenue for the schools, over that of 1946-47. This will provide another increase in the average teachers salary for 1947-48.

6. **The minimum school term has been increased from seven months to eight months.** Through leadership and encouragement of the staff of the State Department of Education, the number of counties with terms seven months in length was reduced from 72 to 46 during the period 1942-43 to 1944-45; the number of counties with school terms eight months in length was increased during the same period from 27 to 41; and the number of counties with school terms nine months in length was increased from 19 to 21. The year 1946 marked the beginning of a period in which every child in the state, elementary as well as high school, was guaranteed an eight months school term. The minimum school term was set in 1946 at eight months. School terms have continued to be lengthened. In the school year 1947-48, there are 59 counties operating school for eight months, 2 counties for eight and one-half months, and 59 counties for nine months. During 1947-48, the average term length in the county schools will be 8.5 months or 170 days. The average length of the school terms for all districts in the United States for 1942-43 was 175.5 days. The average length of the school term in all districts in Kentucky for 1947-48 will be approximately 175.8 days.
7. **The number of administrative units has been reduced.** In the interest of efficiency and economy, units of school organization on high school, elementary and district levels have been combined. Since 1942-43, 15 independent school systems have been united with county systems in order to provide better educational advantages. The number of school districts, therefore, has been reduced from 261 in 1943 to 246 in 1947-48.
8. **Elementary supervision has been reestablished at both the state and local levels.** There was no supervisor of elementary education from 1932 until July, 1944. The increase in the appropriation provided for the State Department of Education by the 1944 Legislature made it possible to provide the services of a state supervisor of elementary education. As a part of the

total program of elementary supervision, 57 county school systems and 12 independent school systems are now employing 90 persons as helping teachers and supervisors.

9. **Increased emphasis has been placed on health education through the establishment of a Division of Health Education at the state level.** In 1944-45, a Division of Health Education was set up in the Bureau of Instruction in the State Department of Education and the director of the Division sponsored a pilot study of local health supervision, with from 10-15 counties participating each year during the period 1944-47. The program was set up on an experimental basis but rapidly extended to all parts of the state.
  - a. The following bulletins on Health have been published by the State Department of Education:
    - March 1945—School-Community Health Services  
(This has had second printing)
    - July 1946 —Status of Health and Physical Education in Secondary Schools of Kentucky
    - May 1947 —Getting the Health and Physical Education Program Under Way in the Elementary Grades
  - b. During the summer of 1946, a workshop in health education was conducted by the University of Kentucky and the State Department of Education with 70 persons participating from 42 school systems. In the summer of 1947, the second workshop in health education was conducted by the University of Kentucky and the State Department of Education with 42 persons participating from 26 school systems.
  - c. All certified teachers are now required to have courses in health and physical education.
  - d. A new code for health and physical education, adopted by the State Board of Education, provides for (1) medical examinations of teachers; (2) annual physical examinations for each child enrolled on entering school; (3) keeping cumulative health records; and (4) courses of instruction in health in elementary and second grades.
10. **The services of the Bureau of Public School Finance have been expanded to provide a more effective accounting of public school expenditures.** The school finance program has been strengthened by the following:
  - a. A more comprehensive plan of financial supervision of budgets and indebtedness has been set up.
  - b. A plan of distributing the state equalization fund for public schools on a basis which actually equalizes financial support, up to a certain level, has been formulated. The foundation program in \$53.06 per pupil for 1947-48, in all of the districts which participate in this fund. All other districts expend more than \$53.06 per pupil.
  - c. Reduction of differentials in salaries of teachers in elementary and secondary schools and also in salaries of white and colored



teachers has been accomplished through strict budget supervision.

d. Teachers' salaries are now safeguarded by the approval of budgets only when all increase in the per capita fund has been budgeted for salaries of teachers and only when budgets have been made in keeping with all other phases of the budgetary law.

11. **A plan of general supervision reaching every county was formulated in 1946-47.** The members of the Bureau of Instruction and some of the members of the Bureau of Finance participated during the school year 1946-47 in a general plan of supervision whereby each staff member accepted responsibility for the general supervision in an assigned number of counties. They assisted in developing curriculum materials, in administering textbooks and learning materials, in removing causes of poor attendance, in improving health education, and in improving classroom instruction. Each staff member participating in this program was assigned a particular curriculum project of statewide scope.

12. **School transportation has increased and improved.** The table below shows that transportation of school children is constantly increasing.

	1943-44	1946-47
Number transported .....	126,258	137,513
Number vehicles .....	1,608	1,809
Daily Miles bus traveled .....	84,874	88,736
Total annual cost .....	\$1,902,064	\$2,446,624

a. During the school year 1944-45 a complete survey of school transportation in the state was made. This study involved collecting information on, and charting routes of every school bus operated in the state. This study has enabled boards of education to transport more children by traveling less miles. The rerouting of the buses served as an advantage to boards of education in that they could effect some savings and still render the same or more service. This rerouting was stimulated by the shortage of gasoline during the war period.

b. School bus standards have been revised and published. These revised standards bring Kentucky school bus standards in line with national standards for school bus facilities for children attending school.

c. A bulletin was developed during the year 1944 on school bus insurance. This bulletin contains the rules and regulations governing liability and other types of insurance designed to promote safety of children and to protect the public.

13. **A program for the improvement of school plants is under way.** During the school year 1945-46 a study was made to determine the needs for new school buildings and additions to old build-

ings. This study furnishes a good basis for determining a more adequate building program for the districts. During the latter half of this four-year period plans for building construction, repairs, additions, etc., amounting to \$18,644,409, have been approved, or are near completion. This total amount is for buildings as listed below:

High school buildings .....	\$4,779,990
Elementary school buildings .....	\$4,623,279
Building housing both elementary and high school.....	\$4,021,606
Other repairs and additions, etc. ....	\$5,219,534

The item above marked "other repairs, additions, etc.", consists of 21 gymnasiums, 41 additions, 11 alternations, 6 installations of toilets, 2 garages, 2 vocational buildings, 2 office buildings, 1 auditorium, 1 band room, 1 stadium, 2 building sites, and 1 complete electric wiring of school building.

14. **The organization of the one-room school has been improved.**

Beginning with the 1947-48 school year the alternation of grades 5 and 6 and grades 7 and 8 may be discontinued. By order of the State Board of Education, on September 19, 1947, the practice will cease in all one-room schools, beginning with the school year 1948-49. This represents a marked departure from a practice of many years in the small schools in Kentucky.

15. **The following innovations in learning programs show promise of enriching and improving classroom instruction:**

- a. There is now being developed by a state-wide committee, in cooperation with the Department of Education staff, a bulletin on Air-Age Education. This bulletin will be released for publication in the very near future and ready for distribution to schools.
- b. There is increased emphasis upon audio-visual education. This Department, through a state-wide committee, has published a bulletin for use in schools in this field of interest. A state-wide committee is at work in developing effective use of audio-visual aids in the classroom.
- c. There has been increased emphasis upon creative expression. Materials on Kentucky Poetry Day have been distributed to all school systems each year since 1944. In 1947, a bulletin **Thoughts Have Wings** was prepared by the State Department of Education in cooperation with a state-wide committee.
- d. Increased emphasis has been placed upon the teaching of reading. State-wide committees have developed a bulletin on the teaching of reading in the primary grades and the teaching of reading in the intermediate grades. One of these bulletins has had three printings. The other bulletin is now in the press.
- e. There has been marked emphasis upon the teaching of health. Beginning in 1948, health examinations will be required of all school children and the teaching of health in the elementary and secondary grades will be required. All certificated teachers will be required to have courses in health education. One bulle-



tin on teaching of health in the elementary grades is now in the press and another bulletin on teaching of health in the secondary grades is in preparation.

- f. Increased emphasis has been placed upon making the high school curriculum conform to the needs of young people. This is a new factor in the accrediting of high schools. Beginning in 1946 the faculty of every high school in Kentucky has been guided in re-examining the program offered with a view to enriching the curriculum in terms of needs of the students served. The guides to this program are now in the process of being prepared and will be published this fall.
- g. Emphasis is being given to resource-use education through the development of materials in this area of learning. The Department of Education sponsored, in cooperation with the Department of Conservation and the University of Kentucky, the development of a handbook on **Kentucky's Resources**. This bulletin was made available to all school administrators and teachers. The material is being reproduced at the fifth grade level and will be made available to all pupils.
- h. A state-wide committee on Instructional Materials in Kentucky was organized in 1946 and is at work in cooperation with all the Southern States through the Southern States Work Conference.

16. **The Division of Free Textbooks has developed a more satisfactory plan of purchasing and distributing free textbooks.** The following policies and practices have been established:

- a. Beginning with the school year 1946-47, the major portion of the free textbook fund has been allocated to the different districts on the pupil enrollment basis. The remainder of the textbook fund has been administered by purchasing on the basis of need for additional books for the various local districts. This plan of textbook purchasing has proved satisfactory and is being continued during the 1947-48 school year.
- b. A revised system of accounting of the administration of textbooks has been installed by the Division of Free Textbooks. A financial report for each school district is kept. For the textbook record a card system is now in use for each school district. All the textbooks purchased for the school districts are recorded on the cards by subjects and grades including the cost of the books.
- c. Prior to 1947, if textbook funds were available for the purchase of optional books, the Division of Free Textbooks was required to provide one book per pupil for each optional subject and grade. This regulation was modified by the State Board of Education in 1947 so that the Division of Free Textbooks, when textbook funds are available for the purchase of optional books, may provide an adequate number of books for the pupils in one to four optional subjects in each grade. This change in the plan for the purchase of books for the optional subjects gives the schools a greater variety of optional books at the same cost to the state.

17. **Inservice training of teachers has been provided to lift the level of teacher preparation.** Approximately 70 off-campus county workshops with 5000 teachers enrolled have been conducted by the teacher education institutions in cooperation with the State

Department of Education through the period 1943-47 and 30 on-campus workshops with approximately 1000 teachers enrolled have been conducted during this period. This technique of training teachers was born out of the emergency but the value of it has been recognized and workshops will probably continue to be employed in a program of in-service training of teachers. During the past four years, the State Department of Education has secured and expended \$45,800 in Foundation funds for the exclusive purpose of conducting workshops to guide teachers in organizing better school programs, developing enriched curriculum materials, and in using better methods of improving classroom instruction.

18. **For the first time studies have been made to find out where all census children are enrolled and to determine the extent and cause of non-enrollment and non-attendance.** Since April, 1944, studies and surveys have been made in every school system to find out the number of census children enrolled in private and other type schools, as well as in public schools, by April 1 of each year, and to find out why each child not in school failed to enroll. These studies promoted better attendance programs and an improvement in enrollment and attendance.
  - a. In the school year 1945-46, 578,422 or 84.76% of the 682,377 census children enrolled in some type school by April 1, 1946, while 103,955, or 15.24% were not enrolled.
  - b. In the 1946-47 school year, 981,016 of the 673,806 census children, or 84.97% were enrolled, and 102,790 or 15.03% were not enrolled.
  - c. The study for 1946-47 further shows that of the 102,790 not enrolled, 72,980, or 72.58%, were in the 6, 16, and 17 age groups, which are not subject to the compulsory school attendance laws.

Other significant improvements in the total program of school attendance are the following:

- a. The annual report on school census has been revised to include causes of non-enrollment of every child who fails to enroll in some type school.
  - b. An improved curriculum for the training of attendance officers has been approved by the State Board of Education.
  - c. Extension field service has been given to beginning attendance officers.
  - d. Statistical forms of the Division of Census and Attendance have been revised in keeping with the reports of the U. S. Office of Education.
19. **Lincoln Institute has become a state high school with state appropriations.** The first state appropriation for the operation of Lincoln Institute was made in 1944. In 1947 the property of Lincoln Institute was deeded to the state under provisions of



an act of the 1946 Legislature. The school, valued at \$600,000, has a campus of forty acres and a laboratory farm of 445 acres. It is equipped to accommodate about 400 pupils. Its purpose is to serve counties in which high school service is impractical because of the sparsity of Negro population. Now Negro high school children in neglected areas of our state in 65 counties may attend and obtain a high school education without cost to their parents.

20. **Services of the Division of Vocational Education have expanded tremendously.**

- a. The increase in the number of Departments of Vocational Agriculture is shown by the following data:

Year	No. of Departments	Enrollment
1943-44.....	193	5,897
1944-45.....	184	5,641
1945-46.....	186	6,202
1946-47.....	227	8,553
1947-48.....	235	Not available

- b. The increase in the state appropriation for vocational agriculture is shown by the following data:

Year	State Aid
1943-44 .....	\$ 45,296.02
1944-45 .....	250,000.00
1945-46 .....	250,000.00
1946-47 .....	300,000.00
1947-48 .....	300,000.00

- c. A program for training veterans who wish to farm and have facilities for farming has been in operation since January, 1946. In order to make the program uniform a contract was made between the State Department of Education and the Veterans Administration for the operation of the program. Veterans of World War II with a minimum of 90 days active service are eligible to participate in this program. The program has grown over a period of 18 months to a total of 311 classes, with an enrollment of 9,327 veterans.
- d. A program of on-the-job training for veterans has been established and is under supervision of the State Department of Education. In connection with this program 6,000 industries and business firms have been approved for on-the-job training in the state.
- e. The food production and conservation program has increased. The number of canneries increased from 114 in 1943 to 154 in 1946-47. Approximately 50,000 families have been served and between three and four million cans of food have been processed in the canneries.
- f. A school lunch program established in 1943 has expanded until it now includes some schools in all counties in the state except five. The number of schools participating in the program has doubled in the last four years. Approximately 19,875,000 meals were served to 156,470 children during 1946-47. As a part of the school lunch program, 731 schools benefited from the Federal funds available for the purchase of equipment. During 1946-47, Kentucky schools received \$328,988.20 for equipment.

- g. Twenty-seven new home economics departments have been established during the past four years and 74 home economics departments in operation in 1944 have continued.
- h. During the past four years, one-fourth of home economics teachers have been employed on a 12-months basis.
- i. The home economics program has been expanded in the following ways:
- (1) The Kentucky Association of Future Homemakers of America, an organization for junior and senior high school girls who study home economics, was organized late in the year of 1944-45. The Kentucky Association received State Association Charter No. 1. Plans for the development of the organization have been made by the girls working under the direction of state, district and local advisors. There are now 141 chapters with 5,326 members. Besides the work of the local chapters, the work of the association has been carried on by ten district associations, the State Executive Council, and meetings of the State association. Each chapter plans a definite program of work for each year which is based on the state and national programs of work. Reports from chapters show that this organization is rendering services to the homes, the schools and to the communities that improve the family life.
  - (2) Adult program in home economics education has become more a part of the total homemaking program. Each year an increasing number of teachers have reported having given some instruction in homemaking to adults. In addition to the organized part-time and evening classes, help has been given to adults through the school community cannery program, group meetings, and through such informal means as having conferences, giving demonstrations at home, making home visits, and making books, bulletins and other informational materials available to them.
  - (3) Teachers, teacher trainers and members of the State Department staff have worked more cooperatively in planning the home economics education program in the state. This has been done by representatives of each of the groups working together as a committee to determine needs and to suggest ways of meeting these needs in order to have a better homemaking program.
  - (4) Home economics teachers have assisted with the development of the school lunch program. They have helped not only to improve the quality of lunches served, but also have contributed to making the school lunch an educational program.
  - (5) A tentative state course of study has been prepared by teachers, teacher trainers, and members of the State Department staff working cooperatively. Because of the numerous changes in the homemaking program and family living conditions this course of study was greatly needed to replace the former state course of study.
- j. Thirteen area trade schools are now in full operation in the state for training high school students, out-of-school youths, adults, and veterans. Three of the area trade schools are operated by the State Board of Education. The other ten are administered locally with full reimbursement from state and federal funds. Each area trade school serves a designated number of counties. The Mayo Vocational School at Paintsville has



made considerable advancement in training courses for the mining industry. As the mining industry becomes more mechanized, more technical and mechanical training is necessary. During the fiscal year, 1946-47, 20,075 people have had training in trades and distributive occupations in these area trade schools.

21. **The program of rehabilitation has been strengthened and expanded.**

- a. Since September 1944, through a section of Services for the Blind, Vocational Rehabilitation has greatly broadened its services to the blind of the state. These services include treatment and surgery to restore and improve vision, new training facilities, placement in industry, and expansion of employment opportunities through the organization of a non-profit corporation, the Kentucky Society for the Blind, which is the operating agency for vending stands operated by blind people.
- b. An Advisory Commission for the coordination of the various services for the blind was provided for by an act of the 1946 Legislature. Through this agency, the services of the Welfare Department, the Department of Health, and the Department of Education may be better coordinated and the services to the blind improved.
- c. Prior to 1944, an average of five blind persons were served annually through the program of vocational rehabilitation. In the year 1944-45, 12 blind persons were placed in remunerative employment. In 1945-46, the number was increased to 27. In 1946-47, 52 blind persons were placed on a self-supporting status. These 52 blind persons are employed in a variety of jobs and are earning annually over \$76,000.
- d. Since July 1946, a section of Physical Restoration has greatly increased the services to physically handicapped persons by securing the cooperative services of more doctors throughout the state and by means of contracts with hospitals to furnish services on a cost basis. This service has meant that in many instances the cause of disabilities have either been completely removed or the disability substantially improved.
- e. Cooperative arrangements have been made with the T. B. sanatorium at Waverly Hills for in-service training to T. B. patients and plans are now under way to include the same type of service in all of the T. B. sanatoriums in the state. Since July 1, 1947, there has been a program effected whereby diagnostic and therapeutic services are to be given to persons suffering from epileptics. This is the first time in the history of rehabilitation in Kentucky that an organized program for the training of epileptic and T. B. patients has been effected.
- f. In the past four years, 5000 physically handicapped people have been served. They have been trained and placed in employment.
- g. On February 1, 1947, the Kentucky Society for Crippled Children, through a grant-in-aid to the State Department of Education made possible the employment of a fulltime supervisor for handicapped children. It is now possible for the first time in the history of the Division to develop a complete service program for the education of the atypical children between the ages of 6 and 16.

22. **A State Educational Agency for Surplus Property has been created.** On December 28, 1945, the Governor by an Executive Order created a State Educational agency for Surplus Property

and a Division of Surplus Property was organized in 1946 as a division of the Department of Education. The duties of this agency, as outlined by the Executive Order, were to ascertain, determine and make provisions for the necessary expenses of the agency and to cooperate with Federal agencies in the distribution of property available under the Surplus Property Administration to the educational agencies entitled thereto. The following is a summary statement of the accomplishments of this agency during its existence from December 29, 1945, to September, 1947:

**Property Received by Donation Under Procurement  
Regulation 7-316, War Department**

Acquisition Cost	Description
U. S. Army Signal Corps (Excess) .....\$396,604.08	Radio parts, tubes, tools, Radio and Radar transmitting and receiving sets, Generators, Power
U. S. Army Signal Corps (Avon-Salvage) ..... 43,420.12	Units, Motors, Motion Picture Projectors, Test equipment, Public Address Systems, Telephone Equipment
U. S. Navy Electronics .....	
U. S. Naval Ammunition Depot Crane, Indiana ..... 41,847.94	Machine shop trailers (3), electrical devices, auto maintenance tools
Oak Ridge, Tennessee ..... 24,203.98	Laboratory equipment
Baton Rouge Engineer Depot ..... 7,200.00	Motor generators sets
Terre Haute Ordnance Depot ..... 26,000.00	Radial diesel engines
Sharonville Engineer Depot ..... 14,606.20	Small hand and shop tools
U. S. District Engineers ..... 18,365.00	Welding equipment, tractors, power woodworking equipment, hand tools, tables, transits and levels
Chemical Warfare ..... 14,750.00	Garden Sprayers
Indiana Arsenal ..... 16,043.00	Tableware, utensils, hand tools, sinks, walk-in refrigerators
Jeffersonville Quartermaster Depot ..... 3,395.00	Gasoline engines, anvils, crow bars, woodworking vises, hand tools
Lordstown Ordnance Depot ..... 38,079.00	Hand tools, machinists vises, air compressors, shop equipment
U. S. Navy ..... 9,290.00	Link trainers (3), miscellaneous equipment
Louisville Medical Depot ..... 73,747.98	Laboratory equipment and glassware, dispensary and Veterinary equipment, hand tools, foreign typewriters
Fort Knox ..... 11,503.00	Small hand tools and kitchen hardware
Camp Campbell ..... 175,117.61	Walk-in refrigerators, automotive equipment, trucks, trailers, bulldozers, cranes, saw mill, meat blocks, hand tools, gas cylinders
Bluegrass Ordnance Depot ..... 21,526.00	Machine shop equipment, gas cylinders, power woodworking equipment, hand tools, steam jacket kettles
Camp Breckenridge ..... 12,436.26	Shop and hand tools
Ohio River Ordnance Works ..... 28,375.60	Tables, cafeteria equipment, photographic equipment, refrigerators and ranges
AAF (Estimate) ..... 225,000.00	Power woodworking and machine tools, motors, engines, tractors, wrenches, hand tools
WAA (Approximately) ..... 125,000.00	Machine tools
Total .....\$1,459,582.07	



Personal property purchased from War Assets Administration through the State Educational Agency at 40% and 95% discount. WAA Fair Value: \$207,060.34.

- School Furniture—tablet arm chairs, folding chairs, lockers
- Office Furniture and supplies
- Cafeteria and cannery equipment; steam tables, mess tables, drinking fountains, refrigerators, steam jacket kettles, dishwashing machines, food trays, food carts, ranges
- Safety Equipment—fire extinguishers, fire hose, ladders
- Laboratory and Medical equipment and supplies
- Water purification units
- Heating and equipment and plumbing equipment
- Electrical equipment—fuses, floodlights, lamp bulbs, wire, motors, switches, generators
- Tents and tarpaulins
- Hand tools—machine tools
- Shop equipment—woodworking, metalworking, automotive (elec. power)
- Hardware, paints and varnishes, rope
- Dormitory equipment—blankets, mattress covers, sheets, pillows, cots and bed steads
- Quonset type huts (19)

Real Property sales were arranged by the State Agency through WAA Real Property Disposal Division at three locations. Buildings purchased by Boards of Education for removal off site subject to public allowance benefit of 95%:

July 4-14, 1947, Kentucky Ordnance Works, Paducah	
30 buildings—Fair Value .....	\$ 8,868.00
Aug. 8-18, 1947, Bowman Field	
14 buildings—Fair Value .....	11,298.09
Aug. 18-28, 1947, Sturgis Air Field	
23 buildings—Fair Value .....	12,325.00

23. **The Teachers' Retirement System has been strengthened.** Kentucky's Retirement System now compares favorably with the average for the United States and is held in high regard by the middle-aged-experienced teachers who are the backbone of the public school system. The improvements in the law are not all presently observable, but are cumulative in effect. Teachers understand this. The following accomplishments reflect progress in the system during the past four years:

- a. Assets of the Retirement System have increased from \$3,535,587.09 to \$8,541,215.41.
- b. An additional 529 teachers, mostly ill, have been retired and their places filled by younger, more vigorous teachers.
- c. The retardation caused by the war has been completely made up and all office work is current. Annuity checks to retired teachers are mailed so they will receive them the day due.
- d. The efficiency of the office has been increased by more direct methods of handling refunds, and transfers of credits, a supplemental detailed bond register, a special checking account for the annuity pay roll, and an inventory of equipment not carried as an asset.
- e. Amendments to the Retirement Act have greatly increased the usefulness of the System. The reciprocity provisions are causing teachers to return to Kentucky. The new formula for

calculating retirement allowances enables nervous and ill teachers to retire before age seventy. The increase in the minimum and maximum retirement benefits for thirty years service to \$300.00 and \$1200.00, respectively, has influenced young and old to consider retirement privileges here before going elsewhere.

- f. Retirement Benefits have been increased on the average approximately \$135.00 per year per retired teacher; that is, in some cases as much as 200% in the lower brackets.
- g. The annual appropriation for the Retirement System has been increased from \$650,000.00 to \$956,000.00.

24. **The Kentucky Program of teacher recruitment has received national recognition.** This program, inaugurated in March, 1945, is a cooperative enterprise on the part of the State Department of Education, the public and private schools, the Kentucky Congress of Parents and Teachers, the colleges of the state, Delta Kappa Gamma, and other organizations. Some of the results are the following:

- a. Twenty-five teacher recruitment circulars have been prepared and released to all high school libraries.
- b. Publicity of the serious teacher shortage problem was made through the press, the radio, and education conferences with a view to creating on part of the profession and the public their responsibility to relieve the causes of this situation.
- c. Future Teacher Clubs were organized in many high schools and a state organization of Future Teachers was effected. It became affiliated with the Kentucky Education Association.
- d. The State Board of Education adopted regulations relative to improvement in classroom conditions.
- e. Two hundred and sixty of the 1947 seniors who ranked high in personality, high in character, high in leadership ability, and high in scholarship were recruited for training for the teaching profession. All the teacher education institutions in the state cooperated fully in this program.

This is the beginning of a program of selective recruitment for the teaching profession.



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